



INTERNAL INDEPENDENT EVALUATION OF THE PROJECT
“STRENGTHENING MONGOLIA’S EFFORTS TO PREVENT AND RESPOND
TO HUMAN TRAFFICKING”

FINAL EVALUATION

Evaluation Commissioner:	IOM Country Office in Mongolia
Evaluation Manager:	Serd-Yanjiv Munkhchuluun
Evaluation Dates:	December 2019 to May 2023
Evaluator:	Christina Moly
Donor:	Ministry of Foreign Affairs of the Kingdom of the Netherlands
Project Code:	PX.0134

Table of Contents

1. Executive Summary	4
2. Introduction	9
3. Evaluation Context, Purpose and Methodology.....	10
3.1 Evaluation Context	10
3.2 Evaluation Purpose.....	12
3.3 Evaluation Methodology	13
4. Findings.....	15
4.1 Relevance	15
4.2 Effectiveness.....	22
4.3 Sustainability	43
4.4 Impact.....	44
4.5 Cross-cutting themes	49
5. Conclusions	52
6. Recommendations.....	54
Annexes.....	56
Annex 1: Term of Reference	56
Annex 2: List of interview participants.....	61
Annex 3: Evaluation Matrix.....	62

List of acronyms

C4D	Communication for Development
CCCP	Coordination Council of Crimes Prevention
COM	Chief of Mission
CSO	Civil Society Organisations
CT	Counter Trafficking
DOMV	Determinants of Migrant Vulnerability
FGD	Focus Groups Discussion
GoM	Government of Mongolia
IOM	International Organization for Migration
IRIS	International Recruitment Integrity System
JTIP	U.S. Department of State Office to Monitor and Combat Trafficking in Persons
KAP	Knowledge, Attitude and Practice Surveys
KII	Key Informant Interviews
MoU	Memorandum of Understanding
NAP	National Action Plan
NCE	No Cost Extension
NGO	Non-Governmental Organization
OECD	The Organization for Economic Co-operation and Development
OSSC	One Stop Service Centers
PPCD	Participatory Planning and Capacity Development Workshop
PRA	Private Recruitment Agencies
RM	Results Matrix
SOP	Standard Operating Procedures
TIP	Trafficking in Persons
TOR	Terms of Reference
TOT	Training of Trainers
UNEG	United Nations Evaluation Group
UNODC	United Nations Office on Drugs and Crime
VoTs	Victims of Trafficking

1. Executive Summary

Background and context

IOM Mission in Mongolia commissioned an internal final evaluation of the project “**Strengthening Mongolia’s efforts to prevent and respond to Human Trafficking**” funded by the Ministry of Foreign Affairs of the Kingdom of the Netherlands which has been implemented from December 2019 to May 2023. This report presents evidence of success, lessons learned, challenges experienced during project implementation and provides recommendations for future programming.

This project supported the Government of Mongolia’s (GoM) efforts to prevent trafficking in persons and protect victims within Mongolia and abroad, by introducing a set of mutually reinforcing activities centered on communication and outreach to potential victims of trafficking, migrant empowerment, data collection and information sharing, capacity building for government officials and stakeholders on the ability to identify and refer VOTs to the proper services, and direct victim reintegration and assistance. The project consisted of three main outcomes: (I) Government and civil society coordinate effectively to identify victims of trafficking; and (II) GoM consistently identifies and protects victims in a manner that is in accordance with international standards and best practices (III) VoTs who return home are economically self-sufficient, psychosocially well, and socially integrated into their communities.

Evaluation Purpose and Scope

The purpose of the internal final evaluation was to assess the progress made against set targets outlined in the project’s results matrix and to help make evidence-based strategic decisions in relation to the project.

The primary objectives of the evaluation are to:

- Assess the effectiveness and progress of the project in reaching the stated objectives and results, as well as in addressing cross-cutting issues such as gender, human rights-based approach etc;
- Identify potential factors that enabled or impeded project success;
- Identify lessons learnt and best practices for application in future programming;
- Generate recommendations for programme improvements.

Evaluation criteria

This evaluation will cover the criteria of relevance, effectiveness, sustainability and impact and will document lessons learned in realizing the results. A specific section will be developed to include an analysis of the cross-cutting themes of gender and human rights.

Methodology

A mixed-method approach was used to capture necessary information from all key stakeholders relevant to the project and in line with the evaluation questions and criteria. Data was collected through key informant interviews (KII) and individual surveys adopted for key informants.

Findings and Conclusions

Relevance

The project has been initially designed in line with the respective strategy of the Government of Mongolia (National Anti-Trafficking Program), IOM (IOM's Regional Strategy), the donor and the Palermo Protocol. The project has remained relevant to the Government due to the very close collaboration with the Coordination Council for Crime Prevention and regular consultations through the Sub-Council for Prevention of Human Trafficking. However, this level of consultation, particularly in identifying priorities and needs, has been weak or non-existent with regard to affected communities, including victims of trafficking. Potentially, NGOs could have helped to anticipate obstacles to achieving outcomes. As for (organizations representing) affected communities, including VoTs, they could have enabled the project team to advocate for the identification of VoTs and their protection in the midst of the pandemic, at a time when needs were more acute than ever. Lastly, we note the weakness in project design due to the absence of SMART indicators to measure project results.

Effectiveness

By implying the establishment or strengthening of coordination mechanisms between government and civil society for victim identification, Outcome 1 was fairly ambitious. This requires an ability to identify the indicators of human trafficking which, as the project demonstrated, civil society did not have from the outset, be it the general public, the education and private sectors or those at risk. This explains stakeholders' positive responses to the various awareness-raising activities, including the Dream Umbrella campaign and training initiatives. Therefore, these activities have served as indispensable preliminary steps for achieving effective coordination with the government for victim identification. Regarding Outcome 2, the provision of evidence through the baseline study played a crucial role in informing and aligning counter-trafficking interventions with dynamics and needs on the ground. The integration of baseline study recommendations into policy measures showcased the project's role in strengthening the legal foundation and coherence of victim identification and protection in Mongolia. However, challenges were encountered in translating knowledge and skills acquired during training into consistent victim identification and protection by LEA due to the absence of clear standardized processes and post-training action plans. Targets under Outcome 3 were hardly reached due to the adverse operational environment resulting from the COVID-19 pandemic, which significantly reduced the number of identified victims. Similar obstacles stemmed from the lack of clear referral processes with defined stakeholder responsibilities for providing reintegration assistance to victims of trafficking

The project has contributed to the objective by helping the government to create a structural environment conducive to the combat against TiP. In this structural environment, collective vigilance has been increased and VoTs have been empowered in the public discourse. Data and research is now available to inform and has resulted in a more protective legislative framework for VoTs. In addition, the foundations have been laid for better coordination between NGOs and the government in assisting the reintegration of VoTs.

From this assessment, two lessons learnt were drawn. First, presence of systems, ideally national referral mechanisms, is a prerequisite for coordinated and consistent VoTs identification and protection, including reintegration. The project has shown that, in the absence of clear standardized processes within and between the governmental and non-governmental entities, awareness-raising, training and coordination activities will hardly result in consistent identification and protection of VoTs. Second, without embedding training in a broader strategy or post-training follow up action plan, skills and knowledge are unlikely to be applied systematically by participating entities.

Impact

The impact was not measured as part of the project. However, the project outcomes allow us to observe that, while the impact was hampered by COVID-19, the project could have taken advantage of this circumstance to keep the combat against TiP at the top of the agenda, and thereby enabling the identification and assistance of more victims under Outcome 3 of the project. Indeed, the pandemic has proved to increase vulnerabilities, risks and cases of trafficking in persons globally, including in Mongolia. Secondly, the magnitude of the project has genuinely raised awareness in the communities, which is an essential step towards mobilizing society for the prevention, identification and protection of victims of trafficking. Lastly, to avoid unintended negative effects, the project should have further adapted the activities aimed at children, making them more age-appropriate for better prevention of child trafficking.

Another key lesson learned from the pandemic is that in situations of economic distress, awareness-raising proves to have a limited impact, as individuals are willing to risk unsafe migration as a last resort option, despite being informed of these risks. This raises the question of supporting livelihood interventions for the most vulnerable, as highlighted in the *Baseline Assessment of the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia*. This would complement awareness-raising very well, enabling Mongolia's anti-trafficking response to be more effective. It should also be noted that to harness the potential of an awareness-raising campaign, such as Dream Umbrella, to trigger long-term behavioral change and action towards TiP prevention, a single campaign is not enough.

Sustainability

The project has adopted a number of measures to ensure the sustainability of activities beyond project closure. These range from the development and provision of an e-course for consulates, to capacity-building for journalists, teachers and Temporary Protection Shelter Staff, so that they can, at their own level, mainstream prevention of human trafficking and protection of VoTs in their daily work. However, it should be noted that the government and NGOs are highly dependent on external funding, making the sustainability of the project's approach uncertain.

Cross-cutting issues

Gender

The project focused on a vulnerable demographic group - young women and girls - who are disproportionately affected by the scourge of human trafficking. Based on the *Baseline Assessment of the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia's* findings, the project was able to formulate anti-trafficking recommendations and interventions that truly reflect gender dynamics and address the unique vulnerabilities faced by women and men. The project was all the more impressive for its ability to challenge gender stereotypes, whether they are female or male VoTs.

Human rights

The identification of rights was well integrated into the various training courses held throughout the project. However, according to project documents, rights holders did not seem to be as aware of their rights (from Mig App to Dream Umbrella and direct assistance). Regarding participation and inclusion, considerable efforts were made to include a wide range of CT stakeholders, from government to NGOs, through workshops and primarily leveraging two key platforms: the Sub-Council for Prevention of Human Trafficking and the NGO CT Network. The most notable instance of participation was certainly provided by the focus discussion groups organized for the target audience to actively contribute to the design of the "Dream Umbrella" campaign. In terms of accountability, certain shortcomings were observed, particularly regarding VoTs case management.

Best practices

1. Acted as a knowledge hub by capitalizing on the Organization's best practices, namely IOM's X C4D campaign for people-centered, results-oriented awareness-raising initiatives.
2. Demonstrated strong convening skills at the Anti-Trafficking Sub-Council and Counter-trafficking NGO Network meetings, to bridge the gap between government and NGOs, hence strengthening the foundations for a more coordinated and comprehensive response to trafficking in persons.
3. Involved the private sector to expand an emerging but crucial counter-trafficking space in Mongolia.
4. Consistently integrated the *Baseline Assessment of the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia* findings for the development and implementation of evidence-based activities and advocacy, in particular in favor of male victims of trafficking.
5. Carefully listened, regularly consulted and remained flexible for an effective coordination with the Government of Mongolia (CCCP) and a strong national ownership.

Recommendations

1. **Support the government of Mongolia to build or improve current legislation and processes** for clear guidelines and well-defined responsibilities of relevant stakeholders in the identification and protection of VoTs.
2. **Integrate training courses into action plans** to actively adjust and monitor VoT identification and/or protection processes, while applying newly acquired skills and knowledge.
3. **Engage more closely with NGOs and affected populations**, not only at the activity level, but throughout the project cycle, to identify and address obstacles to timely VoTs identification and protection.
4. **Make activities more child-friendly:** Involve child protection specialists in all activities with children to develop age-appropriate spaces and content.
5. **Sustain the Dream Umbrella Campaign:** Utilizing existing resources, ensure the regular continuation of the Dream Umbrella campaign. This sustained effort should progressively drive behavioral change, shifting societal attitudes, norms, and behaviors pertaining to trafficking in persons. Stakeholders recognized the appeal of the UN label in this campaign, particularly among children and young people.
6. **Support Government Research:** Respond to the request of the Human Trafficking Debate Project participants by continuing to assist the government in conducting research on trafficking in persons, given the scarcity of TiP data noticed during the research conducted for the debate's preparation.
7. **Complement awareness-raising activities with livelihood interventions** to prevent the individuals in the most vulnerable situations from exposing themselves to the risk of trafficking
8. **Design SMART indicators** to effectively measure project results.

2. Introduction

This report presents the results of an independent internal final evaluation of the project, PX 0134 “*Strengthening Mongolia’s efforts to prevent and respond to human trafficking*”, which commenced on 1 December 2019 and reached completion on 31 May 2021. This was an independent evaluation conducted by an IOM internal evaluator and commissioned by IOM Mongolia.

This evaluation report provides key findings, lessons learned, best practices, conclusions and recommendations that have emerged based on extensive consultations with key programmatic stakeholders, as well as a comprehensive document review. The evaluation is intended to contribute towards institutional knowledge and be used to inform future IOM programming.

The overall objective is to assess progress made against set targets and provide IOM with information to make informed decisions to improve future project programming. The final evaluation was carried out after the implementation of the project from July to August 2023 and covers the period from 1 December 2019 to 31 May 2023.

The report includes the following sections: context and purpose of the evaluation, evaluation framework and methodology, findings and conclusions, and recommendations. The annexes to the report include the evaluation terms of reference, the evaluation matrix used by the evaluator to guide data collection and analysis, and a list of documents reviewed.

3. Evaluation Context, Purpose and Methodology

3.1 Evaluation Context

Mongolia is a source and destination country for men, women and children subjected to trafficking in persons for the purpose of forced labour and sexual exploitation. Human trafficking within Mongolian borders is also a problem with thousands of women and children estimated to be trafficked every year from rural communities into cities and/or abroad. Between 2019 and 2022, a total of 146 individuals were identified as victims of trafficking, with substantial decreases observed in 2020 and 2021, before a slight uptick in 2022 as identified by the Mongolian Police. While these numbers are promising, IOM Mongolia attributes the substantial reductions observed as elements of the COVID-19 pandemic which saw the introduction of lockdowns, international border closures, mobility restrictions as well as increased police efforts towards virus containment operations which may have been concurring causes leading to the decreasing trends in the overall number of victims identified. IOM has continued to support the rescued victims and vulnerable migrants with specific measures to ensure their safe return to Mongolia. According to the Trafficking in Persons report released by the United States Justice Department, Mongolia has been listed under Tier 2 since 2019, actively taking steps and making significant efforts to institute laws and practices to comply with the Victims of Trafficking and Violence Protection Act of 2000 minimum standards.

Figure 1: VOTs identified in 2019-2022 – trend



Year	Number of Victims of trafficking identified	% increase year by year	% increase year against baseline
2019	65	baseline	baseline
2020	40	-38%	-38%
2021	13	-67.5%	-80.0%
2022	28	+115%	-57%

Table 1: Number of victims identified by police (2019-2023)

The IOM Mission in Mongolia has been highly successful in delivering large-scale counter-trafficking projects in collaboration with government authorities and civil society organizations for nearly a decade. In 2012, IOM established a dedicated counter-trafficking unit, and since then, it has been diligently working on enhancing the capacity of law enforcement and civil society actors at both the central and local levels. Over time, IOM has fostered strong relationships with various entities, including the recently created Coordination Council on Crimes Prevention. As part of this collaboration, the Anti-Trafficking Sub-Council was formed, and IOM is actively assisting the government in implementing the National Anti-trafficking Law upon formal request.

The law enforcement reported using a trafficking risk assessment checklist containing 11 questions to proactively identify victims among vulnerable populations. However, NGOs indicated victim identification and referrals were not sufficiently systematic and often depended largely on the awareness and initiative of individual officers¹¹ and civil society members seeking support through social media. Given that air transport is a commonly used mode of transport for traffickers and many Mongolian victims travel through Chinese airports, airports are ideally positioned to identify and assist victims through VoT identification and protection training of frontline officers.

When it comes to referral and direct assistance, Mongolia has not developed a formal mechanism for assistance and protection for trafficked persons to date. Consequently, the victims identified abroad are rarely referred for assistance. Currently, assistance is provided by one NGO and includes direct and reintegration assistance, return assistance, basic medical and psychosocial care, as well as legal assistance. Thus, not all relevant needs of the victims are being met and reintegration plans and efforts lack sensitivity to VoTs' individual needs.

Another key obstacle in preventing human trafficking is lack of awareness of people on risks of associated with irregular migration, ill-informed knowledge of visa and travel regulations, and limited or non-existent interaction with legitimate services providers between others. This drives migrants to seek help from unauthorized agencies who exploit migrants' lack of knowledge to advance their own interests. Indeed, many women and men who are from rural and poor economic areas fall victim to fraudulent schemes used by traffickers who promise scholarships for study abroad or lucrative job opportunities. Also, victims are often unaware of their rights under the Law on Combatting Trafficking in Persons to access welfare services including health, mental rehabilitation, vocational training, legal assistance and temporary shelter and food when required while abroad, upon return, or when rescued in the country.

The private sector has not yet been involved in counter-trafficking efforts in Mongolia even though more and more people become aware of the impact of trafficking on their lives and are affected by trafficking. The private sector still lacks awareness about human trafficking, about the effects of human trafficking, the potential vulnerability in the global supply chain and within businesses, the risks associated with being involved in human trafficking, knowingly or not. Therefore, the opportunities for the private sector to make a successful and sustainable impact need to be communicated effectively.

Funded by the Ministry of Foreign Affairs of the Netherlands, *Strengthening Mongolia's efforts to prevent and respond to human trafficking* is a three-year project which aims to strengthen the

government of Mongolia's capacity to prevent trafficking in persons and protect victims within Mongolia and abroad, by introducing a set of mutually reinforcing activities centered on communication and outreach, migrant empowerment, data collection and information sharing, capacity building for government officials and stakeholders, and direct victim reintegration and assistance. The project started in December 2019 and achieved completion in May 2023.

