



## Mid Term Evaluation:

CHINA: STRENGTHENING BILATERAL COUNTER-TRAFFICKING  
COOPERATION WITH MONGOLIA AND HONG KONG SAR

CT.1140

Report

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## Acronyms

CT	Counter trafficking
DAC	Development Assistance Committee
ECPAT	End Child Prostitution and Trafficking
IOM	International Organization for Migration
J/TIP	Joint Program for Trafficking in Persons
MGEC	Mongolian Gender Equality Center
MOJHA	Ministry of Justice and Home Affairs
MPS	Ministry of Public Security
MTE	Mid Term Evaluation
NCCR	National Centre of Competence in Research
OECD	Organization for Economic Co-operation and Development
PRC	People's Republic of China
RM	Results Matrix
SAR	Special Administrative Region
USD	United States Dollars
VOTs	Victims of Trafficking

# 1. Introduction and Background

Project for Mid Term Evaluation	CT.1140
Duration of the Project	02/01/2018-01/31/2021 (36 Months)
Budget (USD)	USD 780,000.00
Relevant National Office	China Country Office
Donor	J/TIP
Countries covered	China (including Hong Kong SAR), and Mongolia
Evaluation	Mid Term Evaluation
Evaluation Period	2 January 2018 to 30 June 2020

The IOM Missions in the People’s Republic of China (PRC) and in Mongolia have successfully delivered large scale counter-trafficking projects in partnership with government authorities and civil society organizations for almost a decade. In PRC, IOM began its operations in 2007, when the IOM Liaison Office in China officially opened in Beijing. After having held observer status since 2001, on 30 June 2016, China officially became IOM’s 165th member state, opening a new chapter of cooperation. In the same year, IOM Beijing officially became Country Office assuming oversight functions over its Sub-Office in Hong Kong Special Administrative Region (SAR) of the PRC, where IOM has been operational since 1952, as well as for its Country Office in Mongolia, overseen by the IOM Chief of Mission for China and Mongolia based in Beijing.

In PRC, IOM has undertaken various counter-trafficking activities to assist the implementation of China’s Second National Plan of Action to Combat Trafficking for the period 2013-2020. 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 Crime Prevention Council, 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 Plan of Action Against Trafficking.

The report is a midterm evaluation (MTE) of the project “**China: Strengthening Bilateral Counter-trafficking Cooperation with Mongolia and Hong Kong SAR**”, managed by the China Country Office of the International Organization of Migration (IOM) and funded by the US Department of State Office to Monitor and Combat Trafficking in Persons (TIP Office). This MTE was commissioned by the IOM China Country Office and was conducted by Phineas Jasi, an IOM Internal Evaluator based in Bangladesh between January and October 2020, with a break in between due to the Covid-19 pandemic global lockdown restrictions. The evaluation

focused on four of the six OECD-DAC<sup>1</sup> evaluation criteria: relevance, coherence, effectiveness, and efficiency. Human rights and gender equality were integrated into the evaluation criteria as cross cutting themes.

## 2. Context of the Evaluation

China and Mongolia are each source countries for the other. Either side of the border, there are indications that a large informal sex work industry has developed. Many women working there are either victims of trafficking (VOTs) or at significant risk of falling victim. Despite the existence of formal mechanisms of cooperation between the two countries, bilateral cooperation and coordination to combat trafficking across this border, and protect victims, is presently at a low level. In 2016, IOM assisted 44 VOTs through the Mongolian Gender Equality Center (MGEC), all but one women, and all but one victims of sexual exploitation'. One in four was a minor, and 16 of them were trafficked to China. Rescuing the victims in China has often proved challenging, for lack of clear referral and cooperation mechanism between the two countries.

The mid-term evaluation (MTE) took place within the framework of the project **“China: Strengthening Bilateral Counter-Trafficking Cooperation with Mongolia and Hong Kong SAR”**, jointly implemented by IOM China and IOM Mongolia under funding from the US Department of State Office to Monitor and Combat Trafficking in Persons (TIP Office). This three-year project aims to strengthen China’s effectiveness in combating trafficking in persons by enhancing the Chinese government’s ability to work with Mongolia and the Hong Kong Special Administrative Region at the policy and operational level in border areas, based on agreed protocols for joint investigation, police to police cooperation, and effective protection and support of victims. The project started in February 2018 and will end in January 2021 unless further extended due to the time lost during the global Covid-19 induced lockdown. The project goal is to contribute to strengthening China’s Bilateral Counter-Trafficking Cooperation with Mongolia and Hong Kong SAR with five outcomes that contribute to the objective:

- 1) China and Mongolia effectively cooperate in counter-trafficking at the policy and operational level, based on agreed protocols for joint investigation, police to police cooperation, and effective protection of and support for victims.
- 2) Chinese and Mongolian officials in the border zones cooperate effectively at the operational level on counter-trafficking, effectively identify victims of trafficking, and assist them, or refer them to appropriate service providers using agreed guidelines.
- 3) The Mongolian Government implements the Anti-Trafficking Law and protects Mongolian victims of trafficking abroad
- 4) Chinese victims of trafficking in Mongolia, and Mongolian victims in China, avail themselves of support, including voluntary return.
- 5) Hong Kong authorities address the transit of victims of trafficking through the SAR.

The updated Results Matrix (RM) of this project is attached in Annex 4.

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<sup>1</sup> Organisation for Economic Co-operation and Development - Development Assistance Committee; ‘DAC Criteria for Evaluating Development Assistance’: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

### 3. Evaluation Purpose and Objectives

#### 3.1 Purpose and objectives

This evaluation was conducted to assess the overall performance of this project to date, including the extent to which planned activities and outputs of the project were achieved and the level with which the outputs are contributing to the expected outcomes. The secondary objective of this evaluation was to assess whether the overall project strategy was still aligned with the priorities set by the two governments vis-à-vis counter-trafficking work to possibly opt for a project proposal revision.

The findings of this evaluation will be used by the project management to improve the implementation of ongoing activities and increase the likelihood to reach the expected results at the end of the last implementing year, being still in time to re-align the project strategy with current counter-trafficking needs. Evaluation findings will also be used by the project team and donor to assess the project’s effectiveness and value for money. These objectives are operationalized in a series of evaluation questions and indicators.

Table 1: Evaluation Intended Users and Uses

Intended Users	Intended Uses
IOM China	<ul style="list-style-type: none"> <li>- To improve identification of country’s needs and alignment of IOM’s interventions with national, regional and global development agenda;</li> <li>- To improve identification of and alignment of IOM’s interventions with national, regional and global development and migration agenda.</li> <li>- To improve efficiency and effectiveness of future project implementation.</li> <li>- To demonstrate accountability of project implementation and use of resources.</li> <li>- To identify specific follow up actions/initiatives and project development ideas.</li> <li>- To document lessons learned and best practices.</li> </ul>
All IOM units / country and regional offices implementing Counter trafficking projects	<ul style="list-style-type: none"> <li>- To improve efficiency and effectiveness of current and future CT projects.</li> </ul>
J/TIP	<ul style="list-style-type: none"> <li>- To assess value for money.</li> <li>- To use the findings and conclusions in consideration of future project funding approval.</li> </ul>

#### 3.2 Evaluation scope

This evaluation was conducted to cover two and half years of the project implementation (January 2018 – June 2020) and the three implementing sites for this project (China Mainland, Hong Kong SAR, China and Mongolia). The Terms of reference for the evaluation are in Annex 1.

#### 3.3 Evaluation criteria

This evaluation focused on relevance, coherence, effectiveness and efficiency of the project. A specific section was developed under each criterion to include an analysis of the cross-cutting themes of gender and human rights. Responses to cross-cutting questions were integrated across the findings.

## 4. Evaluation Methodology

The evaluator used participatory and mixed methods approach, involving consultations with the relevant stakeholders as much as possible considering the evaluation was conducted remotely. Data was collected from a number of different sources in order to cross validate evaluation findings.

### 4.1 Data sources and collection

Primary and secondary data collection methods were utilized to ensure reliability of data:

- 1) Desk review of available data, documents and reports shared by the China Country Office.
- 2) Key informant interviews: interviews were conducted remotely with IOM and stakeholders involved in the project. Three Skype meetings were conducted with IOM staff in China, Mongolia and Hong Kong SAR separately. A total of four written questionnaires were sent and returned from the governmental officials in the three study areas (see Annex 3).

### 4.2 Data sampling

A total of ten stakeholders involved in the project were interviewed, as follows:

- Three IOM staff from the China County Office, one from IOM Hong Kong SAR Office and three from IOM Office in Mongolia.
- Three Government officials from the Government of China and Mongolia.

### 4.3 Data Analysis

Quantitative and qualitative approaches were used to analyse findings from the documents and interviews. This approach was also used to assess the achievements of the project using the Results Matrix Monitoring Framework and accompanying project documentation. Triangulation (reviewing two or more sources of data) was used to corroborate findings, substantiate findings and to underline any weaknesses in the evidence. For each evaluation criteria a rating was determined based on the following scale:

**Table 2: Evaluation criteria and scaling**

Evaluation Criteria Scaling		Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention.	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining.	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement.	
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution, but significant improvement required.	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution.	

#### 4.4 Limitations and proposed mitigation strategies

In total, five limitations and challenges were identified for the evaluation and detailed in the Inception Report. The following table describes these limitations and how they were addressed.

**Table 3: Limitations and challenges**

No.	Limitation	How these limitations were addressed
1	Timing: Stakeholders and beneficiaries were not be available at all times to provide inputs (also due to COVID-19 situation) and/or feel uncomfortable responding remotely.	Despite the evaluation being conducted remotely, stakeholders were available for the evaluation. All interviewees were willing to be interviewed remotely. However, beneficiaries were not reached.
2	General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.	All key stakeholder groups were reached; the remote nature of the evaluation made it difficult to conduct larger discussion groups with beneficiaries, but this did not significantly impact on the results.
3	Objective feedback from interviewees – they may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.	This did not materialize as a major obstacle; all discussions were transparent and open. All interviews were conducted by the Evaluator alone.
4	General bias in the application of causality analysis.	This did not pose a major limitation as a general consensus was found on the majority of findings.

## 5. Findings

### 5.1 Introduction

The project was relevant and aligned with national priorities and strategies and was distinct from other projects given its focus on its sub-regional approach between China, Hong Kong SAR and Mongolia. The objective and four outcomes were assessed from January 2019 to June 2020, with the Covid-19 lockdown having affected implementation from January 2020. However, the project results were valuable in providing clear evidence as to where the obstacles were in moving towards cooperation on counter trafficking between the Mongolian and Chinese governments. The below table summarizes the findings and provides a rating for each evaluation criteria:

**Table 4: Summary evaluation findings per criteria**

Evaluation criteria and rating	Explanation	Supporting evidence
<b>Relevance</b>  <b>4 –Very good</b>	The project was assessed as being relevant and aligned with national priorities and strategies of the governments of China and Mongolia. The project was designed in collaboration with the main government partners and stakeholders.	Identification of National Skills Development Policy; recognition in policies and by stakeholders of need for ethical recruitment and skills recognition.
<b>Coherence</b>  <b>5– Excellent</b>	The project was found to be coherent with IOM activities in China and with other interventions aimed at combatting trafficking. The project was distinct from other projects given its focus on police to police cooperation and provision of direct assistance to victims of trafficking.	Identification of IOM projects collaborating with this project; Identification of external projects in counter trafficking by other agencies.
<b>Effectiveness</b>  <b>4 – Very Good</b>	The goal and five objectives were assessed as being largely achieved, except Objective 5. However, the project results were valuable in providing clear evidence as to where the obstacles were in moving towards combatting trafficking in China and Mongolia.	Updated results matrix, event and donor reports, interviewees and documentation confirmed project achievements (or lack of) and challenges/obstacles.
<b>Efficiency and cost effectiveness</b>  <b>4– Very good</b>	The project was found to be managed efficiently and cost-effective with the use of financial resources appropriate and all activities carried out within budget. The results achieved so far were found to be proportionate to the costs expended.	Available project reports.  Budget reporting and documentation.

Since inception, the major contribution of IOM’s work in border areas between China and Mongolia achieved through project activities so far included organizing the first high level official meeting between China and

Mongolia police in Beijing in October 2019, where nine (9) Government and four IOM officials attended. The main objective of the meeting was to brief participants about current issues China and Mongolia face in counter-trafficking investigations in general and between the two countries, respectively. More importantly, the meeting represented the first point of contact for Chinese and Mongolian key counter-trafficking stakeholders and initiated discussions about scope and methodology of enhanced bilateral cooperation through an informal platform for discussions and information exchange. The two sides exchanged their best practices in anti-trafficking and communicated on police-police cooperation and joint investigations along border of the two countries. In addition, the two sides committed to start negotiations on further anti-trafficking. At the end of 2019, IOM conducted a joint training workshop for police officers from China and Mongolia. One key achievement of the project was the establishment of an informal police exchange platform under this project as the two countries did not adequately exchange case clues due to the absence of a convenient and efficient channel to communicate.

### ***5.2 Relevance of Project to National Priorities and Strategies: Very good (4).***

The project was assessed as being relevant and aligned with national priorities and strategies of the governments of China and Mongolia in the areas of combatting trafficking. The project was designed in collaboration with the main government partners and stakeholders. The project had a logical connection between the objective, outcomes, outputs and activities. Human rights and gender equality considerations were taken into consideration during project design.

Project activities responded to the needs and priorities of the Chinese Government (including of Hong Kong, SAR) and of the Mongolian Government by ensuring that there were exchange visits and high level consultations on drafting memorandum of understanding (MOU) to enhance cooperation. The key informant from the Chinese government mentioned that;

*“the project aligns with the needs of vulnerable migrants and all the non-law enforcement actors in China and Mongolia and therefore remains relevant in addressing the absence of police to police cooperation between the governments. However, our only appeal is to increase the number of participants in trainings to reach more officials”.*

The project was aligned with national priorities and strategies, notably the China National Plan of Action against Trafficking in Persons (2013—2020) and the law on Combatting Trafficking in Persons (Mongolia). The importance of reducing trafficking in persons was also aligned with the needs of the government of China and Mongolia. The project was designed by IOM China in collaboration with the main government partners and further consultations with other stakeholders. Although project beneficiaries, victims of trafficking were not consulted in the project design, their needs were taken into consideration, notably by considering which needs and services they required and to be successfully reintegrated back into their communities. The project was designed in accordance with the IOM Project Handbook. The results matrix (RM) was developed with five objectives, 11 outcomes and supporting outputs and activities.

A key informant in Mongolia mentioned that the project addresses key issues of human trafficking faced by Mongolia and indicated that;

*“Young girls and women who are the most vulnerable to human trafficking are the sex workers who are trafficked from here to China. In most cases, Mongolian women and girls are lured by the Chinese and exploited (sexual and labour exploitation) abroad and sometimes conniving with the local Mongolian to lure the girls. This means that citizens of both countries cooperate in committing this crime. The law enforcement authorities need to pay attention to this and we are required to cooperate in identification, detection, and prevention of this crime, by supporting and closely working with each other. Thus, we need to promptly exchange information on the victims of trafficking from both countries, organize safe repatriation, exchange information on human trafficking cases, organize outreach activities in border areas, warn criminals to stop trafficking, and organize a campaign called Human Trafficking in 2021’ on the Chinese side”, (Key informant, Government of Mongolia).*

The expected outcomes and their outputs as developed by the project remain valid and pertinent. In terms of direct beneficiary needs, a total of 19 VOTs have been assisted from September 2018 to June 2020 and the newly identified victims still required expedited immediate assistance and long-term reintegration support. As described below, the project made a partial contribution to meeting these needs but at the same time clearly identified the obstacles and potential solutions for victim identification.