The prevention component of the project includes targeted activities such as awareness-raising to effect positive behavior changes through understanding the risks of human trafficking associated with migration decisions and improving knowledge of how to practice informed migration. Training on ethical recruitment practices is also provided for private sector partners and user-friendly applications such as IOM's MigApp, which is a one-stop-shop mobile application to access readily available information and services relevant to their specific migration process. The protection component of the project aimed to continue IOM's support of the government in its counter-trafficking efforts through a comprehensive baseline assessment into the underlying causes, dynamics, vulnerability and resilience levels to trafficking in Mongolia. To address the urgent need to improve assistance and protection of trafficked persons, the project also provides assistance to victims and increases their chances of reintegration into society through improved collaboration with service providers and Anti-Human Trafficking Network of NGOs, introduction of life skills trainings for Victims of Trafficking (VoTs).

3.2 Evaluation Purpose

After the 2021 Project Mid-Term Evaluation, the IOM Mongolia Country Office commissioned a final evaluation of the project for accountability and learning purposes to assess the project's relevance, effectiveness, impact and sustainability.

The evaluation assessed whether results were achieved and how effective and sustainable they are towards realizing outcomes and the overall impact. It also highlights lessons learned and good practices. The primary users for this evaluation will be the Ministry of Foreign Affairs of the Netherlands, Focal Points at the Embassy of The Netherlands in Beijing, and IOM Mongolia (project team and senior management). The findings generated by the evaluation will be used by the project management team to assess the effectiveness of the project and improve the implementation of future activities. Furthermore, it is expected to feed into the design of future intervention models and contribute to documenting management and delivery approaches.

The specific objectives of the evaluation were to: 1) assess whether the project's results contributed to reaching the intended project outcomes and objective, including an assessment of causal links between the project and observed effects; 2) identify the supporting factors and constraints that have led to the achievement or lack of achievement of results; 3) assess the management and implementation of the project, including strengths and weaknesses relating to planning, implementation, partner engagement, monitoring, communication and knowledge management; and 4) establish key lessons learned and provide clear, specific and implementable recommendations to inform future project strategies.

The evaluation scope covered the project duration from 1 December 2019 to 31 May 2023 with a particular focus on activities implemented and their results since the project's midterm evaluation.

Furthermore, cross-cutting issues including gender equality and human rights were thoroughly integrated throughout the evaluation.

3.3 Evaluation Methodology

The evaluation framework was guided by the OECD-DAC evaluation criteria as prioritized in the ToR (relevance, effectiveness, efficiency, and cross-cutting themes)¹. Based on questions and proposed methodology in the terms of reference (ToR) (Annex 1), an initial review of project documents, an evaluation matrix (Annex 3) was developed to plan for data collection: for each evaluation question, the evaluator established sub-questions, indicators, and related data sources and collection methods. An inception report was drafted and shared with the evaluation manager, which included evaluation matrix, a list of documents gathered to date, and a list of stakeholders to prioritize for meetings.

Data analysis

Data analysis relied mainly on qualitative analysis of documentation and of written notes taken by the evaluator during interviews. Initial analysis began during the inception phase. A brief document review was carried out to inform the evaluation matrix, including review of the research findings of the KAP survey which guided further analysis. A deductive (theory-led) thematic analysis approach was employed for documents and notes, using a coding scheme based on the evaluation criteria and sub-questions in the evaluation matrix. The evaluator used NVivo software to code and sort the information from documents and notes. Findings were triangulated through cross-analysis of data from various sources and methods. The evaluator strove to ensure that assessments were objective and balanced, affirmations were accurate and verifiable, and recommendations were realistic, and followed relevant ethical guidelines including IOM standards and guidance on evaluations including United Nations Evaluation Group (UNEG) norms and standards, the IOM Project Handbook, IOM Evaluation Guidelines, and IOM Data Protection Principles.

Limitations

The main limitation was in the limited duration available to the evaluators. Even as IOM Mongolia took steps in advance to find an internal evaluator, the team was unable to find an appropriate evaluator, leaving the regional office to carry out the evaluation at a late stage. Furthermore, the evaluation coincided with a period of national holidays in Mongolia (11-16 July 2023), and the summer months where most government officers and teachers are on their annual leave. Thus, this led to a limited number of KIIs and a low response rate to the surveys, resulting in an inconclusive representation of the participants' opinions. To mitigate it, IOM Mongolia supported the evaluator in following up regularly with the participants for the completion of the surveys, while finding alternative interviewees when the main contact persons were not available. Another limitation was in data collection where all data was collected remotely. Limitations with remote data collection include the challenge to develop rapport and trust with the participants, as well as the inability to see visual cues which reduces understanding and appropriate prompting. While remote data collection affects the level of rapport that can be established as compared to in-person interviews, all stakeholders were

¹ The Organization for Economic Co-operation and Development (OECD) evaluation criteria provides a normative framework used to determine the merit or worth of an intervention (policy, strategy, programme, project, or activity). They serve as the basis upon which evaluative judgements are made. <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

available to meet using Zoom and Microsoft Teams application, including IOM staff that made the introduction between the evaluator and interview respondents to build rapport. In addition, despite of interpretation available during the interviews, the language barrier posed as a limitation for the evaluation which could result in biases and misinterpretation of the findings. Translations were provided by IOM Mongolia staff who were not involved in the project implementation.

4. Findings

This section presents the general findings of the evaluation, organized per evaluation criterion (relevance, effectiveness, impact, sustainability, and cross-cutting issues) and will answer the evaluation questions as set forth in the Terms of Reference and Evaluation Matrix.

4.1 Relevance

This evaluation criteria relates to the extent to which the project interventions were relevant and appropriate towards national and international legal and policy frameworks, IOM's strategy and the extent to which the project remained relevant in a changing context and responded to the needs and priorities of the target beneficiaries and how the project was designed.

Alignment with the needs of the Mongolian government

The Objective of the Mongolian National Anti-Trafficking Programme, was *inter alia*, to support the close cooperation between government, non-government and international organization in fighting against trafficking in persons. The specific objective 2.2.1 of the NAO was to conduct baseline research on current trend of human trafficking in Mongolia; the Objective 2.2.2 was to protect victims of trafficking and support in reintegration; the Objective 2.2.3. was to increase coordination among all agencies in fighting against TIP; and the Objective 2.2.4 was to increase efforts in Prevention. In that regards, the project's objective, outcomes, and outputs complied with those objectives.

In line with the government National Anti-Trafficking Program (NAP 2017-2021) aimed at improving prevention and protection, the project engaged with education and academic centers to empower learners to engage in society as constructive and ethically responsible agents of change. Awareness training was held for 100 high school and university teachers and educators as well as Counter-Trafficking School forums for up to 1,000 students.

Under the protection component, IOM further supported the government in its counter-trafficking efforts through a comprehensive baseline assessment into the underlying causes, dynamics, vulnerability and resilience levels to trafficking in Mongolia, as envisaged in NAP 2017-2021.

Alignment with IOM's Regional strategy

This counter-trafficking project is in line with IOM's Regional Strategy, more particularly the strategic priorities grouped under the "Resilience" pillar. Under this pillar, IOM in Asia and the Pacific (2020-2024) aims to address the adverse drivers and risks of migration that contribute to vulnerability, IOM will seek to build national, community and individual resilience by focusing on the following:

(a) Deepening the understanding of migrants' risks, vulnerabilities, and coping strategies by consolidating primary and secondary data and analysis, particularly on the drivers of migration, to enhance IOM expertise.

In that regard, Mongolia's CT project conducted the baseline assessment, using a combination of quantitative and qualitative methods to collect data from national anti-trafficking stakeholders and

individuals at risk of trafficking. The objectives are: 1) Explore risks and protective factors that create vulnerability and resilience to human trafficking in Mongolia, using the IOM Determinants of Migrant Vulnerability (DoMV), 2) Outline human trafficking routes, trends and patterns within and outside Mongolia.

(b) Focusing on supporting authorities at the national and subnational levels (provincial, municipal and community) in the implementation of relevant policies, in line with international standards, thus increasing migrants' agency and the active participation of the private sector and wider society in contributing to sustainable development processes and outcomes.

The project provided support to the Coordination Council of Crimes Prevention (CCCP), which serves as the national authority responsible for coordinating Mongolia's counter-trafficking response. This support involved enhancing their trafficking in persons (TiP) prevention efforts by implementing a targeted and participatory awareness-raising campaign on safe migration and risks of trafficking. It aimed at empowering aspiring migrants with timely and accurate information, thus helping them to make informed decisions. The project also involved collaborative engagement with the private sector through the provision of IRIS training. Finally, IOM partnered with non-governmental organizations (NGOs) through the NGO CT Network. These strategic engagements aimed to fully integrate these stakeholders into Mongolia's counter-trafficking response, thus fostering a more robust and inclusive approach to addressing the issue of trafficking in the country.

Relevance of the project to changing context Project adaptability to the Mongolian priorities

The project team established communication channels with both the donors and the government to adjust the targets and activities. Adapting to the constraints imposed by the global COVID-19 pandemic, IOM Mongolia demonstrated flexibility in its approach. For instance, due to travel restrictions in 2021 and 2022, international consultants were unable to travel. As a solution, the team turned to national experts, a shift that inadvertently enhanced the sustainability of the capacity-strengthening activities.

As for the flagship awareness-raising campaign "Dream Umbrella", the project underwent a thorough restructuring well in advance to accommodate the pandemic's realities. This involved revising workshops to adhere to COVID-19 protocols by organizing smaller groups and increasing the number of sessions conducted.

After the COVID-19 restriction eased, IOM Mongolia managed to implement the remaining activities with a six-month approved NCE from December 2022 to May 2023.

Consultation of government, stakeholders and affected communities

➤ **Consultation with the Coordination Council of Crimes Prevention of the Government of Mongolia**

Alignment with the needs of the duty bearers was facilitated through IOM's participation in the sub-council meetings, during which discussions were held with government representatives to align project priorities with the provisions of the Anti-Trafficking Law of 2012 (KII with the Project Manager). This alignment was further confirmed by the Chief of Mission, as IOM obtained a seat in sub-council meetings and consistently shared information during those meetings. This mutual exchange enabled the government to communicate its priorities to IOM, which in turn informed the development of new projects, such as those related to online investigation techniques.

The implementation of project activities required continuous coordination with CCCP to ensure their guidance and approval for each undertaken activity. This ongoing interaction served to maintain and potentially strengthen the relationship between IOM and CCCP throughout the project's duration.

The inclusion of IOM initiatives, including training for law enforcement authorities and an awareness-raising campaign, in the yearly national implementation work plan serves as a clear demonstration of the project's alignment with national priorities and needs.

An illustrative example of the interactive consultation and coordination process involving IOM, the donor, and the Mongolian Government is as follows: Initially, IOM was tasked with delivering three capacity-building activities to border guards, immigration officials, and airport authorities. These activities focused on the identification, referral, and support of trafficking victims, aligning with the donor's emphasis on strengthening victim identification systems, particularly at border points. Notably, CCCP expressed the need for these activities and coordinated their roll-out based on the instructions and guidance provided. The outcomes of this training were so appreciated that it led to the extension of the activity.

➤ **Consultation with other government entities**

The project team has been strategic in using the Sub-Council for Prevention of Human Trafficking, a platform they managed to join in the past as a special member due to IOM's crucial role in return and reintegration of Mongolian VoTs. This Sub-Council includes the most relevant counter-trafficking stakeholders, therefore offering a venue for IOM to present the project on the 06 February 2020. Members of the sub-council include a wide range of ministries from the Ministry of health, and the Ministry of foreign affairs to the Ministry Labour and Social protection, but also one NGO (Mongolian Gender Equality Center NGO).

However, the dedicated session of the sub-council meeting took place after the design after project, meaning the government entities (other than CCCP) were involved in the project only once the project was activated. Members of the sub-council identified priority areas such as: "the baseline assessment to be conducted as one of the first activities in 2020". As a matter of fact, this session also helped in gaining government support for the project: "Members of the sub-council were supportive and confirmed their participation in the awareness raising and prevention activities on human trafficking in Mongolia"²

With that being said, the CCCP, as the instrumental government entity in charge of the coordination of all the counter-trafficking actions and activities of the members of Sub Council, was the most closely involved stakeholder in priorities identification and project design and implementation.

➤ **Consultation with non-governmental stakeholders**

NGOs understood the general process but were not specifically included for consultation in the design or implementation stage of the project. NGOs met every quarter to introduce their projects. During the key informant interview, they expressed the wish to be included in the design phase of IOM projects as they are one of the few organizations that provide direct assistance to victims of trafficking. With their direct knowledge of the TiP situation, they consider being able to inform the design of the project to reflect and address the needs of the victims. Hence, they would like to be considered more as design partners than as grant receiving implementation partners. Similarly, it was found that closer and more anticipated cooperation with certain stakeholders would have been more effective. For

² [Summary Report of the Soft Launch of the project](#)

example, under output 3.2, the project manager admitted that shelters should have been contacted directly and earlier on, as the project team took time to realize that the other category of service providers, the One Stop Service Centers (OSSC), were not equipped to provide long-term care³.

➤ **Consultation with affected communities**

From the project documents and the exchanges with stakeholders, affected communities were not consulted to identify priorities and were not involved in the design and the implementation of the project as a whole.

Engagement with the affected communities, including actual VoTs, took place at the implementation stage, more particularly at the activity-level. First example consists of the interviews conducted with actual VoTs for the sake of the baseline study (approximately 400 VoTs as well as affected communities). The fact that the baseline study that informed IOM's activities was based on direct exchanges with VoTs, enabled the project to be both evidence-based and to have a survivor-informed approach. For instance, MigApp was rolled-out, targeting seven countries that were identified and confirmed in the baseline survey. The targeted countries correspond to the destination countries where Mongolian appear to be more prone to become victims of trafficking⁴. Relying on this baseline study for subsequent project activities can be considered in line with the "do no harm" approach. Indeed, "secondary data review and analysis should always be the first step before undertaking the launch of potentially repetitive and harmful primary-data-collection activities. The use of already available data helps mitigate or avoid the risks associated with primary data collection" (from re-traumatization of victims to fatigue and frustration of victims due to repeated assessments)⁵.

Second, a participatory approach was employed to design the Dream Umbrella campaign, ensuring that multiple stakeholders, including the target audience, were involved in its development and rollout.

Third, to engage the community actively, students and teaching staff were mobilized in strategic districts as a vital component of the Human Trafficking Debate initiative.

Overall, stakeholders, except CCCP who had a primary role, were consulted at the implementation stage, more precisely at the activity-level, if not actively consulted, the environment was conducive to raising feedback, as confirmed by the KII with a teacher who stated that, at any time of the activity, teachers' feedback was welcome.

One example has been the [PARTICIPATORY PLANNING AND CAPACITY DEVELOPMENT WORKSHOP](#), organized in June 2020. This event consisted of the first fundamental step in setting up the campaign roadshow. It brought together stakeholders to introduce the approach and agree on the focus for the campaign using a C4D strategic planning tool. A wide range of stakeholders was represented: law enforcement officials, judges, prosecutors, and policy makers, in addition to service providers from state and civil society organizations, private sectors and journalists. The process was more than consultative, but rather, highly participatory: key decisions on the target group, the type of exploitation, as well as the area of dissemination the campaign will focus on were discussed and made by votes.

³ Key Informant Interview with Project Manager

⁴ Ibid.

⁵ Counter-trafficking in Emergencies: Information Management Guide, IOM, 2020, p.16

Alignment with international legal instruments, including the Palermo Protocol

Mongolia signed the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime in 2012. This project is in line with the States' obligations defined in this legal instrument:

Article 9 of the Palermo Protocol on Prevention of TIP on prevention efforts was materialized through the Communication, Outreach and Research Activities (Dream Umbrella campaign I, the Documentary movie, Dream Umbrella campaign II, MigApp, Baseline Assessment of the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia). As a reminder, Article 9, paragraph 2 of the Palermo Protocol states the following: *"2. States Parties shall endeavour to undertake measures such as research, information and mass media campaigns and social and economic initiatives to prevent and combat trafficking in persons."* The engagement of the private sector (Ethical Recruitment Training for Private Recruitment Agencies in Mongolia) and of the education sector (Counter-trafficking Debate Project for High School students) was perfectly in line with Article 9, paragraph 3 of the Protocol, which states the following: *"Policies, programmes and other measures established in accordance with this article shall, as appropriate, include cooperation with non-governmental organizations, other relevant organizations and other elements of civil society."*

Article 10 of the Palermo Protocol related to Information and training was Applied through the e Capacity-Building component of the project (Training for law enforcement officials, Training for Mongolian consular officers). As a reminder, Article 10, paragraph 2 states the following: *"2. States Parties shall provide or strengthen training for law enforcement, immigration and other relevant officials in the prevention of trafficking in persons. The training should focus on methods used in preventing such trafficking, prosecuting the traffickers and protecting the rights of the victims, including protecting the victims from the traffickers."*

The direct assistance component of the project (Training for One-stop Service Centers and Temporary Protection Shelter Staff and the provision of return and reintegration assistance to VoTs) complied with Article 6, paragraph 3 *"3. Each State Party shall consider implementing measures to provide for the physical, psychological and social recovery of victims of trafficking in persons, including, in appropriate cases, in cooperation with non-governmental organizations, other relevant organizations and other elements of civil society, and, in particular, the provision of:(a) Appropriate housing;(b) Counselling and information, in particular as regards their legal rights, in a language that the victims of trafficking in persons can understand;(c) Medical, psychological and material assistance; and(d) Employment, educational and training opportunities."*

KIIs with CCCP revealed that project activities were included in the report demonstrating the implementation of the Mongolian government of the Palermo Protocol to the United Nations Office on Drugs and Crime and for the Universal Periodic Review of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) as the convention contains provisions on trafficking in persons.

Project's capacity to adhere to the original theory of change

In the absence of theory of change: they had the results matrix but not the theory of change, which is understandable and might be explained that the fact it is not an institutional requirement as per IOM project development guidelines. The theory of change lays out the levels of change hypothesized to take place over time and through intended logical pathways. This project did include a results matrix, but not a theory of change that established or articulated linkages between activities, outputs, outcomes and impacts, nor the assumptions underlying these linkages. Furthermore, the project did not establish a primary hypothesis of how these linkages worked. As a consequence, counter-trafficking project designs were commonly based on assumptions that were at best not supported by, and at worst contrary to, existing experiences and learning in the sector. For example, "Nieuwenhuys and Pecoud found that many awareness-raising programmes appeared to be based on the assumption that people 'leave' when "they do not know what awaits them; if they know, they will not leave" (2007: 11). Such an assumption implies several additional assumptions about migrants – for example, that they: (1) lack information about migration and therefore do not understand the risks involved; (2) base migration decisions on available information; and (3) "real" information about migration risks will deter it. There is, however, little evidence that any of these assumptions are correct, applicable or accurately reflective of migration opportunities, risks or decision-making processes⁶. In the case of the Mongolia's CT project: a set of activities consist of awareness-raising campaigns and are based on the assumptions that aspiring migrants' informed choice results in safe migration. Although, the baseline assessment report has found that among the individuals the most at risk of TiP «have little or no awareness or information on what constitutes sexual exploitation or human trafficking in their communities, despite recognizing domestic violence is a serious issue within Mongolian society», the hypothesis according to which information campaign result in behavioral change have not been verified.

The project had a results matrix that represented the project logic but did not have a TOC, as it is not an institutional requirement. The theory of change lays out the levels of change hypothesized to take place over time and through intended logical pathways. Furthermore, the project did not establish a primary hypothesis of how these linkages worked. As a consequence, counter-trafficking project designs were commonly based on assumptions that were at best not supported by, and at worst contrary to, existing experiences and learning in the sector. For example, "Nieuwenhuys and Pecoud found that many awareness-raising programmes appeared to be based on the assumption that people 'leave' when "they do not know what awaits them; if they know, they will not leave" (2007: 11). Such an assumption implies several additional assumptions about migrants – for example, that they: (1) lack information about migration and therefore do not understand the risks involved; (2) base migration decisions on available information; and (3) "real" information about migration risks will deter it. There is, however, little evidence that any of these assumptions are correct, applicable or accurately reflective of migration opportunities, risks or decision-making processes.⁷ In the case of the Mongolia's CT project: a set of activities consist of awareness-raising campaigns and are based on the assumptions that aspiring migrants' informed choice results in safe migration. In the context of this project, the information campaign was based on unverified assumptions. While the Baseline

⁶ Pivoting toward the Evidence: Building effective counter-trafficking responses using accumulated knowledge and a shared approach to monitoring, evaluation and learning Issue Paper Inter-agency Coordination Group against Trafficking in Persons (ICAT), 2016

⁷ Pivoting toward the Evidence: Building effective counter-trafficking responses using accumulated knowledge and a shared approach to monitoring, evaluation and learning Issue Paper Inter-agency Coordination Group against Trafficking in Persons (ICAT), 2016

assessment acknowledges the lack of awareness of the population at risk⁸, it does not prove that better information will lead to a change in behavior towards human trafficking.

Lastly, regarding the results matrix, one notes that the outputs under the first outcome are not about coordination between the Government and civil society but about raising awareness of the different parts of the Mongolian civil society. If one focuses on Outcomes 2 and 3, while all outputs could have led to the set outcomes, one notices that assumptions were not correctly identified. Indeed, to achieve outcomes, outputs should have been delivered in an enabling institutional environment, as we will explain later in the report. Lastly, the indicators fail to measure the objective as they do not describe changes at the structural level, such as the increase in the number of VoTs formally identified by the Mongolian government. Moreover, the current indicators reflect the perspective of rights-holders rather than that of the duty-bearer. As the project aims to improve Mongolia's capacity to combat TiP, the indicators should be defined from the government's standpoint. Lastly, it only covers the Prevention pillar of the counter-trafficking response, although the project's scope is more comprehensive, covering the Protection component.

Alignment with donor's priorities

The Ministry for Foreign Trade and Development Cooperation of the Netherlands was willing to support a comprehensive counter-trafficking project, underpinned by a whole-of-society approach and articulated around the Prevention, Protection and Partnerships pillars of the counter-trafficking response.

IOM Mongolia aligned its project with the aforementioned donor's priorities through a whole-of-society approach, which was materialized through, first, the Engagement of the private sector under Output 1.2 (Recruitment agencies and prospective migrants have the skills and knowledge to conduct due diligence and apply ethical recruitment and decent work principles, in line with IRIS' and other international labour standards).

The coordination and engagement with CSOs under Output 1.3 (Students in high school and tertiary education have knowledge and skills to effectively raise public awareness on TIP.) and Output 3.2 (Protection service providers are better equipped to identify and protect VoTs in line with international standards and best practices) with the reactivation of the Anti-Human Trafficking Network of NGOs also complied with the donor' priorities.

⁸ The baseline assessment report has found that among the individuals the most at risk of TiP «have little or no awareness or information on what constitutes sexual exploitation or human trafficking in their communities, despite recognizing domestic violence is a serious issue within Mongolian society» (p.13)

4.2 Effectiveness

- **Have the project outputs and outcomes been achieved in accordance with the stated plans?**
- **To what extent has the project adapted to changing external conditions in order to ensure project outcomes?**

Objective	Cumulative progress according to the final narrative report	Evaluators comments
<p>Strengthen the Government of Mongolia's capacity to prevent trafficking in persons and protect trafficking victims within Mongolia and abroad.</p> <ol style="list-style-type: none"> Indicator: Percentage increase of users of resources to adopt protective behaviors as promoted by IOM X and MigApp. Indicator: Percentage of men and women who report improved knowledge on the risk and where to seek help if fallen victim to human trafficking in Mongolia and abroad. <ol style="list-style-type: none"> Target: 75% Target: Positive shift in knowledge score of no less than 15%. 	<ol style="list-style-type: none"> Target: 75% Results: Overall KAP score: <ul style="list-style-type: none"> Achieved: 46.7% increase Target: Positive shift in knowledge score of no less than 15%. Results: <ul style="list-style-type: none"> Achieved: 82% 	<p>Note: As explained earlier, one can note the absence of SMART indicators. The indicators fail to measure the objective as they do not describe changes at the structural level, such as the increase in the number of VoTs formally identified by the Mongolian government. Moreover, the current indicators reflect the perspective of rights-holders rather than that of the duty-bearer. As the project aims to improve Mongolia's capacity to combat TiP, the indicators should be defined from the government's standpoint. Lastly, it only covers the Prevention pillar of the counter-trafficking response, although the project's scope is more comprehensive, covering the Protection component.</p>
Outcome 1	Cumulative progress according to the final narrative report	Evaluators comments
<p>Government and civil society coordinate effectively to identify victims of trafficking</p> <ol style="list-style-type: none"> Indicator: No. of members of the public report an improved understanding of the risks of human trafficking and steps to take if they suspect someone is being trafficked (disaggregated by sex). 	<p>Target for both indicators: Positive shift in attitude (A) of more than 5% and intended- practice score of more than 20% per (pre- and post-) impact knowledge, attitude and intended practice (KAP) assessment.</p> <ol style="list-style-type: none"> 	<p>Note: As previously indicated in the mid-term evaluation report, the indicators do not measure the outcome as per the intended result, which is improved coordination and action among stakeholders in the identification of VoTs. Therefore, the evaluation sought to</p> <p>Moreover, there are inconsistencies in the project's logframe as:</p>

<p>2. Indicator: Percentage of intended practice (disaggregated by sex).</p>	<p>Overall KAP score:</p> <ul style="list-style-type: none"> Achieved: 46.7% increase <p>2. Attitude:</p> <ul style="list-style-type: none"> Achieved: 16.5% <p>Compliance:</p> <ul style="list-style-type: none"> Achieved: 26% <p>(507 Female, 0 Male)</p>	<p>- Data reported in <i>numbers (cf: indicators)</i> is measured in <i>percentages (c.f.: results)</i>.</p> <p>However, numbers in the final narrative report and explanation on the KAP score and its evolution before and after the rollout of the Dream Umbrella campaign are well provided.</p> <p>Despite the above, the evaluator noted the following:</p> <p>The project contributed to improved understanding on the risks of human trafficking and steps to take in case of suspicion of trafficking.</p> <p>This is evidenced the Knowledge, Attitude and Practice (KAP) survey results:</p> <ul style="list-style-type: none"> - 16.5 per cent increase in attitude exceeding the (stated 5 per cent target) and, - 26 per cent increase in compliance exceeding the (stated 20 per cent target). Development of SOPs was mentioned by the interview participants as an important instrument in referring and assisting VoTs. It was also highlighted that it would help all respective actors to be on one page and use unified approach in handling TIP cases.
<p>Output 1.1.</p>	<p>Cumulative progress according to the final narrative report</p>	<p>Evaluators comments</p>
<p>Aspirant migrants have access to reliable information of safe and regular migration pathways.</p>	<p>1. Indicator: No. of PPDC workshop participants (disaggregated by sex)</p> <p>Target: 50</p> <p>Result:</p> <ul style="list-style-type: none"> Not achieved: 39 (29F, 10M) PPDC workshop conducted in 18-19 June 2020 <p>2. No. of productions</p> <p>Target: 5</p>	<p>Interview participants mentioned that the communication campaign “dream umbrella” were received as powerful by stakeholders and members of the community.</p> <p>The campaigns were perceived as a priority and need by stakeholders in the prevention of human trafficking in Mongolia. In addition, the government and partners were actively involved and provided support in developing all the messages, content, and the channels for the communication. This serves as evidence of good coordination in the implementation of</p>

	<p>Result:</p> <ul style="list-style-type: none"> • Achieved: 12 productions were produced (over-achieved) <p>3. Indicator: No. of people reached through social media</p> <p>Target: 20,000</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 32,600,000 (over-achieved) <p>4. Indicator: Percentage increase of VoTs or potential VoTs who contact support services listed in the information campaign (disaggregated by sex, age, type of exploitation)</p> <p>Target: 30% increase</p> <p>Result:</p> <ul style="list-style-type: none"> • Discrepancy: 56 <p>5. Indicator: Percentage of KAP post-survey participants had an overall knowledge increase of 75%</p> <p>Target: 75% increase</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 82% (over-achieved) 	<p>project activities. Following the informational campaigns, the prevention unit of the police developed a documentary movie on human trafficking in Mongolia. This was not within the scope of the project however in cooperation with the police, the project team deemed necessary in supporting the initiative which demonstrates the impact of the communication campaign among key stakeholders and government institutions.</p> <p>In addition, implementation of the information campaign has contributed towards improved knowledge, and informed decision among targeted groups.</p>
Output 1.2.	Cumulative progress according to the final narrative report	Evaluators comments
<p>Recruitment agencies and prospective migrants have the skills and knowledge to conduct due diligence and apply ethical recruitment and decent work principles, in line with IRIS' and other international labour standards.</p>	<p>1. Indicator: No. of migrants and potential migrants who accessed MigApp</p> <p>Target: 60,000</p> <p>Result:</p>	<p>Despite the ongoing restrictions due to the COVID-19 pandemic in Mongolia (lockdowns, border closure), significant progress has been achieved under this output.</p> <p>Following the launch of the MigApp mobile application, 43,120 migrants</p>

	<ul style="list-style-type: none"> • Not achieved: 51,914 migrants accessed MigApp, as evidenced by MigApp downloads. <p>2. Indicator: No. of ethical recruitment trainings conducted</p> <p>Target: 2 Result:</p> <ul style="list-style-type: none"> • Achieved : 2 trainings conducted <p>3. No. of recruitment agencies trained on ethical recruitments.</p> <p>Target: 20 Result:</p> <ul style="list-style-type: none"> • Achieved: 37 PRAs trained <p>4. No. of recruitment agency staff in total trained on ethical recruitment (disaggregated by sex).</p> <p>Target: 75 Result:</p> <ul style="list-style-type: none"> • Not achieved: 52 (17M; 35F) <p>5. Percentage of total trained recruitment agency staff that scores 70% on the post-training questionnaire on ethical recruitment (seggregated by age, sex and country).</p> <p>Target: 70% Result:</p> <ul style="list-style-type: none"> • Achieved: 100 % (30%M; 70%F) <p>6. No. of recruitment agencies who used self-assessment tool.</p>	<p>had access to tailored country specific information which includes pre-departure information, post-arrival guidance on different country aspects and information on COVID-19 specific measures and anti-human trafficking information. The project team admitted that 60,000 was a high target for a country with 3million population.</p> <p>Although further analysis of the mobile app usage is encouraged, the project team has made great strides to promote usage of the application through the enactment of MigApp posters and brochures, a MigApp promotional video and paid Facebook advertisements.</p> <p>The Council of Mongolians abroad, the most prominent diaspora association accounting more than 40,000 Facebook followers around the world committed in reposting all IOM MigApp Facebook content (including during the launch activities) and actively engaged with IOM to advertise content through their channels on the 28th of August 2021, with MigApp Facebook live streaming.</p>
--	--	---

	<p>Target: 20 Result:</p> <ul style="list-style-type: none"> Achieved: 26 PRAs 	
Output 1.3.	Cumulative progress according to the final narrative report	Evaluators comments
Students in high school and tertiary education have knowledge and skills to effectively raise public awareness on TIP.	<p>1. Indicator: No. of high school and university teachers attended awareness training (disaggregated per sex and school type).</p> <p>Target: 100 Result:</p> <ul style="list-style-type: none"> Not achieved: 96 high school teachers (25M; 71F) <p>2. Indicator: Percentage of teachers who attend training who report an increase in knowledge (disaggregated by sex).</p> <p>Target: 70% Result:</p> <ul style="list-style-type: none"> Achieved: 89.5% teachers reported knowledge increase (90%M; 89%F) <p>3. No. of CT School Forums conducted.</p> <p>Target: 10 Result:</p> <ul style="list-style-type: none"> Achieved: 89 human trafficking and debate techniques trainings <p>4. No. of participants at School Forums (disaggregated by sex)</p> <p>Target: 1000 Result:</p>	

	<ul style="list-style-type: none"> Achieved: 1,107 (350M: 757W) <p>5. No. of materials developed and disseminated.</p> <p>Target: 15,000 Result:</p> <ul style="list-style-type: none"> Achieved: 15,935 <p>6. No. of recruitment agencies who used self-assessment tool.</p> <p>Target: 20 Result:</p> <p>Achieved: 26 PRAs</p>	
--	--	--

Achievements of Output 1.1: Aspirant migrants have access to reliable information on safe and regular migration pathways

◇ **How the Dream Umbrella campaign led to Output 1.1**

The Dream Umbrella campaign has effectively allowed aspiring migrants to have access to reliable information on safe and regular migration pathways.

The success of the campaign was in its ability to reach the group identified as most at risk of trafficking, and beyond, in order to develop collective vigilance in Mongolian society. Several factors explain this performance.

Firstly, the foundation of the Dream Umbrella campaign rests upon a comprehensive and evidence-based approach that meticulously identified its target population and areas of focus. A consultative workshop, conducted in collaboration with key Mongolian counter-trafficking stakeholders, convened in 18-19 June 2020 (Activity 1.1.1), firmly established the campaign's parameters. With a prioritisation to address the vulnerabilities of young Mongolian women aged 18 to 27, who were at risk of falling prey to human trafficking for sexual exploitation, the campaign's main outreach initiative was defined. Additionally, parents of girls and young women across Mongolia, particularly in Ulaanbaatar and Darkhan Uul, were identified as the secondary audience, further amplifying the campaign's reach and impact.

To gauge the existing levels of awareness within the target population, a pre-Knowledge, Attitude, and Practices (KAP) survey was meticulously executed by the project team. This survey not only provided critical insights into the target audience's understanding but also validated initial assumptions regarding their awareness of specific facets of trafficking in persons. These assumptions were substantiated through the Baseline Assessment report which revealed that young women and men aged 18 to 30, particularly those engaged in seasonal jobs, irregular income, or migration, exhibited limited awareness or information about sexual exploitation and human trafficking within their communities.

“Women and men aged 18-30 years (internal trafficking data from the National Police Agency (NPA) reveals women aged 14 years and above are also at high risk, but were not included in this study due to data collection limitations), who are students with part-time seasonal jobs, with irregular income or who are looking for an occupation having migrated to another location where they are not registered. Most have little or no awareness or information on what constitutes sexual exploitation or human trafficking in their communities. (pages 12 and 13)”

Crucially, the campaign's evidence-based approach was further fortified by the Baseline survey that engaged 500 individuals from the target audience in Ulaanbaatar and Darkhan cities. This survey meticulously assessed the Knowledge, Attitude, and Practices among girls and women aged 18 to 27, furnishing invaluable insights that directly informed the creative content development undertaken by the campaign's creative company.