Human rights were taken into consideration during project design and implementation, particularly in the immediate and reintegration support for victims of trafficking and the promotion of government to government approach which was integrated within the project design. In terms of gender equality targets for project beneficiaries, the project has provision to assist all types of victims. However, it proved difficult in project implementation especially during trainings and meetings between governments of China and Mongolia as more males participated than females. The key information from the Government of Mongolia further stated that;

*“the project is supporting us in organizing discussions on how to prevent foreign nationals from violating the laws of Mongolia, preventing them from becoming involved in possible crimes, disseminate information on these issues, and in case of becoming a victim or offender, the project helps inform on where and how to access services and assistance”, (Key informant, Mongolian government).*

### **5.3 Coherence with Internal and External Projects: Excellent (5)**

The project was found to be coherent with IOM activities in China and with other interventions in the field of combatting trafficking. The project was compatible with other IOM activities although being distinct as the only IOM project in China during the implementation period that focused on the police to police cooperation and providing direct assistance to victims of trafficking between Mongolia and China. It is noteworthy that IOM China is currently the only international organization actively working with the govt in counter trafficking in China. Some local non-governmental organizations (NGOs) aid trafficked children and women to reunite them with their families.

One complementary IOM project is funded by the UK Modern Slavery Fund called ‘**Development of Chinese Framework to Support victims of Modern Slavery/Human Trafficking**’. This provincial pilot project gives China sufficient practical experience to establish a national referral mechanism for the identification of victims of

Trafficking in Persons and Modern Slavery and their referral between law enforcement and victim support agencies, filling a significant capacity gap. In Mongolia, the Government of the Netherlands is funding a project called **“Strengthening Mongolia's Efforts to Prevent and Respond Tto Human Trafficking”** which seeks to help the Government of Mongolia (GoM) consistently identify and protect victims. This project introduced a set of mutually reinforcing activities centered 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.

A Government of Mongolia official mentioned that;

*“Within the framework of the Law on State Inspections, when conducting inspections on entities which invited foreign nationals for work purposes, we are responsible for checking if there is no exploitation and we aim to prevent possible crimes. So, the IOM project’s activities closely and importantly align with our duties and daily work”, (Key Informant, GoM)*

Regarding external coherence, the UN-ACT China only facilitates one training a year to ensure that the Ministry of Public Security Office of Counter Trafficking (MPS OCT) meets in the context of the COMMIT process. In Mongolia, the U.S.-Mongolia Child Protection Compact (CPC) Partnership aims to combat child trafficking in Mongolia. The CPC Partnership is a multi-year plan, developed jointly by the United States and the GoM, to achieve shared objectives aimed at strengthening efforts to effectively prosecute and convict child traffickers, provide comprehensive trauma-informed care for child victims of these crimes, and prevent child trafficking in all its forms. Partnership efforts include providing targeted anti-trafficking assistance to organizations to implement elements of the plan. The project is implemented by a consortium of five non-governmental organizations (NGOs).

In explaining the synergies and interlinkages that exist among the projects, the key informant from the Chinese government indicated that;

*“the goals of the projects are the same and they are implemented under the guidance of the Anti-trafficking Office of the Criminal Investigations Bureau in the Ministry of Public Security. What may vary are the activities but ultimately, we aim to eliminate trafficking in persons from, in or through China”.*

In Mongolia, the project’s activities were said to be very coherent and supportive of the main duties of the Government on preventing foreign nationals from crimes, illegal migration, solving violation of laws by citizens and entities who invite foreign nationals in Mongolia. Therefore, the local level trainings organized by IOM in different regions of Mongolia reached out to all important parts of the country. The National Program to Combat Trafficking with Government order 148 was approved in May 2017 and is a five-year plan from 2017 to 2021 from which the police develop their annual plans for implementation and reporting to the government bi-annually. This project supports the implementation of this order.

#### **5.4 Effectiveness of the Project: Very Good (4)**

The objective and five outcomes were assessed as achieved so far except Objective 5 which was rated as partially achieved. However, the project results were valuable in providing clear evidence as to where the

obstacles were in moving towards combatting trafficking and providing direct and reintegration assistance to VOTs in Mongolia and China. The main obstacles to the project's progress were external, such as the delays to be granted approval to organize a training with the Hong Kong Security Bureau and with the Immigration Department and the global Covid-19 pandemic. It is important to note that China went into a lockdown earliest in comparison to the rest of the world and this negatively affected project implementation.

Key informants indicated that the high-level official exchange visits and meetings between MPS OCT in China and representatives of the Secretariat for Crime Prevention Council of Mongolia, training workshops such as the China – Mongolia Joint Practical Training on Police to Police Cooperation on Counter Trafficking Investigations held in December 2019 (Beijing) and seminars conducted so far have proved effective in raising awareness within the two governments on trafficking issues despite the setback of Covid-19 pandemic. One of the key informants mentioned that;

*“it is necessary to speed up the project implementation once the pandemic is under control, as trafficking is likely to resume at a much higher rate than before the pandemic. We expect that most countries will impose tougher immigration laws and that comes with higher cases of smuggling, trafficking, and irregular migration”.*

Throughout the project's duration, collaboration and coordination with partners and stakeholders was effective. The project's activities were carried out in close coordination with the main government partners. Stakeholders such as the MGEC, MPS OCT and the Government of Mongolia were consulted regularly, and the working relationship was constructive.

Summary results under each objective are explained below and full results are in Annex 4 (Updated Logframe).

**Contributing to Objective 1**, one of the main trainings conducted during the period under evaluation was the China – Mongolia Joint Practical Training on Police to Police Cooperation on Counter Trafficking Investigations in December 2019. This was the first nation-wide joint training of 25 Mongolian and Chinese investigators and a valuable opportunity for them to share their experiences in investigating cross-border trafficking cases, legal and technical requirements in police operations. The participants included 13 male and two female investigators from the Investigation Departments at the Public Security Bureaus and 10 male Mongolian investigators from the Department to Combat Organized Crime and Human Trafficking and from the Law Enforcement University of the Mongolian Police. A key outcome was the operationalization of the Memorandum of Understanding (MoU) signed in 2011 between the Government of Mongolia and the Government of China by raising awareness about its contents and legal framework of bilateral cooperation.

The workshop was excellently reviewed and viewed as highly effective by the participants. The 25 participants completed the final evaluation and 100% of them indicated that their knowledge was enhanced after the training and found the subject matter covered in the workshop, as well as the quality of presentations and the interactive methods of work to be excellent. The participants also repeatedly acknowledged the well-balanced combination of theory and practice during the training. Furthermore, the survey revealed significant increase in the self-assessed level of knowledge of laws and key human trafficking concepts. The highest

growth in knowledge was observed regarding the difference between smuggling and trafficking, as well as the Chinese legislative background on trafficking.

**In line with Objective 2**, a Joint Training on Victim Identification and Referral for Public Security Bureau (PSB) and Civil Affairs Bureau (CAB) Officials in Inner Mongolia was held in October 2019 in Hohhot, Inner Mongolia Autonomous Region. A total of 22 male and 13 female Chinese officials, including 25 Officials from the Inner Mongolia Provincial Public Security Bureaus and 10 Officials from Civil Affairs Bureaus in charge of victim protection and assistance, participated in the training. The training was provided using *Guidelines on Victim Identification, Protection and Provision of Assistance to Victims of Trafficking* developed within the framework of this project to address the China-Mongolia trafficking context and strengthen and encourage sustainable cross border cooperation.

The effectiveness of the training was assessed through pre and post training evaluations. Overall, the workshop received excellent feedback from both PSB and CAB officers. The pre-test questionnaires showed that some of the participants were familiar with the legislation related to trafficking, but a significant number were not familiar with the United Nations (UN) Protocol definition and relevant articles. The training increased the participants' understanding and practical knowledge and skills and was rated consistently as excellent or very good with respect to satisfaction and benefits and all respondents (100%), stated that the training met their expectations in terms of the stated aims and objectives in the area of VoT identification, VoT interviewing and Standards in Protecting and Assisting Victims.