Secondly, the Dream Umbrella project was underpinned with a clear purposeful approach, underscored by its clear identification of the specific behavioral changes and reinforcements sought within the target group. At its core, the campaign's objective was to foster a comprehensive understanding among women in Mongolia, with a special focus on Ulaanbaatar and Darkhan Uul, and their parents, about the critical issues of Trafficking in Persons (TiP) and sexual exploitation. The campaign's broader aim was to empower them with the knowledge to recognize the telltale signs of exploitation and equip them with the means to access assistance.

Integral to the campaign's purposeful nature was its strategic monitoring framework, encompassing Knowledge, Attitude, and Practice (KAP) surveys conducted at various stages of the Dream Umbrella initiative. These surveys emerged as a pivotal tool in maintaining a results-oriented trajectory. By consistently gauging the evolving awareness, attitudes, and actions of the target audience, the project team ensured that the campaign remained firmly aligned with its purpose.

Thirdly, incorporating a participatory approach into counter-trafficking programs and communication efforts has emerged as a cornerstone of effectiveness, as highlighted by recent findings. This approach capitalizes on the involvement of a diverse array of stakeholders, yielding enhanced outcomes. As underscored in the "Lessons learnt: reflections on our inaugural portfolio, Global Fund to end modern slavery" report (2022, page 13), the efficacy of an early warning model is exemplified through its integration into existing structures and engagement of trusted local partners who possess a deep understanding of the local context.

In line with this participatory ethos, the Dream Umbrella campaign exemplifies a comprehensive and inclusive initiative that embodies a whole-of-society approach. The participatory planning workshop, far from being solely methodologically driven, strategically harnessed the involvement of a broad spectrum of stakeholders at an early juncture. This approach fostered a palpable sense of ownership over the campaign's objectives and outcomes.

A noteworthy instance of significant stakeholder participation materialized during the testing of campaign content. Two focus group discussions (FGDs) convened with members of the primary target audience in Ulaanbaatar and Darkhan Uul on February 19-20, 2021. These FGDs served as a robust example of active engagement of the target group itself, evaluating the campaign's effectiveness against five distinct criteria: comprehension, appeal, acceptability, relevance, and persuasion. Importantly, the target audience's feedback informed key decisions, including the refinement of campaign slogans. In response to their recommendation to eliminate confusion, the slogan "Let's protect our dream and own our destiny" was removed, leaving behind the concise and impactful message, "Let's be aware of, discuss about and prevent from TIP". This participatory cycle exemplifies

the campaign's commitment to harnessing collective wisdom and insight, reinforcing its effectiveness and relevance in addressing human trafficking concerns.

Fourthly, The Dream Umbrella campaign exemplifies a successful "whole-of-society" endeavour, strategically engaging a diverse range of stakeholders while maintaining its core focus on the target group. Beyond its primary demographic, the campaign mobilized personalities, journalists, and private sector partners to broaden its reach. This inclusive approach was reinforced by a multi-channel communication strategy, utilizing mediums such as street murals, social media, and traditional television platforms to maximize message visibility.

The campaign's effectiveness in orchestrating such collaborative efforts was so notable that it became a subject of a Communication for Development (C4D) workshop initiated by authorities. This workshop highlighted the power of collective coordination and demonstrated how Dream Umbrella successfully garnered the support of various stakeholders, including authorities.

Lastly, the Dream Umbrella campaign maintained a positive outlook instead of a negative one. Beyond discouraging risky migration, the campaign went a step further by illuminating viable and secure alternatives. Central to its success was the crafting of a positive and empowering narrative, serving as a beacon of encouragement for women. The campaign's message resonated with the idea of safeguarding one's aspirations, urging women to equip themselves with knowledge about TiP and the indicators of sexual exploitation. By fostering awareness and providing concrete strategies, the campaign not only dissuaded dangerous paths but also championed informed choices, ultimately steering women towards their dreams in a secure and promising manner.

All of these factors of success were underpinned by using the C4D people-centred concept. It is about using communication tools and activities to support social and behaviour change in a meaningful and sustained way. C4D follows a participatory process that is used to understand people's knowledge, attitudes and practices around a certain issue to be able to work with them to develop empowering messages and tools. The ultimate goal of C4D is to achieve positive social and behaviour change, unlike other forms of organizational communication, which create communication materials to promote what an organization is doing or has achieved.

This campaign was inspired by IOM's best practices, namely IOM X which is an innovative campaign to encourage safe migration and public action to stop exploitation and human trafficking. The campaign leverages the power and popularity of media and technology to inspire young people and their communities to act against human trafficking. IOM X moves beyond raising awareness to effecting behaviour change by applying a Communication for Development (C4D), evidenced-based and participatory framework to tailor messaging for its activities. In that regards, Dream Umbrella is a positive illustration of how IOM, as an organization, is able to leverage its good practices.

In addition to creating the conditions necessary for messages to reach the target group and beyond, the project team planned and implemented relevant methods for measuring the effect of the campaign through the KAP survey. In doing so, it aligned with best practices and avoided pitfalls commonly identified in studies, which found that *"Most of the evaluations identified did not meet minimum standards for robust evidence on programme effects. The large majority of evaluations were based on cross-sectional surveys of small numbers of participants (N) sampled at convenience, limiting the generalizability of the results. Only a few large-N studies employed a control-group design or*

involved pre- and post-measurements."⁹. The KAP survey did not present these gaps, on the contrary, it complied with the following evaluation quality criteria:

1. The utilization of pre- and post-measurements stands as a crucial methodology in assessing the efficacy of awareness campaigns, ensuring that the impact on participants can be accurately gauged. In the context of the Dream Umbrella campaign, this approach was meticulously employed by the project team. Commencing with a baseline assessment, the team comprehensively measured key Knowledge, Attitudes, and Practices (KAP) dimensions, offering insight into the initial awareness and risk avoidance aptitude of the target audience regarding human trafficking for sexual exploitation. As the first phase of the 'Dream Umbrella' awareness campaign unfolded, the project executed a second KAP survey to gauge its immediate impact. Following this, during the second phase of the Dream Umbrella initiative, the project carried out a final end-line survey. This comprehensive approach enabled the project team to observe the evolution of the KAP Index of the target demographic across the three distinct surveys. By consistently engaging the same participants through pre- and post-measurements, the project successfully ascertained the tangible influence and effectiveness of the campaign on the treated group, a methodology pivotal in assessing the campaign's efficacy in enhancing awareness and driving change within the target audience.
2. The significance of a substantial sample size (N) in research cannot be overstated, as it underpins the generalizability and credibility of the evidence gleaned from campaigns or programs. Within the framework of the Dream Umbrella campaign, the project team recognized the pivotal role of sample size in ensuring robust outcomes. Employing a consistent approach, the survey was administered to a cohort of 500 individuals from the target group on each occasion. This deliberate strategy not only bolstered the reliability of the findings but also elevated the probability of attaining representative results. The adherence to this practice reinforced the campaign's capacity to draw credible insights and conclusions that resonate beyond the immediate sample, reinforcing the credibility of the campaign's effects and contributing to the wider understanding of its impact.

As a result, **the KAP Index increased of 46.7 per cent (Outcome 1, indicator 1)**, from the baseline of 37 points to a final 55 points, **which indicates that the campaign has achieved strong impact, especially in Darkhan where the increase was of 93.3 per cent (from 30 to 58).**

The conduct of KAP surveys was important as better evidence can show how information campaigns can be designed to best achieve their intended effects. On the contrary, lack of evidence limits the impact of future campaigns. While rigorous assessment of campaign impact can be difficult and costly, better evidence is clearly needed - and found to be welcome and appreciated in the context of this counter-trafficking project - wherever feasible and appropriate.

⁹ J. Tjaden, S. Morgenstern and F. Laczko, 2018, Evaluating the impact of information campaigns in the field of migration: A systematic review of the evidence and practical guidance", Central Mediterranean Route Thematic Report Series. (IOM Geneva, 2019)

Achievement of Output 1.2 Recruitment agencies and prospective migrants have the skills and knowledge to conduct due diligence and apply ethical recruitment and decent work principles, in line with IRIS' and other international labour standards

◇ **How the adaptation and roll-out of MigApp led to Output 1.2**

Interestingly, the customization and release of MigApp for Mongolian migrants led to another but more appropriate output: Output 1.1: Aspirant migrants have access to reliable information of safe and regular migration pathways. Conducting due diligence and applying ethical recruitment are the responsibility of businesses, not prospective migrants.

In this context, we can reasonably conclude that the project team has made every effort to make the information accessible. The updated application has been strategically developed and released:

- Tailored to the main trafficking routes from Mongolia: The Mongolian customization of MigAPP includes information tailored on seven destination countries (Russian Federation, People's Republic of China, Republic of Korea, Turkey, Switzerland, the Netherlands and Norway).
- Combined several online and offline advertising initiatives to adapt to the various means of communication preferred by the target audience, and thus extend the reach of the action.
- A sensible choice of location for MigApp dissemination, in that any aspiring migrant will most likely pass through these platforms or venues to prepare or proceed with his or her departure: such as the government's portal **E-Mongolia**, the national unified digital platform for state services in the country, the new Chinggis Khaan International Airport in Ulaanbaatar.

As a result, the number of downloads was slightly below the set target. Without evaluations such as a KAP survey, satisfaction survey or feedback and complaint mechanisms, it is difficult to identify areas for improvement in the application content and format and its dissemination method. Similarly, it is even more difficult to know the impact of the application on 1) the adoption of protective behaviors by users in the face of exploitation risks 2) the reduction of TiP in favor of an increase in the adoption of safe migration pathways.

◇ **How training of private recruitment agencies led to Output 1.2**

Training to PRAs led to the achievement of *Output 1.2 Recruitment agencies have the skills and knowledge to conduct due diligence and apply ethical recruitment and decent work principles, in line with IRIS' and other international labour standards*. This result was not a given, considering the audience's exclusive reliance on the Memorandum of Understanding and the Memorandum of Cooperation on the Exchange of Specified Skilled Workers signed between the Mongolian and Japanese Government. This meant a long-standing practice of charging recruitment fees to migrant workers permitted by the imprecision of the MoU's provisions, combined with a low but understandable exposure to the Labour Migration Law that recently came into force (July 1, 2022). The fact that the total increase in knowledge after training was 72.35% suggests an initial low level of knowledge on ethical recruitment. It was further concurred by the Mongolian PRAs' average score of **65% (out of 100%)** at IRIS SAFER self-assessment tool which states a potentially low level of compliance.

The participants effectively gained the required knowledge thanks to the content of the training which explained the applicable terminology and risks faced by migrant workers along the labour migration process. PRAs effectively gained skills by:

- Advertising, providing information to and monitoring the well-being of workers through their services during a recruitment process mapping exercise.
- Discussing the possibility to follow and apply the standard within their local context and against the current Mongolian legal environment.
- Receiving an explanation of what management systems look like in practice and how they can be enhanced to include ethical recruitment norms.
- Testing the Mongolian demo version of IRIS-SAFER in order to conduct a preliminary review of their recruitment practices.

It should be noted that participants were mainly trained in the first stage of due diligence, i.e. identification and assessment of the risks to migrant workers during all labour migration stages, Nevertheless, given the participants' initial level of knowledge and the time available (two days), the focus on skills development on risks identification and assessment appears reasonable and realistic.

As a result of the training, **100 per cent of the participants** reported at least 72.35 per cent of knowledge increase, with an average increase of 85 per cent.

Achievement of Output 1.3: Students in high school and tertiary education have knowledge and skills to effectively raise public awareness on TIP

◇ **How the Human Trafficking Debate Project led to Output 1.3**

The Human Trafficking Debate Project effectively provided knowledge and skills to students in high school and tertiary education to effectively raise public awareness on TIP.

In terms of knowledge, the awareness-raising training, the training provided for teachers, combined with the plethora of materials distributed to students and teachers (15,935 awareness raising materials were developed and disseminated offline and online), provided students with a wealth of knowledge. A consensus emerged from KIIs with teachers that preparing for the debates required a great deal of research on the part of the pupils, for whom the Baseline study seemed to be a reference document.

In addition, the training on human trafficking, coupled with the Debate Club format, helped develop skills conducive to awareness-raising, namely:

- Persuasive communication: students learnt how to present their ideas convincingly, using logic, evidence, and rhetoric to sway their audience.
- Organization and structure: this taught pupils how to organize their thoughts and present information on trafficking in persons in a clear and coherent manner.
- Rhetorical skills: children learnt how to use rhetorical devices, to make their arguments around trafficking in persons more compelling and memorable.

Choosing the debate club format was not only a way of having a powerful platform for raising awareness and sparking discussion about human trafficking, but also a strategic approach to actively involving the educational community, who saw this as a great pedagogical opportunity to develop the skills mentioned above. This pedagogical interest was frequently raised by the teachers, during the KIIs.

Raising awareness among the general public was made possible not only by the knowledge and skills acquired by the students and teaching staff, but also by the magnitude of the activity which was able to mobilize:

- 96 high school teachers
- 1,107 high school students
- 50 clubs established under this project

Achievement of Outcome 1: Government and civil society coordinate effectively to identify victims of trafficking

◇ **How Output 1.1: Aspirant migrants have access to reliable information of safe and regular migration pathways led to Outcome 1**

The information made available to aspiring migrants through the "Dream Umbrella" campaign was a one-off coordination exercise between government and civil society, mainly in the field of prevention rather than identification. Those prevention efforts were admittedly linked to self-identification schemes (e.g.: through the chatbot) but one cannot conclude that Output 1.1. led or consisted of a full-fledged victim identification system based on close and consistent coordination between government and civil society (Outcome 1).

◇ **How Output 1.2: Recruitment agencies and prospective migrants have the skills and knowledge to conduct due diligence and apply ethical recruitment and decent work principles, in line with IRIS' and other international labour standard led to Outcome 1**

Output 1.2. did not lead to Outcome 1 but is a first step that lays the foundations for it. The training certainly brought together part of civil society, namely the private sector, and the government (the Mongolian Ministry of Labour and Social Protection). However, gaining knowledge and skills in ethical recruitment does not mean that participants know how to identify cases of victims of human trafficking to subsequently refer them to the authorities. As a matter of fact, law enforcement authorities did not participate in the training with the aim of improving collaboration with the private sector or the purpose of VoTs identification. The training made participants aware of their role in the fight against human trafficking, and in particular in its prevention: one respondent of the PRA survey confirmed that the key takeaway from the training was the realization that prevention of human trafficking was possible, but it did not focus on the practical steps to take, in coordination with the government, for the identification of TiP cases.

◇ **How Output 1.3 Students in high school and tertiary education have knowledge and skills to effectively raise public awareness on TIP led to Outcome 1**

The human trafficking debate project focused more on raising awareness than on identifying victims of trafficking in coordination with government authorities. The debate club activity is undoubtedly the right format to raise public debate around trafficking, but not necessarily to teach children how to concretely recognize the signs of human trafficking, or to explain what the avenues of reporting are for and what they consist of. Teachers confirmed during the KIIs that the activities had not been aimed at teaching pupils how to adopt protective behavior in the event of (a risk of) trafficking in persons.

Output 1.3 leading to the Outcome 1 might have consisted in the development of a community watch or early warning system informing people (including students and teachers) seeking help about who to contact in case of a suspected instance of trafficking.

Contribution to the project’s objectives

The extent to which Dream Umbrella Campaign has resulted in a change in action or behaviour (see KAP study) does not measure the extent to which this change impacts on trafficking in persons. However, it may be used as a proxy indicator if the link between the action and the reduction in trafficking is sufficiently robust (e.g. based on verified assumptions).

The Dream Umbrella campaign and the Human Trafficking Debate Project mobilized the Mongolian population on such a scale that they significantly brought to the attention of many Mongolians the existence of human trafficking in their country. This awareness raising initiatives is an illustration of how the project has reinforced the capacity of the government to address human trafficking. Both initiatives have contributed to prevention and victim protection:

- Prevention: By educating the public about the tactics used by traffickers and the vulnerable populations they target, awareness campaigns can help individuals avoid falling victim to trafficking schemes.
- Victim Protection: Raising awareness about human trafficking helps identify potential victims and provide them with the necessary support and protection. Many victims are often trapped in situations where they can't seek help due to fear, isolation, or threats from traffickers. Awareness can empower individuals to recognize signs of trafficking and report suspicious activities to authorities, helping victims escape from the perpetrators (see the chatbot statistics).

Incorporating the private sector into the fight against human trafficking by equipping them with knowledge and skills on ethical recruitment and due diligence contributes to strengthening policy response. It is not only strategic but also necessary for effectively addressing the complex and pervasive nature of the issue. Collaboration between the private sector, government agencies, law enforcement, and NGOs can create a more comprehensive and coordinated response to trafficking. The private sector plays a crucial role in raising awareness about trafficking among employees in PRAS. Training programs helped PRAs employees recognize the signs of trafficking and understand their responsibilities in reporting suspicious activities. PRAs have a responsibility to ensure that their supply chains are free from trafficking and other labour abuses. By addressing these issues, PRAs can prevent unintentional complicity in trafficking-related practices.

Outcome 2	Cumulative progress according to the final narrative report	Evaluators comments
GoM consistently identifies and protects victims in a manner that is consistent with international standards and best practices.	<p>1. Indicator:</p> <p>Target: 1</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 3 policies 	IOM worked very closely with its implementing partner during the development of the baseline assessment and, by relying on the IOM project staff supported by thematic specialists, ensured the delivery of a final report at the highest quality

<p>1. Indicator: No. of policies designed in line with recommendations from baseline research study.</p> <p>2. Indicator: Reported increase in identifying and referring victims by law enforcement.</p>	<p>2. Indicator:</p> <p>Target: 10% increase</p> <p>Result:</p> <ul style="list-style-type: none"> • Not achieved: -247% cumulative decrease of the VoTs identified by police 2020-2023 	<p>The evaluator notes that baseline data is required to assess reported increase/decrease in the number of VoTs identified and referred by law enforcement.</p>
<p>Output 2.1</p>	<p>Cumulative progress according to the final narrative report</p>	<p>Evaluators comments</p>
<p>Baseline assessment on vulnerability to human trafficking in Mongolia is available to the GoM and relevant stakeholders.</p> <p>Indicator: Existence of a baseline study.</p> <p>Indicator: No. of stakeholders who attend consultative meetings</p> <p>Indicator: % of participants who report they would take into consideration the recommendations from research study.</p> <p>Indicator: No. of hard copy baseline research studies disseminated.</p>	<p>1. Indicator:</p> <p>Target: 1 document review</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: baseline study available <p>2. Indicator:</p> <p>Target: 80</p> <p>Result:</p> <ul style="list-style-type: none"> • Not achieved: 28 (15F, 13M) <p>3. Indicator:</p> <p>Target: 75%</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 100% <p>4. Indicator:</p> <p>Target: 300</p> <p>Result:</p> <ul style="list-style-type: none"> • Not achieved: 232 	<p>Based on the interim quarterly report, the number of stakeholders who attend consultative meetings was restricted due to COVID-19 related restrictions. The government recommended inviting only key-countertrafficking stakeholders.</p> <p>The composition of the audience: sixteen members of the Sub-Council, five members of the MDTF, one representative from The Asia Foundation, one representative from World Vision, two academia, two representatives from the private sector, and one IOM staff demonstrates that quality of the validation was not neglected. Participants involved the main stakeholders tasked with crucial counter trafficking roles and responsibilities in Mongolia.</p> <p>As for the last indicator: It is worth noting that e-copies were also distributed to all Members of the Sub-Council on Counter-Trafficking as well as to 1,000 students who attended the Human Trafficking Debate Project.</p>
<p>Output 2.2</p>	<p>Cumulative progress according to the final narrative report</p>	<p>Evaluators comments</p>
<p>Relevant government stakeholders have skills and knowledge to identify,</p>	<p>1. Indicator:</p>	

<p>protect and refer victims to appropriate service providers.</p> <ol style="list-style-type: none"> 1. Indicator: No. of Mongolian officials from relevant agencies trained on victim identification, protection and referral. (disaggregated per sex and training). 2. Indicator: % of trained Mongolian Officials who report an increase in understanding on victim identification, protection and referral (disaggregated per sex and training). 3. No. of Chinese Officials policing international airports trained on victim identification, protection and referral (disaggregated per sex and training). 4. Percentage of trained Chinese Officials who report an increase in understanding on victim identification, protection and referral (disaggregated per sex and training). 5. Existence of a training course. 6. No. of consular officials who access the e-training module. 7. Percentage of consular officials who accessed e-training module and who report it has had a positive impact on their work. 	<p>Target: 180</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 263 (211M, 52F) <ol style="list-style-type: none"> 2. Indicator: <p>Target: 60%</p> <p>Result:</p> <p>Achieved: 90% (76%M, 43%F)</p> <ol style="list-style-type: none"> 3. Indicator: <p>Target: 180</p> <p>Result:</p> <ul style="list-style-type: none"> • Not achieved: 149 (54M; 95F) <ol style="list-style-type: none"> 4. Indicator: <p>Target: 60%</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 100% (38%M; 62%F) <ol style="list-style-type: none"> 5. Indicator: <p>Target: 1</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 1 <ol style="list-style-type: none"> 6. Indicator: <p>Target: 80</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 66 (41M; 25F) <ol style="list-style-type: none"> 7. Indicator: <p>Target: 60%</p> <p>Result:</p> <ul style="list-style-type: none"> • Achieved: 100% 	
---	---	--

[Achievement of Output 2.1 Baseline assessment on vulnerability to human trafficking in Mongolia is available to the GoM and relevant stakeholders.](#)

◇ **How research activities led to Output 2.1**

As indicated in the table above, the lower-than-expected number of participants and the number of hard copies distributed did not in any way affect the effective access of key stakeholders to the fundamental knowledge produced in this Baseline Assessment. Through the launch at the Sub-Council Meeting on Counter-Trafficking, most prominent and influential stakeholders (members of the Sub-Council on Counter-Trafficking, the NGO Anti-human Trafficking Network and of Multi-Disciplinary Task Force) were provided with a high-quality report, based on a rigorous methodology. The IOM determinants of migrant vulnerability model was used to provide a comprehensive understanding of vulnerability to trafficking in persons, from the individual to the structural level. Similarly, data was collected in the areas most affected by human trafficking, enabling the report to be both coherent and focused. It should be noted that access to the report findings was facilitated by its translation into Mongolian.

One of the respondents to the survey sent to the members of the Counter-Trafficking NGOs Network stated the following:

“The baseline study of vulnerability has become a very useful source for researchers, anti-TIP organizations and experts in this field.”

As such, given the quality of the report and its dissemination method, one can conclude that *Output 2.1 Baseline assessment on vulnerability to human trafficking in Mongolia is available to the GoM and relevant stakeholders* has been successfully achieved.

[Achievement of Output 2.2 Relevant government stakeholders have skills and knowledge to identify, protect and refer victims to appropriate service providers](#)

Except for the training to Chinese Officials impacted by the pandemic restrictive measures, the number of participants and the increase in knowledge achieved suggests that the training provided has given government stakeholders all the knowledge and skills required to identify, protect and refer victims of trafficking (Output 2.2). The high level of satisfaction and relevance of this training is concurred by the results of the surveys conducted for the purpose of this final evaluation. All respondents answered that the training met their needs and requirements. One recommendation made during the surveys carried out as part of this final evaluation was to conduct training in Mandarin for Chinese officials.

Despite these positive results, training has presumably not been translated into concrete action, as evidenced by the drop in the number of trafficking victims identified by the authorities (from 65 in 2019 to 28 in 2022 and 18 victims identified in 2023). The Inter-Agency Coordination Group against Trafficking in Persons underlines that “common, often unarticulated, assumptions that appear to inform many counter-TIP programmes include: Knowledge and skills learned in training workshops will directly translate into effective practical action in response to TIP.” For this particular training, barriers existed to implementation of learning and include operational priorities shifted towards the COVID-19 response that do not include TIP and gaps in procedures for intra-agency and inter-agency cooperation.

On the pandemic, as explained in the final narrative report, “lockdowns, border closures, mobility restrictions, and the diversion of police efforts towards virus containment measures potentially contributed to the decline in the overall number of identified trafficking victims.” Such a trend was observed globally¹⁰.

Similarly, project documents do not indicate whether and how the training fit within any pre-existing training/capacity-building strategy and/or action plans in the units concerned. Integrating training into a broader framework, such as an action plan, can optimize the chances of applying newly acquired knowledge and skills by providing steps to follow after the training. Surveys of participants demonstrate that no changes occurred after the training to incorporate newly acquired knowledge and skills in their daily workflow or process. Respondents from Mongolian and Chinese law enforcement authorities raised the lack of structure and technology, the lack of tools and technical skills and equipment as well as issues with laws and policies as barriers in using the knowledge and skills gained from the training in their daily work. One of the KIIs revealed that some government entities participating in the training have a monitoring and evaluation unit. Unfortunately, the evaluator did not have the time and opportunity to verify whether these M&E units intend to assess retention of changes in knowledge, attitudes and skills and intended actions, as well as changes in actions and behaviors, as a result of IOM training.

The choice to facilitate the training of trainers is sound and promising, however the question remains whether there is a mentoring program to help trainees put their skills into practice and maintain the new practices over time. It is therefore recommended to analyze and create the preconditions for the beneficiary trainees to implement skills learned in formal training programmes¹¹.

Even when backed up by a strategy, an action plan or simply a follow up plan, training on victim identification and protection is likely to have limited impact in the absence of standardized procedures for intra-agency and inter-agency cooperation such as national referral mechanisms or transnational referral mechanisms.

Achievement of Outcome 2: GoM consistently identifies and protects victims in a manner that is consistent with international standards and best practices

As to whether the availability of the *Baseline assessment* has contributed to the consistent identification and assistance of victims, the evidence is more equivocal. Three of the report's recommendations have inspired the development of public policies. That said, without proof of effective enforcement of these new measures, it is difficult to conclude that victims are better identified and protected. For instance, regarding Policy development n.2 pertained to recommendation 2.1, that grants inspectors unrestricted access to entities and workplaces without prior notice, 2023 JTIP report indicated that the government did not report implementing it in 2022. Nevertheless, it may be too early to draw any hasty conclusions, given the law's recent entry into force (effective 1 January 2022). Overall, this report, which takes stock of human trafficking in Mongolia, with supporting recommendations, has helped and may continue to help guide the government in determining how, where and whom to identify and assist in the fight against human trafficking.

10 COVID-19 Analytical Snapshot #59: Human trafficking UPDATE, IOM, 2020.

https://www.iom.int/sites/g/files/tmzbdl486/files/documents/covid-19_analytical_snapshot_59_human_trafficking_update.pdf

11 A Toolkit for guidance in designing and evaluating counter-trafficking programmes, Harnessing accumulated knowledge to respond to trafficking in persons, ICAT, United Nations, 2016, page 6.

Challenges were encountered in translating knowledge and skills acquired during training into consistent victim identification and protection by LEA due to the absence of clear standardized processes and post-training action plans.

Contribution to the project’s objectives

Outcome 2 *GoM consistently identifies and protects victims in a manner that is consistent with international standards and best practices* has contributed to the Objective by further creating an enabling environment through data and research to capacity-building and advocacy.

As the Baseline study findings and associated recommendations have fed into policy developments, the project has helped to create the enabling environment necessary to address the vulnerability of victims of trafficking and for the enjoyment of their rights. The revision of the **Legal Assistance Law (1 July 2022)** to develop procedures for providing free legal assistance to victims of human trafficking is a legislative development which shows that the project has contributed to strengthening government's capacity to better protect victims of human trafficking, which includes the provision of legal assistance to victims of trafficking.

In the context of trafficking, understanding locations where trafficking occurs and specific populations most at risk of becoming victims of trafficking supports creating targeted responses and ultimately prevents people from becoming victims, providing them with an enabling environment for the enjoyment of those rights, enabling environment necessary for addressing migrant vulnerability – namely the policy, legal, regulatory and institutional environments – Creating an enabling environment Improving policy, legal and regulatory frameworks as well as efforts that can be undertaken to improve this environment, with a focus on capacity-building, advocacy, and data and research. The policy and issues that, taken together, address migrant vulnerability and enhance resilience are then discussed, including the development of procedures for providing free legal assistance to trafficking victims. In response, Mongolia revised its **Legal Assistance Law (1 July 2022)**, supporting the Mongolian government to meet its obligations under the Palermo Protocol, which includes providing legal assistance to victims of trafficking to ensure effective access to justice.

The project has undeniably helped the State to meet its obligation to identify victims of trafficking, one of the practical measures of which is to train authorities in accurate identification. Stakeholders interviewed during the key informants interviews consistently praised the training for meeting a crucial need, highlighting its ability to target the right frontline officers in regions affected by TiP that tend to be remote, thus forgotten. The extension of the training program, at the request of CCCP, is further proof of the quality and relevance of the training. However, to achieve the objective set by the project, the training should have been carried out with the support of pre-existing clear and standardized identification guidelines and procedures.

Outcome 3	Cumulative progress according to the final narrative report	Evaluators comments
VoTs who return home are economically self-sufficient, psychosocially well, and socially integrated into their communities.	<p>1. Indicator:</p> <p>Target: 20</p> <p>Result:</p>	No victims were referred to IOM for reintegration assistance

<p>1. Indicator: No. of VoTs who have reported their socio-economic well-being has improved as a result of the targeted training and support from service providers.</p>	<ul style="list-style-type: none"> • Not achieved: No victims were referred to IOM for reintegration assistance 	
Output 3.1	Cumulative progress according to the final narrative report	Evaluators comments
<p>Identified VOTs have access to direct assistance and reintegration support tailored to their needs.</p> <p>1. Indicator: No. of VoT who attend training and report its positive impact 3 months after the training.</p> <p>2. Indicator: No. of VoTs assisted by service providing organizations.</p>	<p>1. Indicator: Target: 20 Result:</p> <ul style="list-style-type: none"> • Not achieved: 0 <p>2. Indicator: Target: 20 Result:</p> <ul style="list-style-type: none"> • Not achieved: 4 	<p>The three beneficiaries assisted in Y1 did not attend life-skills trainings while in Mongolia, but received shelter, psychological, medical, interpretation and legal assistance.</p>
Output 3.2	Cumulative progress according to the final narrative report	Evaluators comments
<p>Protection service providers are better equipped to identify and protect VoTs in line with international standards and best practices.</p> <p>1. Indicator: Percentage of trained One Stop Service Centre workers who report an increase in knowledge in victim identification, protection and referral (disaggregated by sex and location).</p> <p>2. Indicator: No. of action points discussed with partners and inter-agency plans developed to improve assistance to VoTs.</p>	<p>1. Indicator: Target: 65% Result:</p> <ul style="list-style-type: none"> • Achieved: 96% <p>2. Indicator: Target: 2 Result:</p> <ul style="list-style-type: none"> • Achieved: 3 	

Achievement of Output 3.1 Identified VoTs have access to direct assistance and reintegration support tailored to their needs and Output 3.2 Protection service providers are better equipped to identify and protect VoTs in line with international standards and best practices

Case study

The assistance of a 17-year-old female victim of sex trafficking with Mongolian nationality provides a perfect case study where outputs have been simultaneously achieved. It is a concrete example of how IOM provided direct assistance (food, clothes, sanitary items, and cash assistance) for the survivor to enjoy improved access to basic rights and essential services (Output 3.1).

In fact, the staff at the Temporary Protection Shelter successfully identified the 17-year-old victim after the second training intended for service providers. The knowledge and skills acquired during this training were put to effective use, with the guidance of the 'Joint Pilot Guidelines on the Protection and Assistance of Victims of Trafficking for Temporary Shelter Personnel'. They conducted needs and risk assessments and formulated a reintegration plan before referring the case to IOM for direct assistance and reintegration support. Due to the imminent project closure, IOM was unable to provide reintegration assistance. However, thanks to the NGO Network on Trafficking whose aim is to coordinate and exchange information, resources have been identified and allocated to fill this gap and ensure the victim's rehabilitation (Output 3.2).

Achievement of Outcome 3: VoTs who return home are economically self-sufficient, psychosocially well, and socially integrated into their communities.

To measure and achieve outcome 3, the project set the objective to reach 20 VoTs reporting improvement of their socio-economic well-being as a result of the targeted training and support from service providers. During the project, IOM was unable to provide reintegration assistance to victims of trafficking and did not achieve the desired project outcome. Several factors can be put forward to explain this under-performance.

The final narrative report explains that members of the NGO Network on Trafficking did not avail themselves of this support, as they had already secured adequate funding from other projects. Furthermore, IOM speculates that the temporary decrease in direct and reintegration assistance to victims during the project period, as discussed under outcome 2, might have been influenced by the reduced number of identified victims resulting from the pandemic.

The document review and the KIIs have shown that probably the greatest obstacle to the performance of this component of the project lies in the institutional, legal and regulatory frameworks governing the identification and protection of VoTs. Participants of the service providers training raised challenges related to undesiring the conflicting legal definitions in various articles of the Criminal Code. During the interviews, the 2012 law on combating human trafficking was described as underdeveloped and vague, even though work is ongoing. Trainers reported being approached by service provider training participants for advice on a case-by-case basis, which they said confirms the lack of a clear protocol. This is further highlighted by JTIP's 2023 report, which states that "Civil society contacts expressed concern Mongolia's complex referral system", "NGOs indicated victim identification and referral procedures were vague, not sufficiently systematic, and often depended largely on the awareness and initiative of individual officers" and based on the issued

recommendations, SOPs for victim identification and referral to protective services exist but are not fully implemented.

Contribution to the project's objectives

As Outcome 3 was hardly achieved, it is difficult to assess the extent to which it contributed to the project's objective. The final narrative report states "Under the third project outcome, despite the inability to provide reintegration assistance to trafficking victims during the project, the collaboration between IOM and state service providers has laid a strong foundation for future support.". However, as explained elsewhere in the report, it is difficult to contribute to the strengthening of the Government of Mongolia's capacity in combatting TiP in the absence of an enabling institutional environment. In this context, it is difficult to train actors in the effective identification and prosecution of victims without clear processes in place. Perhaps the project should have prioritized efforts on the implementation of existing SOPs and on technical and policy assistance to clarify the current legal and regulatory framework.

4.3 Sustainability

- ***To what extent adequate capacity building of partners has taken place to ensure mechanisms are in place to sustain activities?***
- ***Do the recipients have the mandate, the capacity, the financial means to replicate the approaches promoted by the project?***

Technical and financial Capacity

While a certain level of technical proficiency is present, the project contends with a distinct shortage of financial capacity. An instance of effective collaboration stands in the partnership forged with Mongolia's Ministry of Labour and Social Welfare, alongside the Korean government, which culminated in a vital protocol for victim classification. This protocol has proven invaluable for numerous NGOs, embodying the existing technical capacity. Pertaining to assistance for a specific class of VOTs, IOM assumes the mantle of expertise, uniquely positioned to impart targeted knowledge and cultivate specialized capabilities and remains available for support and advice to the Mongolian government. The usage of IOM's Green Book was also mentioned by NGOs, showcasing the continued usage of past IOM material in current projects. However, the notable constraint lies in the financial sphere, as NGOs find themselves bereft of the necessary resources to facilitate essential training. This insight was underscored by Key Informant Interviews with several NGOs.