Under the same objective, the Joint Training on Victim Identification and Referral for Police and Service Providers in Mongolia was done in June 2020, factoring in the restrictions of convening meetings in Mongolia as a COVID-19 containment measure. A total of 19 men and nine women police officers and NGO personnel in charge of assisting VoTs were trained on victim identification and referrals. Three online training-of-trainers (ToT) sessions were also organized in June 2020 to build the capacity of the two national trainers to deliver trainings on victim identification and referral based on international standards.

**Under Objective 3**, in October 2019, IOM supported logistics and costs for the fourth monthly meeting of the newly re-established NGO Network. The meeting was attended by representatives from the following organizations: IOM, Asia Foundation, End Child Prostitution and Trafficking (ECPAT), UnBound Mongolia, the Mongolian Gender Equality Center (MGEC), Talita Asia, the National Centre of Competence in Research (NCCR) and Blue Hearts Campaign. The Mongolian Ministry of Justice and Home Affairs (MoJHA) requested IOM's support to develop Procedures on legal counseling to victims and on protection of victims' dignity and safety in December 2019. The project started work on this to develop the Procedures to help the Mongolian Government accomplish obligations indicated in Art. 5.2.3 of the Mongolian Anti-Trafficking Law which urge the MoJHA to adopt regulations to protect VOTs' dignity and reputation, to be developed in collaboration with the State General Prosecutor.

**To fulfil Objective 4**, MGEC started providing support to victims of trafficking and in total, 19 beneficiaries had received assistance by end of June 2020. MGEC's assistance includes legal counselling, vocational training and accommodation in shelter, coordination to finalize reintegration planning.

**In line with Objective 5,** Despite the Hong Kong SAR Public Security Bureau (PSB) and Immigration Department's full support over this objective, IOM faced various challenges in delivering the two trainings for border officials on the identification of victims in transit. Immigration officials opened the training to registration, but there was a lack of individuals signing up. A challenge that emerged was linked to the current restrictions on convening workshops implemented as a Covid-19 containment measure.

Several internal and external factors have influenced (positively or negatively) the achievement of the project's objectives so far. Externally, the project benefits from the cooperation of the main government partners in China and Mongolia and the relevant stakeholders. Their support enabled the project to advance and adapt, as necessary and the need to address and combat trafficking was universally agreed amongst stakeholders. The expertise of IOM in counter trafficking and sustainable reintegration was recognized by stakeholders and the experience brought by the project manager and other IOM staff appreciated even during post training/workshop evaluations. The range of project activities, combining elements of counter trafficking, improving government to government partnerships, providing direct immediate and reintegration assistance to VOTs, capacity building of local civil society organizations to provide reintegration were seen as a positive influence on the project's achievements.

Table 5: Summary of Key Performance Indicators (KPI)

Status	CPI 1.1	CPI 1.2	CPI 2.1	CPI 2.2	CPI 3.1	CPI 3.2	CPI 5.2	CPI 6.1	CPI 6.2	CPI 8.1	CPI 9.1	CPI 13.1
KPI	Output 4.2 <i># of training for MIA inspectors orientation session</i>	Output 4.2 <i># of participants at training for MIA inspectors orientation session</i>	Outputs 2.1, 2.3, 3.2 and 5.1 <i># of training</i>	Outputs 2.1, 2.3, 3.2 and 5.2 <i># of participants in trainings</i>	Output 1.3: <i># of trainings</i>	Output 1.3 <i># of participants</i>	Output 4.2 <i># of cards</i>	Outcome 2.1 and 5.1 <i>VoTs identified by law enforcement in Mongolia/HK (only in transit)/China</i>	Outcome 5.1 <i>VoTs referred to shelters by authorities in HK SAR only</i>	Outcome 3.2 and 4.2 <i>victims from mission assisted by MGEC</i>	Outcome 1.1 <i># of joint investigations</i>	Outputs 1.2, 1.4, 2.2, 2.4 and Outcome 3.1 <i># of protocols of NGO or Govt</i>
Target	2	230	10	245	4	100	10,000	50	30	40	24	5
MTE Progress <sup>2</sup>	3	143	7	235	3	71	10,000	17	0	30	11	0
Pending	0	87	3	10	1	29	0	33	30	10	13	5

<sup>2</sup> RED – Behind schedule. ORANGE – On course. GREEN - Achieved

### 5.5 Efficiency and Cost Effectiveness – 4 – Very good

The project was found to be managed efficiently and cost-effectively with the use of financial resources appropriate and all activities carried out under the relevant budget lines. The workplan and timeline lagged in some activities and these were justified in the quarterly narrative and financial reports and some of these are explained below. The results achieved were found to be proportionate to the costs expended.

The overall management of the project was efficient. The project included a range of activities which were executed efficiently by the project manager, according to the stakeholders. The project manager adhered to the original workplan while making necessary adjustments and flexibilities required during the project’s implementation, such as the above-mentioned revision of the project’s activities in Hong Kong SAR. However, the effects of the Covid-19 pandemic were yet to be seen in full by the time of the MTE but suffice to indicate that the timelines and workplan were highly affected.

The project demonstrated regular monitoring of project progress throughout the timeframe, with interim narrative and financial reports, submitted quarterly without fail. The donor also reviewed and gave comprehensive feedback to the reports before endorsement as duly submitted.

**Budget Analysis:** The project was allocated USD **1,291,289** and according to the MTE financial report, the overall burn rate was 51% against a time lapse of 81% by 30 June 2020. The main headings budget, expenditure and burn rates are shown below;

**Table 6: Comparison between the Proposed budget and the Actual Expenditure (\$USD) as at 30 June, 2020 (Time lapse: 81%).**

Expenditure item	Proposed Budget	Actual Expenditure	Burn Rate (%)	Color Code <sup>3</sup>
Staff	319,188	209,006	65	GREEN
Office	42,660	17,738	42	ORANGE
Operational: Objective 1	92,681	68,554	59	GREEN
Operational: Objective 2	166,973	93,381	51	ORANGE
Operational: Objective 3	26,000	14,086	38	RED
Operational: Objective 4	37,760	17,804	86	GREEN
Operational: Objective 5	48,250	14,000	7	RED
M&E	15,000	0	0	RED
<b>TOTAL</b>	<b>780,000</b>	<b>450,660</b>	<b>58</b>	GREEN

The results achieved were found to be proportionate to the costs expended. Although the project’s objectives have not yet been met as this is a MTE, the results of the project so far are valuable for moving towards combatting trafficking between China, Mongolia and Hong Kong SAR. Results were achieved with a relatively small budget compared to other projects in the counter trafficking sector.

<sup>3</sup> GREEN = High burn rate. ORANGE = Medium burn rate. RED = Low burn rate

However, some activities costed more than the initial budget, such as the high-level meetings between the Governments of China and Mongolia. During the first meeting in October 2019, costs associated with participants' transportation, accommodation, professional interpretation and refreshments were significantly higher than originally planned<sup>4</sup>. Given the official nature of this meeting, professional interpretation was a critical factor to ensure full understating among government participants, especially considering the technical and detailed matters discussed.

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<sup>4</sup> The original budget for each activity is 2,000 dollars. IOM identified spare funds from other training costs to cover the inflated costs. The new budget identified is sufficient to cover both meetings.