Aiming to foster sustainability, the project has demonstrated a forward-looking approach in anticipating the future needs of the Mongolian Government in ensuring continued learning and training of its officers. A noteworthy example involves consular officers who engage with an E-learning course, supplemented by instructional videos. This initiative not only continues to train these officers but also serves as an investment in prolonged impact. The Train-the-Trainer (TOT) approach is another prong, leveraging IOM materials in conjunction with national consultants for contextual adaptation. The project seeks to bolster this effort by expanding the consultant base on a national scale. All applications created during the project such as MigApp are hosted on IOM servers, ensuring sustained accessibility for beneficiaries. Furthermore, MigApp was widely promoted to domestic audiences through local and national media channels, and Mongolian diasporas overseas. Lastly, underpinning the project's efforts towards collaboration and knowledge sharing, all materials generated during capacity building sessions have been diligently disseminated.

Harnessing existing infrastructure and creating new networks

The project also harnessed the existing infrastructure established by the Government in the OSSC, ensuring a lasting and self-sustaining network that perseveres post-project implementation and IOM's baseline assessment strongly concluded that male labour trafficking is a legitimate and equal problem to sex trafficking in Mongolia, a finding acknowledged by the Mongolian government which it will include in its future plans, a testament to the projects influence in driving reform. IOM will also continue to actively engage in sub-council meetings, fostering the creation of projects that align with sub-council objectives. IOM's consultative role extends to policy recommendations and capacity building, thereby accentuating its impact at a systemic level.

The project also marks a significant milestone by reactivating the Counter-trafficking NGO network, affording these organizations a distinctive presence and voice at the decision-making table. This network's resilience extends beyond the project's tenure, serving as a pivotal coordination

mechanism. The establishment of a UN Migration network in Mongolia has been mutually agreed upon, allowing the NGO network to engage in frequent consultations with the UN. This interchange of best practices and support strengthens the collaborative fabric of anti-trafficking initiatives.

Similarly, an additional dimension to the project's impact has been realized through the journalism program, which has fortified the capacities of national stakeholders, transcending mere awareness-raising campaigns for human trafficking prevention. By adopting a dual approach of training teachers and journalists, IOM has involved various elements of society to instill the problem of human trafficking as a collective one that many actors can have a positive role in changing. In the Journalism program, journalists produced articles that reached 696,403 views, showcasing their ability to bring human trafficking to the forefront and moving beyond simply raising awareness. Instead, media can play a pivotal role in exposing trafficking cases, elucidating traffickers' tactics, and unveiling the vulnerabilities that render individuals susceptible to trafficking. This comprehensive coverage serves to present an unvarnished reality and scale of the problem, fostering public understanding. Moreover, investigative journalism exerts pressure on governments and institutions, compelling them to take assertive action against human trafficking. It's noteworthy that media coverage has, on occasion, spurred significant outcomes such as policy shifts, legal reforms, and increased resource allocation dedicated to anti-trafficking efforts.

Limitations

Despite its commendable efforts, the sustainability of the project encounters certain limitations, as highlighted in a Key Informant Interview with the Project Manager. A notable structural challenge emerges from the absence of a formal Standard Operating Procedure. Consequently, addressing trafficking cases operates on a case-by-case basis, occasionally compounded by apprehensions among border officials to report traffickers due to liability concerns, such as potential flight or train delays. IOM, however, is diligently working towards redressing this situation by proactively collaborating with the Mongolian Government to establish new SOPs and enact relevant laws. Notably, the legislative process inherently extends the timeline for implementing these changes. Another dimension of the sustainability challenge pertains to the engagement of implementing NGOs. The fact that IOM did not grant consultative status to these NGOs during project design has resulted in a sense of detachment among them, potentially hindering their personal investment in the projects' outcomes.

4.4 Impact

As the project has recently concluded in May 2023, the full impacts of the awareness-raising campaigns and training for police and consular officers are not easily assessed. These campaigns and trainings which aim to change attitudes and mindsets, and impart new skills and capabilities respectively require a certain period of time to inculcate to show its effects. Thus, assessing the direct and tangible impact of this project on the complex issue of trafficking in persons in Mongolia remains a challenge. The preferred method for such assessment is through longitudinal studies, which offer a comprehensive understanding but demand substantial resources and time, typically suited for more established programs. In the realm of prevention, the effectiveness of public awareness campaigns, while enhancing recognition of trafficking, lacks robust evidence of its ability to prevent human

trafficking or sustain the acquired knowledge over time, according to IOM's Counter-Trafficking Theory of Change. The KAP survey results, which capture shifts in knowledge, attitudes, and intended actions due to initiatives like the Dream Umbrella Campaign, fall short of evaluating whether these changes translate into behavioral shifts. Crucially, it is these behavioral transformations that could serve as proxy indicators to measure the project's impact on reducing trafficking in persons, provided there's a sufficiently robust connection between the action and the subsequent decrease in trafficking instances.

Impact of COVID-19 pandemic

The COVID-19 pandemic hampered the project's progress and impact and, in this respect, participants in the key informant interviews were unanimous in recognizing the resilience and ability of the project team to adapt and overcome the operational constraints induced by the pandemic to continue delivering results. However, the question remains as to whether the pandemic could have been a catalyst amplifying the project's impact, in particular in terms of victim identification and assistance. With the closure of international borders to limit the spread of the pandemic, some victims have found themselves stranded abroad, without the immediate possibility to be repatriated back home. Individuals who experienced material, social and economic losses happened to find themselves at higher risks of trafficking and other human rights violations. It was therefore crucial that anti-trafficking stakeholders scale up their efforts and respond in a timely fashion to mitigate and address the near and immediate impacts. Most importantly, the pandemic reminded that raising awareness of the risks of human trafficking can hardly counterbalance the root causes of TiP, namely the extreme poverty induced, and the scarce livelihood opportunities induced by the pandemic that left people with very limited options, to the point where they are willing to take risks they would not otherwise have taken. Ultimately, a comprehensive approach to combating human trafficking involves not only raising awareness about the issue but also addressing the socioeconomic conditions that make individuals susceptible to exploitation. As highlighted in the *Baseline Assessment of the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia*, providing viable livelihood opportunities is a key component of such an approach, as it empowers individuals, families, and communities to resist trafficking and build more secure futures.

Anticipated outcomes

The anticipated outcomes of the project are poised to engender a shift in mindset, fostering an environment conducive to the robust combat against TiP for labour exploitation. A notable accomplishment lies in the elevation of attention paid by the government to this form of exploitation, which often takes a backseat to sexual exploitation not only in Mongolia but across the wider region. The project's efficacy is underscored by its success in persuading authorities to recognize the private sector as a legitimate stakeholder in the anti-trafficking endeavour. This acknowledgment marks a significant milestone, as the private sector's active involvement is crucial to shaping a comprehensive institutional response to trafficking in persons. As mentioned above, engaging with the private sector has been a real accomplishment, as this anti-trafficking space is still at an emerging stage in Mongolia. Consequently, associating the Ministry of Labour and Social Protection and private recruitment agencies with the institutional response created by this project arguably has an impact on Mongolia's anti-trafficking policy. It contributes to materializing the partnership dimension required by the 4P response to the fight against human trafficking. However, as with the training of law enforcement

officers, the training provided to PRAs has apparently not been integrated into a broader action plan, despite the opportunity offered by the entry into force of new legislation. Without follow-up action after the training, it is unlikely that the knowledge and skills were applied to day-to-day work for effective prevention and identification of cases of TiP. One PRA training participant confirmed that, since the training, the workflow has not changed to reinforce due diligence. Furthermore, the impact of the training may have been limited by the fact that the participants represented PRAs authorized to send labour to Japan although the Baseline study indicates that the countries where Mongolians are trafficked for labour exploitation are China, Kazakhstan, the Republic of Korea, Sweden, Norway, Turkey, Japan and the Czech Republic. In the future, it would be worth building on this pilot training to PRAs authorized to send labour to Japan, to extend the audience to agencies operating for other countries where TiP has been reported. Therefore, it would be advisable for the Mongolian government to draw up a plan for implementing the new Labour Migration Law (effective from 01 July 2022) and to incorporate ethical recruitment training for the private sector into this plan, bearing in mind the routes and sectors affected by human trafficking for labour exploitation, focusing on both Mongolian and foreign migrant workers. The Baseline study reports showed that foreign nationals in Mongolia, especially those not registered or with irregular status, may be vulnerable to trafficking for labour exploitation in sectors such as agriculture, construction and manufacturing, along with forestry, fishing, hunting, wholesale and retail trade, car repairs and mining. Anecdotal evidence suggests that individuals from the Philippines, Viet Nam, and Myanmar come to Mongolia for employment in domestic work, auto services, saunas and massage parlours. If the opportunity arises, the Mongolian government could start raising the issue of ethical recruitment and identification of VoTs with the representatives of these industries.

Moreover, the project's impact is evident in its adept utilization of the *Baseline Assessment of the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia*'s findings to drive awareness-raising efforts. These initiatives have effectively dismantled certain preconceptions by highlighting that men are also profoundly affected by TiP, especially concerning labour exploitation. Further elaboration on this aspect will be expounded upon in the forthcoming Gender section, demonstrating the project's multifaceted success in challenging stereotypes and broadening perspectives.

Regarding the impact of the Human Trafficking Debate Project, KIIs with teachers revealed that this activity was an eye-opener in that it made the children and the teachers themselves aware of the scale and severity of a problem – trafficking in persons – that they had little knowledge about. This impact was felt in at-risk communities for two reasons. First, the participating schools were in the provinces most affected by human trafficking. Second, the messages conveyed were multiplied by the fact that children, according to the teachers present at the KIIs, discussed the issue in their respective households.

Unexpected effects

The Dream Umbrella Campaign has yielded a series of unanticipated yet highly positive effects, signifying its substantial impact across various domains.

Firstly, the campaign's participation in the Blue Heart campaign orchestrated by the United Nations Office on Drugs and Crime stands as a remarkable stride in expanding collaboration within the UN System. Becoming an official partner of UNODC's initiative has enabled the campaign to align its efforts with global anti-trafficking endeavors.

Secondly, the campaign's legacy media distribution took an unexpectedly successful turn. Despite budgetary constraints, the campaign's video content found a significant foothold in legacy media, particularly television. With the support of the Ministry of Justice and Home Affairs, the campaign managed to surpass its distribution agreement, airing shortened and newly created programs a total of 49 times, demonstrating a remarkable 3.7-fold increase from the original plan.

Thirdly, surprising collaborations emerged during the implementation of Dream Umbrella Phase II, underscoring the campaign's capacity to engage diverse stakeholders. Digital Content film marketing companies and Mongolian cinemas showcased their willingness to partner with the campaign, premiering a thought-provoking film "Trafficked Girls" about human trafficking and sexual exploitation. This partnership extended to leveraging their social media platforms to disseminate campaign information and promote public awareness. Local entities like the Youth Development Council, Equal Children student volunteer group, and the Department of Family, Children, and Youth Development have also rallied around the campaign, further enriching its reach and impact.

Fourthly, a remarkable surge in newspaper and website coverage marked another unexpected positive outcome. The campaign's compelling narrative and focus on social responsibility prompted media organizations to seek additional information, illustrating the campaign's influence in shaping the discourse around human trafficking. This proactive engagement led to interviews with key campaign representatives and the publication of campaign-related content on various media platforms, effectively amplifying the campaign's message.

Lastly, the collaboration with the Mongolian National Police Agency exemplifies the campaign's tangible impact on the ground. The agency's support materialized through the printing and in-kind distribution of 400 brochures, in addition to backing the campaign's physical activities. This collaboration illustrates the campaign's ability to engage key institutions and foster collective efforts against human trafficking.

The success of Dream Umbrella has also catalyzed the creation of opportunities for complementary projects, such as initiatives focused on online investigations into technology-enabled trafficking in persons as revealed in KII with the Chief of Mission. This unforeseen outcome showcases the campaign's ability to spark wider engagement and collaborative efforts, resonating with stakeholders and encouraging collective actions against trafficking.

Equally noteworthy is the response of Mongolian society to IOM's efforts. IOM noted an unanticipated increase in accountability among Mongolian authorities, a testament to the campaign's capacity to influence governance dynamics. Key Informant Interviews with teachers revealed a remarkable demonstration of civic responsibility: children actively reaching out to their local police stations to gather additional information for their engagement in the Human Trafficking debate. This act of engagement underscores citizens' proactive role in holding local authorities answerable for their commitment to combating trafficking, aligning with the principles of the Palermo Protocol. Beyond this, the dissemination of the campaign report to a diverse array of stakeholders, from journalists to educational institutions, has brought to light the human trafficking landscape in Mongolia. This widespread exposure not only empowers public scrutiny but also fosters governmental accountability for their performance in tackling human trafficking, driving a proactive response to this critical issue. This increase in civil activity and positive accountability shows the project's far-ranging impact, and potentially indicates that actual values and mindsets have been shifted, leading to a far wider impact and sustainability than a simple awareness ranging campaign.

Negative externalities

However, alongside these unexpected positive effects were some negative ones. While it is imperative to acknowledge that children are indeed affected by trafficking in person, broaching the topic of transnational organized crime with them brings its own challenges. The very nature of this subject makes it a complex terrain to navigate when addressing children. Exposure to distressing information and harrowing headlines can potentially compromise the overall well-being of children. Recent studies have delved into the concept of "remote exposure," wherein children comprehend the occurrence of traumatic events without having directly experienced them. The aftermath of such exposure can include emotions like grief, trauma, fear, and other mental health concerns. Children are profoundly susceptible to the impact of violent images and information, warranting additional support in processing these distressing stimuli.

In this context, the initiative to introduce the subject of human suffering in the classroom was understandably met with reservations and teachers faced various challenges at times in fostering open discussions on this sensitive topic of TiP, encountering difficulties in engaging pupils. While this was an unintended negative impact, the project could have anticipated and mitigated these challenges by implementing certain measures. Offering enhanced guidance to teachers or involving them directly in the design of age-appropriate training materials would have been beneficial, recognizing the differing relevance and approach required for various age groups. In a similar vein, the project might have envisaged the development or integration of a support system for teachers, safeguarding them from potential harm resulting from distressing discussions on trafficking. This could involve a psychological first aid kit, tapping into the expertise of trained and specialized pediatric staff to provide necessary guidance.

It is worth acknowledging and underscoring the commendable efforts undertaken by the project team to foster a child-friendly environment. This was evident through the creation of engaging and vibrant Information, Education, and Communication materials, coupled with thoughtful gifts during the Human Trafficking Debate activity. An especially noteworthy feat was the development of an awareness-raising campaign that portrayed victims of trafficking for sexual exploitation in a positive and empowering manner. This narrative starkly contrasted with the often-prevailing victimizing portrayal, as elaborated further in the subsequent Gender section of this report.

Lastly, the project's accomplishments have been constrained by an institutional framework that is marked by gaps and inadequacies, impeding the optimal identification and protection of trafficking victims. The potential impact of training efforts directed at authorities and service providers is hindered by the absence of formal identification procedures, coupled with the inconsistent and ambiguous utilization of victim identification and referral protocols, as substantiated by both the 2023 JTIP report and Key Informant Interviews. Notably, the prominence of policy and legislative amendments among the recommendations in the 2023 JTIP report underscores the critical necessity for comprehensive interventions at the legislative and policy levels to facilitate effective anti-trafficking measures.

4.5 Cross-cutting themes

Gender

The project has astutely directed its focus towards a vulnerable demographic - young women and girls - who remain disproportionately impacted by the scourge of human trafficking. This prioritization is in line with the Secretary General's comprehensive report on trafficking in women and girls, which cogently acknowledges that the adverse consequences of trafficking are markedly more severe for females due to their exposure to distinct forms of exploitation such as sexual abuse, violence, domestic servitude, and forced marriages.

The integration of gender-sensitive considerations within the baseline needs assessment stands as a cornerstone of the project's approach. This approach has enabled the formulation of recommendations and counter-trafficking interventions that authentically reflect gender dynamics and address the unique vulnerabilities faced by women and men. The findings underscore a disconcerting trend: women aged 14 to 25 bear the highest risk of falling victim to sexual exploitation, emerging as the most frequently identified victims of trafficking in Mongolia.

A stellar embodiment of the project's commitment to gender-sensitive empowerment is the 'Dream Umbrella' campaign. By deliberately directing efforts towards young women, the campaign seeks to redefine the discourse surrounding their experiences. This initiative firmly rejects the conventional fear-based narrative in favor of one that thrives on empowerment and inspiration. It positions these individuals as architects of their destinies while fostering an enlightened understanding of associated risks. In cinematic format, the project confronts the stigma surrounding trafficking victims, challenging existing stereotypes.

Furthermore, the project is further impressive as dispelling gender stereotypes has been a crucial endeavor, shedding light on the often-overlooked reality that men can also fall victim to trafficking. This year's JTIP report resoundingly highlighted an alarming trend: "For at least the 11th consecutive year, the government did not formally identify any male victims."