## 6. Conclusions and Recommendations

### 6.1 Conclusions

The project set out to maximize the benefits of migration through combating trafficking in persons by government to government cooperation between the Chinese and Mongolian governments. In the area of promoting this cooperation, the project supported the first Chinese and Mongolian government representatives meeting in October 2019 to enhance their countertrafficking cooperation. This was followed by the China – Mongolia Joint Practical Training on Police to Police Cooperation on Counter Trafficking Investigations in December 2019 (Beijing). Challenges on transnational trafficking cooperation surfaced through the various engagements and trainings such as cultural differences, language barriers and shortage of professional translators, incompatible terminology and legislative framework, varying policies and evidential standards and procedures. Formal cooperation and the authentication of evidence was deemed to be very time consuming in the absence of clear operational indications on how to proceed with formal requests, in some cases preventing a timely exchange of information.

The MTE reviewed the results and tracked progress against indicators of the project. All the four OECD-DAC criteria that were evaluated scored 4 or higher according to the description provided earlier. On **Relevance** (4), the project was evaluated as being relevant and aligned with national priorities and strategies of the governments of China and Mongolia. The project was designed in collaboration with the main government partners and stakeholders. **Coherence** (5) was excellent as the project was found to be coherent with IOM activities in China and Mongolia and with other interventions aimed at combatting trafficking. The project was distinct from other projects given its focus on government to government and police to police cooperation and provision of direct assistance to victims of trafficking.

Regarding **Effectiveness** (4), the goal and five objectives were assessed as being largely achieved except Objective 5 which had some challenges. However, the project results were valuable in providing clear evidence as to where the obstacles were in moving towards combatting trafficking in China and Mongolia. Under **Efficiency and cost effectiveness** (4), the project was found to be managed efficiently and cost-effective with the use of financial resources appropriate and all activities carried out within budget. The results achieved so far were found to be proportionate to the costs expended.

### 6.2 Recommendations

#### A. Reprogramming of Activities

The lockdown restrictions imposed due to the Covid-19 pandemic have resulted in delayed activities and workplans. This calls for reprogramming of activities and inevitable need for no-cost extension (NCE) of the project. The reprogramming must take note of the changing context, priorities on changes that can be implemented immediately, medium term or long term depending on the new lifespan of the project.

#### Recommendation:

For IOM China:

- Consider reprogramming activities and adjust training modalities and request for a NCE.

**China: Strengthening Bilateral Counter-trafficking Cooperation with Mongolia and Hong Kong SAR**

## B. Modify Hong Kong SAR Activities under Objective 5

Objective 5 had the least progress across all the project outcomes due to challenges indicated earlier with the Hong Kong SAR officials. IOM is considering altering this activity and the suggested changes should support the achievement of similar project results in terms of target audience reached.

### Recommendation:

For all IOM China and Hong Kong SAR:

- Consider reshaping the Objective and modality of implementation of the trainings. Suggestions include converting the training from face-to-face training format into guidelines to be distributed to officials for their voluntary consultation.

## C. Project Budget versus Costs

Some of the budget lines, such as those covering trainings and technical meetings were underbudgeted. This resulted in some of the expenses exceeding the budget to ensure that the quality of the trainings and meetings be preserved.

### Recommendation:

For IOM China:

- Realign the budget during the reprogramming and request for NCE exercise to absorb the costs of the previously conducted training and make the pending trainings more cost effective, where possible.

## D. Project design

The project design provided the project manager with a clear goal, objectives, outputs, and activities. However, there are some indicators that require revision and combinations and some of these are mentioned below;

- (1) Rephrase Outcome 3.1 and Output 3.1 relative to assistance to MoJHA. The project was supposed to deliver ongoing technical support to help achieve (i) development and implementation of a National Plan of Action on Trafficking (NPAT), (ii) enhancing political willingness for, and protocols outlining, cooperation with NGOs and (iii) establishment of a task force on the creation of information sharing system among key partners. Regarding point one, the NPAT was developed and enacted shortly before the approval of this project in 2018 which already identify counter-trafficking priorities, their timeline and responsible organizations. Consequently, two indicators under Objective 3 have language that conflicts with the current policy framework:
  - **Output indicator 3.1** expects the project to achieve one discussion between government and civil society resulting in written agreement on priorities for the development of the National Plan of Action on Trafficking (NPAT), attaching responsibility to specific agencies.
  - **Outcome indicator 3.1** reports 'the NPAT is advanced significantly in the first year and completed by the end of the third year; and government and civil society organizations with responsibility for counter-trafficking in Mongolia collaborate on the basis of agreed written protocols.' Its measured by the completion of implementation steps for the final development of NPAT.
- (2) This project is working to support points two and three (enhancing political willingness for cooperation with NGOs and establishing a task force for information sharing among key partners) respectively with the

development of the 'Procedures for the Safety and Dignity of Victims of Trafficking' and with ad hoc support to the NGO Network meetings.

**Recommendation:**

For Programme Manager:

- Closely liaise with the Donor to revise the indicators as part of the NCE process. Indicators that require revisions are:
  - Output 3.1
  - Outcome 3.1
  - Output 5.1
- It is evident that the organization of a meeting discussing priorities to advance the development of a NPAT, as originally described in the Project proposal is no longer relevant. As such, the PM is encouraged to rephrase the language of the two indicators to reflect proposed activities<sup>5</sup>.
- The following indicators have been adjusted (highlighted words added) to make them more specific;
  - **Outcome Indicators 1.1:** # of Bilateral cooperation on investigations/prosecutions/convictions established
  - # of Bilateral cooperation and joint training on victim identification, referral, protection, and rehabilitation best practices established.
  - **Output Indicator 1.1:** Written protocol on bilateral cooperation on counter-trafficking produced (target: 1)

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<sup>5</sup> A suggested revision for these indicators is included at p. 32 and 33 of this report.

## Annex 1: MTE ToR

### MID-TERM EVALUATION FOR THE PROJECT “CHINA: STRENGTHENING BILATERAL COUNTER-TRAFFICKING COOPERATION WITH MONGOLIA AND HONG KONG SAR”

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

#### 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 Missions in the People’s Republic of China (PRC) and in Mongolia have successfully delivered large scale counter-trafficking projects in partnership with government authorities and civil society organizations for almost a decade. In PRC, IOM began its operations in 2007, when the IOM Liaison Office in China officially opened in Beijing. After having held observer status since 2001, on 30 June 2016, China officially became IOM’s 165th member state, opening a new chapter of cooperation. In the same year, IOM Beijing officially became Country Office assuming oversight functions over its Sub-Office in Hong Kong Special Administrative Region (SAR) of the PRC, where IOM has been operational since 1952, as well as for its Country Office in Mongolia, overseen by the IOM Chief of Mission for China and Mongolia based in Beijing. In PRC, IOM has undertaken various counter-trafficking activities to assist the implementation of China’s Second National Plan of Action to Combat Trafficking for the period 2013-2020. 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 Crime Prevention Council, 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 Plan of Action Against Trafficking.

China and Mongolia are each source countries for the other. Either side of the border, there are indications that a large informal commercial sex industry has developed. Many women working there are either VOTs or at significant risk of falling victim. Despite the existence of formal mechanisms of cooperation between the two countries, bilateral cooperation and coordination to combat trafficking across this border, and protect victims, is presently at a low level. In 2016 IOM has assisted 44 VOTs through the Mongolian Gender Equality Center (MGEC), all but one women, and all but one victims of sexual exploitation’. One in four was a minor, and 16 of them were trafficked to China. Rescuing the victims in China has often proved challenging, for lack of clear referral and cooperation mechanism between the two countries.

This mid-term evaluation will take place within the framework of the project “China: Strengthening Bilateral Counter-Trafficking Cooperation with Mongolia and Hong Kong SAR”, jointly implemented by IOM China and IOM Mongolia under funding from the US Department of State Office to Monitor and Combat Trafficking in

Persons (TIP Office). This three-year project aims to strengthen China's effectiveness in combating trafficking in persons by enhancing the Chinese government's ability to work with Mongolia and the Hong Kong Special Administrative Region at the policy and operational level in border areas, based on agreed protocols for joint investigation, police to police cooperation, and effective protection and support of victims. The project started in January 2018 and will last until December 2020.

The project has the following five outcomes in order to contribute to the objective:

- 6) China and Mongolia effectively cooperate in counter-trafficking at the policy and operational level, based on agreed protocols for joint investigation, police to police cooperation, and effective protection of and support for victims.
- 7) Chinese and Mongolian officials in the border zones cooperate effectively at the operational level on counter-trafficking, effectively identify victims of trafficking, and assist them, or refer them to appropriate service providers using agreed guidelines.
- 8) The Mongolian Government implements the Anti-Trafficking Law and protects Mongolian victims of trafficking abroad
- 9) Chinese victims of trafficking in Mongolia, and Mongolian victims in China, avail themselves of support, including voluntary return.
- 10) Hong Kong authorities address the transit of victims of trafficking through the SAR.

#### **Evaluation purpose**

This evaluation will be conducted to assess the overall performance of this project to date, including the extent to which planned activities and outputs of the project were achieved and the level with which the outputs are contributing to lead to the expected outcomes. The secondary objective of this evaluation is to assess whether and how the overall project strategy continues being aligned with the priorities set by the two governments vis-à-vis counter-trafficking work to possibly opt for a project proposal revision.

The findings of this evaluation will be used by the project management to improve the implementation of ongoing activities and increase the likelihood to reach the expected results at the end of the last implementing year, being still in time to re-align the project strategy with current counter-trafficking needs. Evaluation findings will also be used by the project team and donor to assess the project's effectiveness and value for money.

#### **Evaluation scope**

This evaluation will be conducted over the first and second year of the project implementation (January 2018 – December 2019) and will cover the three implementing sites for this project (China Mainland, Hong Kong SAR, China and Mongolia). Evaluation field visits will be carried out in Beijing, Ulaanbaatar and Hong Kong SAR.

#### **Evaluation criteria**

This evaluation will cover the criteria of relevance, coherence<sup>6</sup>, effectiveness and efficiency of the project. A specific section will be developed under each criterion to include an analysis of the cross-cutting themes of

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<sup>6</sup> The revised OCED/DAC Evaluation Criteria: <http://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

gender and human rights.

### Evaluation questions

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

Relevance: is the intervention doing the right things?

- To what extent the project's expected results remain valid and pertinent either as originally planned or as subsequently modified in responding to the needs and priorities of the Chinese Government (including of Hong Kong, SAR) and of the Mongolian Government, vulnerable migrants and of other relevant non-governmental actors, including of the JTIP's strategic priorities?
- To what extent the theory of change of the project is in addressing the project objective, which is to strengthen China's effectiveness in combating trafficking in persons? To what extent was a gender sensitive approach used in the design and implementation of the project, especially while providing support to victims of trafficking?

Coherence: How well does the intervention fit?

- (Internal Coherence): To what extent the project synergizes and interlinks between other interventions being implemented by IOM regarding prevention, protection and prosecution of trafficking in persons in Mainland China, Hong Kong SAR and Mongolia; and to what extent the project's interventions correspond to SDG's target 10.7, the Global Compact for Migration, and other relevant human rights treaties?
- (External Coherence): To what extent the project synergizes and interlinks between interventions of the Government of China and the Government of Mongolia and donor communities regarding prevention, protection and prosecution of trafficking in persons in Mainland China, Hong Kong SAR and Mongolia?

Effectiveness:

- To what extent the project has implemented its planned activities and achieved its expected outputs and outcomes within allocated resources and time?
- What are contributing and/or hindering factors for the project to achieve its planned outputs and outcomes within the allocated resources and time, and how does the project respond to those hindering factors?
- How effectively the project implementation monitoring and reporting system is being implemented, and what areas require additional attentions?
- What are key lessons learned and priorities should the project consider in maximizing its ability to achieve the expected results?
- Are there any unplanned negative or positive effects in relation to gender/human rights and governance?

Efficiency and cost effectiveness: How well are resources being used?

- How well were the resources (funds, expertise, time, etc.) converted into the results?
- Were the project activities undertaken and were outputs delivered on time?

- Are/were there any possible alternative means for a more cost-effective implementation?

### **Evaluation methodology**

The following combination of data collection methods is proposed in the evaluation, pending discussion with and the inception report of the 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 (e.g. NGO providing reintegration and assistance to VoTs), selected government agencies and a total of at least 20 beneficiaries based on a non-random sampling selection;
- Questionnaires submitted to government agencies and final beneficiaries (e.g. victims of trafficking assisted within the framework of this project upon their consent, a proper fitness-to-interview assessment, and with due regard to their physical and psychological conditions) based on a non-random sampling selected from each beneficiary's category for a total of at least 20 beneficiaries.

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:

- One inception report presenting the evaluator's approach to answering to the evaluation questions in compliance with the overall purpose of the evaluation;
- One preliminary report presenting the preliminary findings of the evaluation;
- One final report detailing a full description of the evaluation, how it was conducted and its main findings and recommendations;
- Draft Evaluation Management Response (without yet the responses to be inserted by relevant evaluation manager and/or project manager);
- One 'Evaluation Brief'.

## Annex 2: Evaluation Matrix

China: Strengthening Bilateral Counter-Trafficking Cooperation with Mongolia and Hong Kong SAR					
	Evaluation Criteria/Activities	Evaluation Questions	Methods	Target Respondents	Data Collection Tools
	<b>Overarching Activities</b>	<ol style="list-style-type: none"> <li>1. Review the Project Activities against the Timelines</li> <li>2. Review the Result Matrix/Logframe</li> <li>3. Update the Logframe Indicators</li> </ol>	Document Review		
<b>1</b>	<b>Relevance (is the intervention doing the right things)</b>	<ol style="list-style-type: none"> <li>1. To what extent the project's expected results remain valid and pertinent either as originally planned or as subsequently modified in responding to the needs and priorities of the Chinese Government (including of Hong Kong, SAR) and of the Mongolian Government, vulnerable migrants and of other relevant non-governmental actors, including of the JTIP's strategic priorities?</li> <li>2. To what extent the theory of change of the project is in addressing the project objective, which is to strengthen China's effectiveness in combating trafficking in persons?</li> <li>3. To what extent was a gender sensitive approach used in the design and implementation of the project, especially while providing support to victims of trafficking?</li> <li>4. What more can the project do to improve relevance?</li> </ol>	<ol style="list-style-type: none"> <li>1. Document Review - Proposal, Result Matrix, JTIP Strategic Documents, Quarterly Reports</li> <li>2. Key Informant Interviews (KIIs)</li> <li>3. In-depth interviews (IDI)</li> </ol>	<ol style="list-style-type: none"> <li>1. Project Staff (IDI)</li> <li>2. Chinese Govt Officials (KII)</li> <li>3. Hong Kong SAR Govt Officials (KII)</li> <li>4. Mongolia Govt Officials (KII)</li> <li>5. Implementing Partner (Mongolian Gender Equality Centre - MGEC)</li> <li>6. Donor</li> </ol>	<ol style="list-style-type: none"> <li>1. IDI Guide for IOM Staff</li> <li>2. KII Guides for Govt Officials</li> <li>3. IDI Guide for MGEC</li> <li>4. KII Guide for Donor</li> </ol>
<b>2</b>	<b>Coherence (How well does the intervention fit?)</b>	<ol style="list-style-type: none"> <li>1. (Internal Coherence): To what extent the project synergizes and interlinks between other interventions being implemented by IOM regarding prevention, protection and prosecution of trafficking in persons in Mainland China, Hong Kong SAR and Mongolia; and to what extent the project's interventions correspond to SDG's target 10.7, the Global Compact for Migration, and other relevant human rights treaties?</li> <li>2. (External Coherence): To what extent the project synergizes and interlinks between interventions of the Government of</li> </ol>	<ol style="list-style-type: none"> <li>1. KII</li> <li>2. Document Review</li> <li>3. IDI</li> </ol>	<ol style="list-style-type: none"> <li>1. Project Staff (IDI)</li> <li>2. Chinese Govt Officials (KII)</li> <li>3. Hong Kong SAR Govt Officials (KII)</li> <li>4. Mongolia Govt Officials (KII)</li> <li>5. Implementing Partner (Mongolian</li> </ol>	<ol style="list-style-type: none"> <li>1. IDI Guide for IOM Staff</li> <li>2. KII Guides for Govt Officials</li> <li>3. IDI Guide for MGEC</li> <li>4. KII Guide for Donor</li> <li>5. Questionnaire</li> </ol>