In this context, the project rose above expectations. The baseline assessment served as a confirmation that vulnerability to trafficking extends beyond gender lines, challenging the initial focus that predominantly prioritized women. The government's and various NGOs' attention had been largely confined to women, both in policy priorities and operational focus within Mongolia. However, the baseline assessment introduced a much-needed expansion of priorities. While the project didn't construct an entire system for addressing trafficking of males, it propelled the government to acknowledge the existence of this problem. This recognition by the Mongolian government holds the promise of inclusion in future plans and was implemented through various avenues, including engagement with the government and influential NGOs. Furthermore, educators acknowledged this reality within the context of Human Trafficking debates.

Integral to the project's efforts has been the inclusion of gender equality in participation within project activities. A conscious push for balanced participation was undertaken, acknowledging the importance of same-gender officials interviewing female victims of sexual exploitation. Despite certain sectors being predominantly male-dominated, such as law enforcement, the project proactively compensated through advocacy endeavours, underpinned by gender-sensitive methodologies and recommendations. A crucial part of this involved sensitizing male stakeholders to the intricate issue of sexual trafficking exploitation, as evidenced in the Key Informant Interviews, Project Management, and the final narrative report.

As the project persistently aims for inclusivity and equality, it paves the way for a holistic and just approach to combating trafficking, irrespective of gender.

Human Rights

◇ **Identification and promotion of rights**

Training has been an excellent way of enabling frontline responders to learn about victims' rights, enabling them to better respect and protect these rights. The training curriculum for service providers included a dedicated section on victims' rights. One of the respondents of the survey who participated in the training for law enforcement authorities highlighted better understanding of victims' rights, as a result of the training. However, in many other activities – such as the adaptation of the MigApp mobile application, the “Dream Umbrella” campaign and the Human Trafficking Debate Project - the rights of victims and people at-risk seemed to be absent from the content. Yet, to empower rights-holders to enjoy and claim their rights, it is important first and foremost to raise awareness of these rights.

The NGO Trafficking Network proved to be an interesting forum to promote a human-rights approach to counter-trafficking. This was due to the presence of human rights experts (Mongolian National Centre for Child Rights, Centre for Human Rights and Development, ECPAT International) and presentations delivered around human rights, particularly rights of children (Presentation to the NGO Network of ECPAT International Strategic Framework, July 2021 – June 2025).

◇ **Compliance with rights principles**

Participation and Inclusion

Achieved through the use of IOM X Communication for Development (C4D) model, a participatory and targeted communication campaign approach, which, as mentioned earlier in the report allowed the target audience to have a say on the content and format of the campaign, through FDGs. Promotion of IOM X Communication for Development (C4D) model and of its participatory approach through the "C4D Tool and KAP Result Introduction Workshop for Mongolian Media Content Developers" workshop as well as at the Counter-trafficking NGO Network.

Another key example of participation and inclusion was IOM's widely recognized work in the KIIs to convene dialogue and bridge the gap between NGOs and government authorities. IOM leveraged the two platforms of the Counter-trafficking NGO Network meetings and the Sub-Council meeting, that respectively gathered all relevant NGOs and ministries. During the Fifth Coordination Meeting, IOM proposed to the member organizations that the NGO Network could serve as a liaison mechanism between the anti-trafficking NGOs and the government-led Sub-Council on Trafficking. Suggestions such as the authorizations of NGO Network members to attend the Sub-Council meeting (IOM, ILO, The Asia Foundation and MGEC) for them to rely on the NGO Network meetings to disseminate information to the other NGOs currently excluded by the Sub-Council mechanism, to ensure that all stakeholders have a common understanding and information. Similarly, the collaborative collection of inputs and development of action points to support the government's counter-trafficking response is a way to encourage a more participatory and inclusive decision-making process around counter-trafficking.

The Human Trafficking Project is a participatory initiative where communities at-risk, particularly children, had an active participation through research, arguments preparation, and engagement in structured debates.

National ownership was fostered through close collaboration with the CCCP, the main government body responsible for combating human trafficking in Mongolia.

At the design stage, the project team did not seem to have contacted and spoken to various groups of directly and indirectly affected individuals (e.g. individuals at-risk of trafficking, survivors, rural populations, migrants, teachers) and civil society organizations. The KIIs with NGOs and teachers confirmed this assumption, asserting that they were involved in the project only at the implementation stage. In this respect, some NGOs expressed the wish to be considered as strategic partners in the project development process, entailing early consultation and participation in order to feed into the project design insights from their interactions and work on the ground with victims of trafficking. The lack of participation and inclusion at the design stage may be explained by a cost-opportunity ratio that makes consultation and participation of the beneficiary target groups costly and time-consuming, at a stage of the project when funding has not yet been confirmed. Yet, the participation of the beneficiary target group in the design of the project presents great potential as it helps address the TiP issue directly. When beneficiaries, together with other stakeholders, are able to examine problems, agree on the causes, and develop means to solve the consequences, they are more likely to support the implementation of actions to resolve issues.

Accountability

As a duty-bearer, IOM must be accountable to its beneficiaries by ensuring that their rights are respected, protected and fulfilled throughout its programming. All information about the project, its implementation and results should be disseminated in a way that maintains transparency and respect for the decision-making process of the project. In that regard, the project team regularly informed key stakeholders during the Anti-Trafficking Sub-Council and through newsletters, and summary reports of the activities. Regarding accountability to victims of trafficking, considering the joint protocols, the complaints and feedback mechanisms could have been strengthened, as they are currently limited to one entry in each case management form requesting feedback to VoT. The protocol does not provide an alternative, anonymous and confidential means for VoTs to formulate complaints and feedback. Similarly, there are no sections providing guidance on how to establish methods for resolving a complaint or feedback response (referral, informal, formal or by investigation).

5. Conclusions

Relevance

The project has been initially designed in line with the respective strategy of the Government of Mongolia (National Anti-Trafficking Program), IOM (IOM's Regional Strategy), the donor and the Palermo Protocol. The project has remained relevant to the Government due to the very close collaboration with the Coordination Council for Crime Prevention and regular consultations through the Sub-Council for Prevention of Human Trafficking. However, this level of consultation, particularly in identifying priorities and needs, has been weak or non-existent with regard to affected communities, including victims of trafficking. Potentially, NGOs could have helped to anticipate obstacles to achieving outcomes. As for (organizations representing) affected communities, including VoTs, they could have enabled the project team to advocate for the identification of VoTs and their protection in the midst of the pandemic, at a time when needs were more acute than ever.

Effectiveness

By implying the establishment or strengthening of coordination mechanisms between government and civil society for victim identification, Outcome 1 was fairly ambitious. Indeed, it requires an ability to identify the indicators of human trafficking which, as the project demonstrated, civil society did not have from the outset, be it the general public, the education and private sectors or those at risk. This explains stakeholders' positive responses to the various awareness-raising activities, including the Dream Umbrella campaign and training initiatives. Therefore, these activities have served as indispensable preliminary steps for achieving effective coordination with the government for victim identification. Regarding Outcome 2, the provision of evidence through the baseline study played a crucial role in informing and aligning counter-trafficking interventions with dynamics and needs on the ground. The integration of baseline study recommendations into policy measures showcased the project's role in strengthening the legal foundation and coherence of victim identification and protection in Mongolia. However, challenges were encountered in translating knowledge and skills acquired during training into consistent victim identification and protection by LEA due to the absence of clear standardized processes and post-training action plans. Targets under Outcome 3 were hardly reached due to the adverse operational environment resulting from the COVID-19 pandemic, which significantly reduced the number of identified victims. Similar obstacles stemmed from the lack of clear referral processes with defined stakeholder responsibilities for providing reintegration assistance to victims of trafficking.

The project has contributed to the objective by helping the government to create a structural environment conducive to the combat against TiP. In this structural environment, collective vigilance is increased and VoTs are empowered in the public discourse. Data and research is available to inform and result in a more protective legislative framework for VoTs. In addition, the foundations have been laid for better coordination between NGOs and the government in assisting the reintegration of VoTs.

From this assessment, two lessons learnt were drawn. First, presence of systems, and more particularly referral mechanisms, is a prerequisite for coordinated and consistent VoTs identification and protection, including reintegration. The project has shown that, in the absence of clear standardized processes within and between the governmental and non-governmental entities, awareness-raising, training and coordination activities will hardly result in consistent identification and protection of VoTs. Second, without embedding training in a broader strategy or post-training follow up action plan, skills and knowledge are unlikely to be applied systematically by participating entities.

Impact

The COVID-19 pandemic affected implementation, and therefore the impact of the project. However, the project could have taken advantage of this circumstance to keep the combat against TiP at the top of the agenda, and thereby enabling the identification and assistance of more victims under Outcome 3 of the project. Indeed, the pandemic has proved to increase vulnerabilities, risks and cases of trafficking in persons globally, including in Mongolia. Secondly, the magnitude of the project has genuinely raised awareness in the communities, which is an essential step towards mobilizing society for the prevention, identification and protection of victims of trafficking. Lastly, to avoid unintended negative effects, the project should have further adapted the activities aimed at children, making them more age-appropriate for better prevention of child trafficking.

Another key lesson learned from the pandemic is that in situations of economic distress, awareness-raising proves to have a limited impact, as individuals are willing to risk unsafe migration as a last resort option, despite being informed of these risks. Ultimately, a comprehensive approach to combating human trafficking involves not only raising awareness about the issue but also addressing the socioeconomic conditions that make individuals susceptible to exploitation. As highlighted in the *Baseline Assessment of the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia*, providing viable livelihood opportunities is a key component of such an approach, as it empowers individuals, families, and communities to resist trafficking and build more secure futures. Lastly, to harness the potential of Dream Umbrella to trigger long-term behavioral change and action towards TiP prevention, a single campaign is not enough.

Sustainability

The project has adopted a number of measures to ensure the sustainability of activities beyond project closure. These range from the development and provision of an e-course for consulates, to capacity-building for journalists, teachers and Temporary Protection Shelter Staff, so that they can, at their own level, mainstream prevention of human trafficking and protection of VoTs in their daily work. However, it should be noted that the government and NGOs are highly dependent on external funding, making the sustainability of the project's approach uncertain.

Cross-cutting issues

Gender

The project focused on a vulnerable demographic group - young women and girls - who are disproportionately affected by the scourge of human trafficking. Based on the *Baseline Assessment of*

the Causes, Dynamics, Vulnerability and Resilience levels to Human Trafficking in Mongolia's findings, the project was able to formulate anti-trafficking recommendations and interventions that truly reflect gender dynamics and address the unique vulnerabilities faced by women and men. The project was all the more impressive for its ability to challenge gender stereotypes, whether they are female or male VoTs.

Human rights

The identification of rights was well integrated into the various training courses held throughout the project. However, according to project documents, rights holders did not seem to be as aware of their rights (from Mig App to Dream Umbrella and direct assistance). Regarding participation and inclusion, considerable efforts were made to include a wide range of CT stakeholders, from government to NGOs, through workshops and primarily leveraging two key platforms: the Sub-Council for Prevention of Human Trafficking and the NGO CT Network. The most notable instance of participation was certainly provided by the focus discussion groups organized for the target audience to actively contribute to the design of the "Dream Umbrella" campaign. In terms of accountability, certain shortcomings were observed, particularly regarding VoTs case management.

6. Recommendations

1. Support the government of Mongolia to build or improve current legislation and processes for clear guidelines and well-defined responsibilities of relevant stakeholders in the identification and protection of VoTs.
2. Integrate training courses into action plans to actively adjust and monitor VoT identification and/or protection processes, while applying newly acquired skills and knowledge.
3. Engage more closely with NGOs and affected populations, not only at the activity level, but throughout the project cycle, to identify and address obstacles to timely VoTs identification and protection.
4. **Make activities more child-friendly:** Involve child protection specialists in all activities with children to develop age-appropriate spaces and content.
5. **Sustain the Dream Umbrella Campaign:** Utilizing existing resources, ensure the regular continuation of the Dream Umbrella campaign. This sustained effort should progressively drive behavioural change, shifting societal attitudes, norms, and behaviours pertaining to trafficking in persons. Stakeholders recognized the appeal of the UN label in this campaign, particularly among children and young people.
6. **Support Government Research:** Respond to the request of the Human Trafficking Debate Project participants by continuing to assist the government in conducting research on trafficking in persons, given the scarcity of TiP data noticed during the research conducted for the debate's preparation.
7. **Complement awareness-raising activities with livelihood interventions** to prevent the individuals in the most vulnerable situations from exposing themselves to the risk of trafficking
8. **Design SMART indicators** to effectively measure project results.

Annexes

Annex 1: Term of Reference

TERMS OF REFERENCE

FINAL EVALUATION FOR THE PROJECT “STRENGTHENING MONGOLIA'S EFFORTS TO PREVENT AND RESPOND TO HUMAN TRAFFICKING”

Commissioned by: International Organization for Migration (IOM), Country Office in Mongolia

Evaluation context

Established in 1951, the International Organization Migration (IOM) is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. With 173 Member States and 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 is part of the UN system as a related organization.

The IOM Mission in Mongolia has successfully delivered large scale counter-trafficking projects in partnership with government authorities and civil society organizations for almost a decade. In Mongolia, IOM has established a counter-trafficking unit in 2012 and ever since then has been working on building the capacity of law enforcement and civil society actors at central and local level. IOM has built a solid relationship with the recently created Coordination Council on Crimes Prevention, under which the Anti-Trafficking Sub-Council was established and upon formal request and is now supporting the government in its efforts to implement the National Anti-trafficking Law.

Mongolia is a source and destination country for men, women and children subjected to trafficking in persons for the purpose of forced labour and sexual exploitation. Human trafficking within Mongolian borders is also a problem with thousands of women and children estimated to be trafficked every year from rural communities into cities and/or abroad. Between 2018 and 2019, 45 individuals were identified as VoT and IOM supported the rescued victims and vulnerable migrants with specific measures to ensure their safe return to Mongolia. Mongolian Immigration Agency confirmed several identified imposters who operate trafficking and smuggling rings at the border with Russia and China. According to the Immigration Agency, in 2019 alone, 206,767 Mongolian citizens crossed the border with the Russian Federation out of whom 5,891 individuals did not return upon expiration of their visa. Traffickers may also use Mongolia as a transit point to subject foreign individuals to trafficking in Russia and China.

This final evaluation will take place within the framework of the project “Strengthening Mongolia's Efforts to Prevent and Respond to Human Trafficking”, implemented by IOM Mongolia under funding from the Ministry of Foreign Affairs of the Netherlands.

The project aims to strengthen the Government of Mongolia's capacity to prevent trafficking in persons and protect victims within Mongolia and abroad by introducing a set of mutually reinforcing activities centred on communication and outreach, migrant empowerment, data collection and information sharing, capacity building trainings for government officials and stakeholders, and victim direct and reintegration assistance. The project started on 1 December 2019 and will last until 31 May

2023.

The Project objective is to strengthen the Government of Mongolia's capacity to prevent trafficking in persons and protect trafficking victims within Mongolia and abroad. The project has the following three outcomes in order to contribute to the objective:

- Outcome 1: Government and civil society coordinate effectively to identify victims of trafficking.
- Outcome 2: GoM consistently identifies and protects victims in line with international standards and best practices.
- Outcome 3: VoTs who return home are economically self-sufficient, psychosocially well, and socially integrated into their communities.

Evaluation purpose

This internal independent final evaluation will be conducted for accountability and learning at various levels. The evaluation will assess whether results were achieved and how effective and sustainable they are towards realizing outcomes and the overall impact. It also will highlight lessons learned and good practices. The primary users for this evaluation will be the Ministry of Foreign Affairs of The Netherlands, Focal Points at the Embassy of The Netherlands in Beijing, and IOM Mongolia (project team and senior management). The findings generated by the evaluation will feed in the design of future intervention models and contribute to documenting management and delivery approaches.

Evaluation scope

This internal evaluation will assess the 42 months of project implementation (December 2019 – May 2023) and will cover the implementing site for this project, Mongolia, in addition to key-informant interviews or questionnaires with key-project staff based in Beijing. An evaluation field visit may be carried out in Ulaanbaatar and Beijing. The visit in Beijing may also entail a meeting at the Embassy of the Netherlands involving high level representatives of the Embassy, IOM project staff and Mongolian government representatives, pending confirmation from the stakeholders concerned. The evaluation will also assess mainstreaming of cross-cutting themes of gender and human rights.

Evaluation criteria

This evaluation will cover the criteria of relevance, effectiveness, sustainability and impact and will document lessons learned in realizing the results. A specific section will be developed to include an analysis of the cross-cutting themes of gender and human rights.

Evaluation questions

More specifically, the evaluator will seek to answer to the following questions:

Relevance:

- Does the project still respond to needs of the Mongolian government and project beneficiaries vis-a-vis counter trafficking practical work?
- Is the project aligned with donor priorities?

Effectiveness:

- Have the project outputs and outcomes been achieved in accordance with the stated plans?
- To what extent has the project adapted to changing external conditions in order to ensure project outcomes?

Sustainability

- To what extent adequate capacity building of partners has taken place to ensure mechanisms are in place to sustain activities?
- Do the recipients have the mandate, the capacity, the financial means to replicate the approaches promoted by the project?

Impact

- Which positive/negative and intended/unintended effects are being produced by the project?
- Does the impact come from the project activities, from external factors or from both?

Cross-cutting themes

- To what extent are gender considerations mainstreamed in project design and implementation?
- To what extent is the project helping to ensure respect of relevant human rights?

Evaluation methodology

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

- Review of existing documentation (project documents, reports, assessment reports, manuals and handbooks, photos, information presented in the media);
- Semi-structured interviews with IOM staff responsible for the project implementation, implementing partners, selected government agencies and other stakeholders (through field visits);
- A survey of government agencies and final beneficiaries.