		China and the Government of Mongolia and donor communities regarding prevention, protection and prosecution of trafficking in persons in Mainland China, Hong Kong SAR and Mongolia? 3. What more can the project do to improve coherence?		Gender Equality Centre - MGEC 6. Donor	
3	<b>Effectiveness (the extent to which the activity's stated objectives have been met)</b>	<ol style="list-style-type: none"> <li>1. To what extent the project has implemented its planned activities and achieved its expected outputs and outcomes within allocated resources and time?</li> <li>2. What are contributing and/or hindering factors for the project to achieve its planned outputs and outcomes within the allocated resources and time, and how does the project respond to those hindering factors?</li> <li>3. How effectively the project implementation monitoring and reporting system is being implemented, and what areas require additional attention?</li> <li>4. What are key lessons learned and priorities should the project consider in maximizing its ability to achieve the expected results?</li> <li>5. Are there any unplanned negative or positive effects in relation to gender/human rights and governance?</li> <li>6. What more can be done to improve the effectiveness of the project?</li> </ol>	<ol style="list-style-type: none"> <li>1. KII</li> <li>2. Document Review</li> <li>3. IDI</li> <li>4. Survey</li> </ol>	<ol style="list-style-type: none"> <li>1. Project Staff (IDI)</li> <li>2. Chinese Govt Officials (KII)</li> <li>3. Hong Kong SAR Govt Officials (KII)</li> <li>4. Mongolia Govt Officials (KII)</li> <li>5. Implementing Partner (Mongolian Gender Equality Centre - MGEC)</li> <li>6. Donor</li> <li>7. Project beneficiaries (minimum 20 VoT)</li> </ol>	<ol style="list-style-type: none"> <li>1. IDI Guide for IOM Staff</li> <li>2. KII Guides for Govt Officials</li> <li>3. IDI Guide for MGEC</li> <li>4. KII Guide for Donor</li> <li>5. Questionnaire</li> </ol>
4	<b>Efficiency and cost effectiveness (How well are resources being used?)</b>	<ol style="list-style-type: none"> <li>1. How well were the resources (funds, expertise, time, etc.) converted into the results?</li> <li>2. Were the project activities undertaken and were outputs delivered on time?</li> <li>3. Are/were there any possible alternative means for a more cost-effective implementation?</li> <li>4. What can be done differently to improve efficiency and cost effectiveness?</li> </ol>	<ol style="list-style-type: none"> <li>1. KII</li> <li>2. Document Review</li> </ol>	<ol style="list-style-type: none"> <li>1. Finance Officer/Admin (KII)</li> <li>2. Review of financial reports (All)</li> <li>3. Review of Project Activity Plan (Jan 2018 - Dec 2019)</li> </ol>	<ol style="list-style-type: none"> <li>1. Budget template</li> <li>2. Activity Plan template</li> <li>3. Logframe Indicators Template</li> </ol>

5	<b>Performance and Challenges</b>	<ol style="list-style-type: none"> <li>1. What have been the major achievements of the project so far?</li> <li>2. What were the main challenges encountered in implementing the project so far and what was done to solve them?</li> <li>3. Which components of the project would you want modified, why and how?</li> <li>4. What needs to be done to ensure that the objectives of the project are met at the end term?</li> </ol>	<ol style="list-style-type: none"> <li>1. KII</li> <li>2. IDI</li> </ol>	<ol style="list-style-type: none"> <li>1. Project Staff (IDI)</li> <li>2. Chinese Govt Officials (KII)</li> <li>3. Hong Kong SAR Govt Officials (KII)</li> <li>4. Mongolia Govt Officials (KII)</li> <li>5. Implementing Partner (Mongolian Gender Equality Centre - MGEC)</li> <li>6. Donor</li> <li>7. Project beneficiaries (minimum 20 VoT)</li> </ol>	<ol style="list-style-type: none"> <li>1. IDI Guide for IOM Staff</li> <li>2. KII Guides for Govt Officials</li> <li>3. IDI Guide for MGEC</li> <li>4. Questionnaire</li> </ol>
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### Annex 3: List of persons interviewed

<b>#</b>	<b>Name</b>	<b>Position</b>	<b>Institution</b>	<b>Method</b>
1.	SCAROZZA, Veronica	Project Officer	IOM China	Key Informant Interview
2.	GUO, Juan	Project Assistant	IOM China	Key Informant Interview
3.	ZHONG, Qian	Finance Officer	IOM China	Key Informant Interview
4.	RENTSENDORJ, Oyunbileg	Project Officer	IOM Mongolia	Key Informant Interview
5.	DERMOTT, Tara	Head of Sub Office	IOM Mongolia	Key Informant Interview
6.	CHIMIDRAVDAN, Batbulgan	Finance Assistant	IOM Mongolia	Key Informant Interview
7.	LO Simon Ka Wai	Operations Officer	IOM Hong Kong SAR	Key Informant Interview
8.	Ms Meng Qingtian	Ministry of Public Security	Govt of China	Key Informant Interview
9.	Mr. Ch. Tulgatsoodol	Mongolian Immigration Agency	Govt of Mongolia	Key Informant Interview
10.	Mr.J.Tumurbat	Criminal Police Agency	Govt of Mongolia	Key Informant Interview

## Annex 4: Logical Framework – MTE Results

### CHINA: STRENGTHENING BILATERAL: COUNTER-TRAFFICKING COOPERATION WITH MONGOLIA AND HONG KONG SAR

Project Goal: To contribute to strengthening China's Bilateral Counter-Trafficking Cooperation with Mongolia and Hong Kong SAR

Vertical Logic	Indicators	Baseline	Target	MTE Result	Remarks <sup>7</sup>
<b>Objective 1: China and Mongolia effectively cooperate in counter-trafficking at the policy and operational level, based on agreed protocols for joint investigation, police to police cooperation, and effective protection of and support for victims</b>					
<b>Outcome 1.1</b> China and Mongolia cooperate more effectively on joint investigation, police to police cooperation, and effective protection of and support for victims	<b>Outcome Indicators 1.1</b> # of Bilateral cooperation on investigations/prosecutions/convictions established	0	24	11	
	<i>CPI 9.1 #TIP-related investigations initiated</i>			11	
	# of Bilateral cooperation and joint training on victim identification, referral, protection, and rehabilitation best practices established.	0	24	0	
<b>Output 1.1 – 1.2:</b> Key officials from China and Mongolia have access to a platform to facilitate discussion about parameters of bilateral cooperation on counter-trafficking	<b>Output indicators 1.1</b> Written protocol on bilateral cooperation on counter-trafficking produced (target: 1)	0	1	0	The first high level meeting was organized in Oct 2019 and it successfully paved the way for the achievement of future cooperation to achieve this indicator under 1.2 and 1.4.
	<i>CPI: 13.1 # of anti-TIP policies, laws, or international agreements developed or strengthened</i>	0	5	0	
	# of participants in protocol meetings, disaggregated by country/agency (target – 8: 5 Mongolian officials/ 3 Chinese officials)	0	8	9	First visit in October 2019: 4 Chinese and 5 Mongolian Officials
<b>Output 1.3</b> Chinese and Mongolian police have access to joint training on cooperation on counter-	<b>Output Indicators 3.1</b> # of officials trained (target 100, disaggregated by sex)	0	100	71	
	<i>CPI #3.2 number of people to receive prosecution</i>	0	100	71	

<sup>7</sup> GREEN – Achieved. YELLOW – ON track. RED – Require Acceleration.