Ethics, norms and standards for evaluation

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

Evaluation deliverables

The evaluator will be responsible for providing the following deliverables:

- **Deliverable 1:** One inception report presenting the evaluator's approach to answering to the evaluation questions in compliance with the overall purpose of the evaluation; This should include at minimum, an evaluation matrix, additional evaluation questions and sub questions and data collection tools, and workplan.
- **Deliverable 2:** One preliminary report presenting the preliminary findings of the evaluation;
- **Deliverable 3:** One final report incorporating feedback and include an executive summary, background and context, methodology, findings, Lessons Learned, recommendations, conclusions.
- **Deliverable 4:** Evaluation brief (according to the template);
- **Deliverable 5:** Management response partially filled out (IOM template).

Specifications of roles

The IOM evaluation manager will have the following responsibilities:

- Review the evaluation questions with the evaluator and agree on the final version of the ToR;

- Monitor the implementation of the evaluation methodology, as appropriate and in such a way as to minimize bias in the evaluation findings;
- Review the inception report, evaluation matrix, additional evaluation questions and data collection tools, and approve;
- Review the preliminary report, coordinate input of key stakeholders, provide comments and approve;
- Review the final report and Evaluation brief, provide comments and approve;
- Complete the management response matrix pre-filled by the evaluator;
- Circulate the results of the evaluation with relevant stakeholders.

The project team will have the following responsibilities:

- Provide all necessary information, documents and contact lists available;
- Facilitate the scheduling of meetings with key stakeholders when necessary;
- Provide assistance in issuing invitation letters to support the evaluator’s application for visas, as needed;
- Provide assistance in logistical aspects for the Evaluator’s TDY to support data collection.

Evaluation workplan*

The evaluation tentative start dates will be 30 June 2023

Activity	Responsible	Location	Month (2023)		
			June	July	August
Kick off meeting to share views and expectations on the evaluation and clarify TOR	Evaluator IOM project team	Online call	30/06		
Review project documents and relevant literature	Evaluator	Home based		15/07	
Draft the inception report	Evaluator	Home based		20/07	
Semi-structured interviews and questionnaires with project beneficiaries and project management team	Evaluator With support from the IOM project team	Beijing Ulaanbaatar or online call/questionnaires		31/07	
Draft and share preliminary report (at	Evaluator			10/08	

the end of the drafting period)					
Review and comment on the preliminary report	IOM PM				12/08
Draft and share the final report (at the end of the drafting period)	Evaluator				15/08
Review, revision and acceptance of the final report and Evaluation brief	IOM PM Evaluator				15/08

***As per Donor requirement, the evaluation report must be annexed to the final narrative and financial report due 31 August 2023. As such, it is of paramount importance that the submission of the final evaluation report and brief will take place in a timely manner, as per the workplan above.**

Evaluation budget

Possible travel and DSA costs associated to this evaluation will be covered by IOM as part of the implementation of the project.

Annex 2: List of interview participants

Category	Stakeholder (organization or group)	Role / involvement in the project	Individuals (names and titles)
IOM	Senior Management in the Mission	Senior management and oversight; high-level liaison with government and donors	Giuseppe Crocetti, Chief of Mission
	Project Manager (PM)	Day to day management of the project	Veronica Scarozza, Project Manager
	Other members of the project team	Day to day management of the project	Munkhchuluun Serd-Yanjiv, Senior Project Assistant
Other government partners working closely on project	Ministry of Justice and Home Affairs (MoJHA) – CCCP	Line Ministry – Coordinator of the Sub-Council for Prevention of Human Trafficking of which IOM is member	Ms.Amarbayasgalan, Senior Officer of Coordination Council of Crimes Prevention
	Trafficking in Persons Unit, Criminal Police Agency	Trafficking in Persons Unit involved in the CCCP; Police officers from the Unit attended trainings	Mr.Tumurbat B., Head of Trafficking in Persons Unit
UN agencies and NGOs working on similar projects	Mongolian Gender Equality Center	Supervised trainings and helped IOM in the return and reintegration of 4 migrants	Ms.Ganbayasgakh Geleg, Founder and Head
Other stakeholders	Schools	Lead teachers involved in the Human Trafficking Debate Competition	Sarantsetseg
			Ankhubayar
			Uranbileg

Annex 3: Evaluation Matrix

Internal Ex-Post Evaluation of the “STRENGTHENING MONGOLIA’S EFFORTS TO PREVENT AND RESPOND TO HUMAN TRAFFICKING” Programme

Evaluation Matrix

Evaluation	Evaluation Sub-Questions (secondary lines of inquiry)	Indicators	Data Collection Methods and Sources	Data Analysis Methods
RELEVANCE	Assessing to what extent the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change			
1. Does the project results still respond to the needs of the Mongolian government, IOM, donor priorities and project beneficiaries vis-a-vis counter-trafficking practical	<p>1.1. To what extent were the programme’s objectives, activities, and overall approach aligned with IOM’s Regional strategy, CT Theory of Change, Approach to Protection (DIAP) and Integrated Approach to Reintegration ?</p> <p>1.2. In the face of the Covid pandemic and recent trafficking trends in online scams, to what extent have the program's objectives, activities and overall approach been adapted to the Mongolian</p>	<ul style="list-style-type: none"> Evidence of consultation, and input of duty bearers and rights holders Alignment of programme objective and interventions with The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons Examples of contributions made by the programme towards IOM’s objectives, mandate, and strategies counter-trafficking eg. IOM’ CT Theory of Change, Approach to Protection (DIAP) and Integrated Approach to Reintegration Alignment with migration and goals and priorities of Mongolian Government , Government policy/laws/strategy on CT Evidence of connection between the activities and the various pathways of change in the theory of change Evidence of connection between activities, 	Document Review (particularly the programme’s logical framework, IOM institutional tools and documents, the Baseline Assessment into the Causes, Dynamics, Vulnerability and Resilience Levels to Human Trafficking in Mongolia) KIs with programme implementers, and governm	Triangulation Theory of Change Analysis

work ?	<p>government's priorities and the potential and actual VoTs' vulnerabilities and needs?</p> <p>1.3. To what extent were government, stakeholders and affected communities consulted to identify priorities and involved in design and implementation of the project?</p> <p>1.4. To what extent the policies designed during the project implementation are in line with the Palermo protocol and the recommendations set in the needs assessment baseline study?</p> <p>1.5. Did the implementation of the project strictly follow the initial theory of change or did adjustments need to be made? Similarly, did initial assumptions prove to be accurate?</p> <p>1.6. Is the project aligned with</p>	<p>results, and the objective.</p> <ul style="list-style-type: none"> Evidence of connection between donor priorities expressed in project and policy documents and the project. 	ent officials and a representative of an NGO	
--------	--	---	--	--

	donor priorities?			
2.	1.1.	•		
EFFECTIVENESS	Assessing the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.			
2. Have the project outputs and outcomes been achieved in accordance with the standards?	<p>1.1 To what extent have programme results been achieved across the programme's outcome areas?</p> <p>1.2 What were the key strengths of the project intervention and what was the added value for Mongolia in terms of counter-trafficking in communication and outreach, migrant empowerment, data collection and information sharing, capacity building trainings for government officials and stakeholders, and victim-direct and reintegration assistance?</p> <p>1.3 To what extent has knowledge, attitudes, or intended actions changed as a result of the awareness-raising campaign "Dream Umbrella", IOM's International Recruitment Integrity System (IRIS) Ethical Recruitment Training, the rollout of MigApp, and of the "Human Trafficking Debate Project"?</p> <p>1.4 Has the number of victims identified and referred to direct assistance networks by trained 1) Mongolian law enforcement officials from relevant agencies policing the border with Russia, China and the international airport 2) Chinese law enforcement officials policing six main international airports in China and 3) consular officers posted or assigned to Mongolian Diplomatic Missions, increased?</p>	<ul style="list-style-type: none"> • Achievement of results targets, including number of outputs and outcomes achieved. • Evidence of newly developed or adjusted National policies, in line with Outcome 2 of the project. • Examples of programme interventions and results that are in addition to those provided by existing PCCS programme activities /other similar initiatives working in the region. • Examples of strengths and weaknesses of the programme that facilitated/hindered the achievement of results. • Evidence of Increase in knowledge of the target groups about TIP and safe migration ("Dream Umbrella" campaign, IOM's IRIS training, MigApp and "Human Trafficking Debate Project") • Increase of the target group who took action as a result of the "Dream Umbrella" campaign, IOM's International Recruitment Integrity System (IRIS) Ethical Recruitment Training, MigApp's rollout, and "Human Trafficking Debate Project" 	<ul style="list-style-type: none"> • Document Review, including recordings of training assessments KAP pre and post surveys at the beginning, middle and end of the project • Interviews with IOM relevant members of the project team, representatives 	<p>Triangulation</p> <p>Theory of Change analysis</p> <p>Case study</p> <p>Qualitative data analysis</p>

		<ul style="list-style-type: none"> Examples of contributions made by the programme towards recommendations set in Lessons learnt: reflections on our inaugural portfolio, Global Fund to end modern slavery. 2022. 	<ul style="list-style-type: none"> of the Mongolian government, NGOs Surveys of beneficiaries Hotline statistics review FGD of teachers Survey to the NGO co-facilitating the debate 	
3. To what extent has the project adapted to changing external	<p>1.1 What external factors outside of the programme’s control, such as the COVID-19 pandemic, have affected the achievement or non-achievement of results?</p> <p>1.2 What internal factors within the programme’s control have affected the achievement or non-achievement of results?</p>	<ul style="list-style-type: none"> Examples of gaps and untapped opportunities that the project could have explored to further strengthen governments capacity and an effective national policy around counter-trafficking. Presence of political, social, and economic factors outside of the programme’s control 	<p>Document Review</p> <p>KIIs with IOM project staff, government representatives and other actors identified.</p>	<p>Triangulation</p> <p>Theory of Change analysis</p> <p>Qualitative data analysis</p>

<p>condition s in order to ensure project outcomes?</p>	<p>1.3 How did the programme management team manage these internal and external factors to ensure project outcomes?</p>	<ul style="list-style-type: none"> • Presence of financial factors outside of the programme's control • Presence of planning, implementation, and financial factors within the programme's control • Examples of how the programme management team successfully or less successfully managed these internal and external factors 		
<p>SUSTAINABILITY</p>	<p>Assessing the extent to which the net benefits of the intervention continue or are likely to continue.</p>			
	<p>3. To what extent do the project partners have the capacity (technically, financially and managerially) to continue delivering the project's benefits and services? Do the Coordination Council of Crimes Prevention, Ministry of Justice and Home Affairs, the participating entities to the capacity-building activities and the CT NGO and INGO Network have the mandate, the capacity, the financial means to replicate the approaches promoted by the project?</p> <p>1.1 To what extent changes in attitudes and intended action have been retained over time, especially as a result of the "Dream Umbrella" campaign, IOM's International Recruitment Integrity System (IRIS) Ethical Recruitment Training, MigApp's rollout, and "Human Trafficking Debate Project"?</p>	<ul style="list-style-type: none"> • Presence of future budgeting for incumbent projects • Presence of institutional knowledge and practices accumulated from the project. • Evidence of organizational development of NGOs and capacity building to ensure their capacities are strengthened. • Changes in attitudes and intended action among the target groups 6-12 months after the activities were completed (the "Dream Umbrella" campaign, IOM's International Recruitment Integrity System (IRIS) Ethical Recruitment Training, MigApp's rollout, and "Human Trafficking Debate Project) • Examples of contributions made by the programme towards recommendations set in Lessons learnt: reflections on our 	<p>Document Review</p> <p>KIIs with IOM project staff, government representatives and other actors identified.</p> <p>Surveys of beneficiaries</p>	<p>Triangulation</p> <p>Theory of Change analysis</p> <p>Qualitative data analysis</p>

<p>To what extent adequate capacity building of partners has taken place to ensure mechanisms are in place to sustain activities?</p>		<p>inaugural portfolio, Global Fund to end modern slavery. 2022.</p> <ul style="list-style-type: none"> Examples of contributions made by the programme towards the recommendations set in Trafficking in Persons report, Office to Monitor and Combat Trafficking in Persons, 2021, 2022, 2023. <p>Documents review based on A Toolkit for guidance in designing and evaluating counter-trafficking programmes, Harnessing accumulated knowledge to respond to trafficking in persons, ICAT, United Nations, 2016.</p>		
<p>IMPACT</p>	<p>An assessment of the extent to which the intervention has generated or is expected to generate significant positive and negative, primary and secondary long-term effects produced by the project, directly or indirectly, intended or unintended</p>			
<p>4. Which positive/negative and intended/unintended effects are</p>	<p>1.1. To what extent has the programme design and implementation promoted the achievement of results that target the root causes of human trafficking in Mongolia?</p>	<ul style="list-style-type: none"> Examples of intended /unintended positive/negative institutional changes? Presence of activities that promoted institutional and long-lasting change within relevant government institutions. Examples of areas where programme impacts on at risk communities could have been increased 	<p>Document Review</p> <p>Key informant interviews with project team, government representatives, NGOs .</p> <p>Case Studies</p> <p>Records held by the organizations</p>	<p>Triangulation</p> <p>Theory of Change analysis</p> <p>Qualitative data analysis</p>

<p>being produced by the project?</p>	<p>1.2. To what extent is the programme having or is likely to have a direct impact on the lives of women and men in communities most at risk of human trafficking in Mongolia?</p> <p>1.3. How could programme impacts on migrant workers have been increased and/or better captured?</p> <p>1.4. How did the project management team assess unintended negative impact?</p> <p>1.5. To what extent “Dream Umbrella” campaign, IOM’s International Recruitment Integrity System (IRIS) Ethical Recruitment Training, the rollout of MigApp, and of the “Human Trafficking Debate Project” have resulted in a change in action or behaviour?</p> <p>1.6. To what extent the Baseline</p>	<p>and/or better captured.</p> <ul style="list-style-type: none"> • Examples of contributions made by the programme towards the recommendations set in Trafficking in Persons report, Office to Monitor and Combat Trafficking in Persons, 2021, 2022, 2023. • Post-project test scores indicating increased awareness • Increase in people migrating through legal channels (5.5) • Increase in people contacting a migration centre before departure (5.5) • Increase in valid calls/requests to TIP and MigApp hotline (5.5) • 	<p>concerned (7.3)</p> <p>Survey to the members of CT NGOs network</p>	
---------------------------------------	--	---	--	--

	assessment conducted for the project feeds into the design and development of the newly developed counter-trafficking legislation in Mongolia? 1.7.			
		•	Document review Key informant interviews with project team, government representatives, NGOs . Case Studies	Triangulation Theory of Change analysis Qualitative data analysis
GENDER AND HUMAN RIGHTS	To what extent was a gender and a human rights-based approach mainstreamed into the project design, implementation and results and was it appropriate to the context?			
5. To what extent are gender considerations mainstreamed in project design and implementation?	5.1. How were populations affected by trafficking rights and protection needs as well as gender equality principles considered in the project design, implementation, and monitoring, including the risk management plan? 5.2. To what extent did the project consider inclusivity and	<ul style="list-style-type: none"> • Reflection of disaggregated data and evidence in programme planning documents (including the M&E plan and the risk management plan) that capture extent to which gender and human rights were addressed throughout the programme cycle. • Existence of processes, such as needs assessments, used to base the design of programme activities on disaggregated data and evidence that capture the different needs and priorities of vulnerable groups, as well as capacity needs of duty bearers. 	Document review Key informant interviews with project team, government representatives, NGOs . Case Studies	Triangulation Quantitative and qualitative data analysis Gender equality analysis

	<p>responsiveness to stakeholders with intersecting vulnerabilities and needs in its interventions? What barriers existed to reduce exclusion and transform gender inequalities in the project interventions?</p> <p>5.3. To what extent was the project successfully implemented without any negative impact on existing gender inequities?</p> <p>5.4. To what extent the project promotes to the government and non-government counterparts a gendered approach to prevention and response to trafficking in line with international best practices?</p>	<ul style="list-style-type: none"> • Degree of gender responsive programming, according to the WHO-adapted Gender Assessment Scale • Examples of contributions made by the programme towards the recommendations set in The gendered dimensions of human trafficking, Issue Brief ,ICAT, 2017. 		
<p>6. To what extent is the project helping to ensure</p>	<p>6.1. To what extent is the programme applying a rights-based approach in its implementation (inclusive, participatory, non-discrimination , transparent</p>	<ul style="list-style-type: none"> • Evidence of involvement of representative groups in decision making processes • Evidence of needs assessments • Alignment of the project with the RBA's guidance set in Rights 	<p>Document review</p> <p>Key informant interviews with project team, government representatives, NGOs .</p>	<p>Triangulation</p> <p>Contribution analysis</p> <p>Quantitative and qualitative data analysis</p>

<p>respect of the VoTs' rights enshrined in the Palermo protocol?</p>	<p>and accountable, etc.)?</p> <p>6.2. Have rightsholders and duty bearers been identified, and their capacity built? Have they received information on the project implementation and results?</p> <p>6.3. To what extent victims' return and reintegration was consistent with international protection standards (assessment, family tracing, voluntary)?</p> <p>6.4.</p>	<p>Based Approach Manual, IOM.</p> <ul style="list-style-type: none"> 	<p>Survey with key stakeholders to assess the impact of newly developed legislation on the fulfilment of VoTs' rights.</p> <p>Feedback forms</p> <p>Service providers documentation</p>	<p>Case studies</p>
---	--	---	---	---------------------