trafficking	<i>training</i>				
	Length of time of training (Target: 2 days)	0	2	5	
	# of trainings (Target: 4)	0	4	3	
	<i>CPI #3.1 number of prosecution trainings to be conducted</i>	0	4	3	
	# of participants who reported increased understanding of key technical content on identification of victims of trafficking, by pre/posttest and/or informal evaluation (Target: 75)	0	75	93	Indicator is % not number.
<b>Objective 2: Chinese and Mongolian officials in the border zones cooperate effectively at the operational level on counter-trafficking, effectively identify victims of trafficking, assist them, or refer them to appropriate service providers using agreed guidelines</b>					
<b>Outcome 2.1:</b> Victims of trafficking in Mongolia and China are identified by officials from relevant agencies policing the border and agencies working in border areas	<b>Outcome Indicators 2.1</b> # of identified victims reported by officials from relevant agencies policing the border based on use of tailored guidelines (Target: 25)	0	25	17	
	<i>CPI 6.1 # of unique TIP victims identified</i>	0	50	17	This CPI indicator refers to VoTs identified by border officials/police/civil affairs/NGOs in Mongolia + China + HK. However, this indicator may include duplicated data as it includes also VOTs assisted by MGEC
<b>Output 2.1-2.4</b> Target audiences have the skill to identify victims of trafficking and an increased understanding of their role in identifying potential victims of trafficking	<b>Output indicators 2.1:</b> # of officials trained (Target: 200, 100 for 2.1; 100 for 2.3, disaggregated by sex)	0	200	205	
	<i>CPI 2.2 #of people to receive protection training</i>	0	245	235	
	# of trainings (Target: 8, 4 for 2.1; 4 for 2.3)	0	8	6	
	<i>CPI 2.1 # of protection trainings to be conducted</i>	0	10	7	
	# of participants who reported increased understanding of key technical content on identification of victims of trafficking, by pre/post-	0	75	99	Indicator is % not number.

	test and/or informal evaluation (Target: 75)				
	PS3: Enhance capacity of police to investigate TIP cases				
	PT11 # of SOPs/Guidelines established for the identification and referral of victims established (target 2, one for 2.2 and one for 2.4)	0	2	1	The text is still a draft to be further revised in the next quarters upon completion of trainings 2.1 and 2.3.
	<i>CPI: 13.1 # of anti-TIP policies, laws, or international agreements developed or strengthened</i>	0	5	0	
<b>Objective 3: The Mongolian Government implements the Anti-Trafficking Law and protects Mongolian victims of trafficking abroad</b>					
<b>Outcome 3.1:</b> A National Plan of Action on Trafficking is advanced significantly in the first year and completed by the end of the third year; and government and civil society and organizations with responsibility for counter-trafficking in Mongolia collaborate on the basis of agreed written protocols	<b>Outcome Indicators 3.1:</b> Suggested revision: remove this first part of indicator outcome 3.1 – Completion of implementation steps for final development of NPAT (target: 75 per cent of steps completed within first year 100 per cent completed by end of third year)	100%	100%	0	NPAT was already approved at the end of 2016. This indicator seems not relevant any longer. Despite this suggested removal, outcome 3.1 can be efficiently measured by relying on the indicator below (which is much more important as is the one also referred to CPI indicator 13.1).
	Existence of protocol guiding government-civil society collaboration on trafficking and victim support (target = 1).	0	1	0	The result will be the reached through the writing of the Procedures for VoT's security. The procedures will have to formally involve NGOs.
	<i>CPI: 13.1 # of anti-TIP policies, laws, or international agreements developed or strengthened</i>	0	5	0	
<b>Output 3.1:</b> Government and civil society organizations with responsibility for counter-trafficking in Mongolia have access to quality technical assistance in order to	<b>Output indicators 3.1:</b> #of government-civil society discussions resulting in written agreement on priorities for development enhancing government and Civil Society Cooperation in support of the implementation of the National Plan of Action on Trafficking,	0	1	0	NPAT and its workplan already include clear roles and responsibilities for NGOs.  Suggestion: To include the data for the Sub-Council meeting that was supported in 2018.

meet their tasks within the timeframe	attaching responsibility to specific agencies (target 1)				
	#of participants in NPAT meetings, disaggregated by government agency/ civil society group (Target: 30)	0	30	0	Suggestion: To include the data for the Sub-Council meeting that was supported in 2018.
	# of government-civil society discussions <b>resulting in written agreement on</b> for the development of protocols guiding government-civil society collaboration on trafficking and victim support (target 1)	0	1	0	Will be accomplished through the meeting facilitated for the development of the procedures
	#of participants in protocol meetings, disaggregated by government agency/ civil society group (Target: 30)	0	30	0	Will be accomplished through the meeting facilitated for the development of the procedures
<b>Outcome 3.2</b> Mongolian victims of trafficking abroad who present to Mongolian diplomatic or consular missions seeking assistance are identified and referred to appropriate services	<b>Outcome Indicator 3.2</b> Number of Mongolian VOTs reported by missions as assisted (target 20)	0	20	15	A great result already
	<i>CPI 8.1 # of unique TIP victims who will receive services</i>	0	40	30	Suggestion: Revise previous data in the CPI log-frame to include both data sources as per the project plan.
<b>Output 3.2</b> Mongolian Consular Officials have knowledge on protecting Chinese nationals abroad and an enhanced understanding of their role on identifying potential trafficked victims	<b>Output indicators 3.2</b> # of consular officials trained (target 15 disaggregated by sex)	0	15	30	
	# of training sessions (target 2)	0	2	1	
	<i>CPI 2.2 # of people to receive protection training</i>	0	245	235	
	# of participants who reported increased understanding of key technical content on identification of and assistance/referral for victims of trafficking, by pre/post-test and/or informal evaluation (target 75)	0	75	90	Indicator is % not number.

Objective 4: Chinese victims of trafficking in Mongolia, and Mongolian victims in China, avail themselves of support, including voluntary return					
<b>Outcome 4.1:</b> Identified VOTs demonstrate confidence in the quality of services provided to them, as well as the efficiency with which they are delivered	<b>Outcome Indicator 4.1:</b> # of VOTs of those surveyed who express satisfaction with the quality and efficiency of the assistance provided to them (target: 75%)	0	75%	100%	Indicator is % not number.
<b>Output 4.1</b> VOTs referred to IOM or MGEC have access to Direct Assistance	<b>Output indicator 4.1:</b> PT 1 # of VOTS assisted through the direct assistance program (target 20 disaggregated by sex and age)	0	20	15	Reintegration plans have been developed for 15 beneficiaries and 4 beneficiaries received direct assistance.
	<i>CPI 8.1 # of unique TIP victims who will receive services</i>	0	40	30	Suggestion: Revise previous data in the CPI log-frame to include both data sources as per the project plan (Outcome 4.1 and 3.2)
<b>Outcome 4.2:</b> Chinese workers are aware of their rights while working in Mongolia	<b>Outcome Indicator 4.2:</b> % of employer orientation session participants who report a satisfactory resolution to workplace dispute	0			To be monitored in 2021
<i>MIA inspectors can receive training in support of their walk-in inspections</i>					
<b>Output 4.2</b> Chinese workers know their rights in Mongolia	<b>Output indicators 4.2:</b> # of know your rights awareness cards available for distribution to Chinese workers arriving in Mongolia (target 10,000)	0	10,000	10,000	
	<i>CPI 5.2 # of times print materials will be published</i>	0	10,000	10,000	
	# of trainings the trainer courses developed for MIA inspectors (target 1)	0	1	1	
	<i>CPI 1.1 # of prevention trainings to be conducted</i>	0	2	3	Unplanned positive result: MIA facilitated another training for labor inspectors after our activity and IOM provided trainers. In

					that occasion, we also facilitated the orientation session for 180 employers
	# of MIA inspectors trained (Target # 50)	0	50	110	
	<i>CPI 1.2 # of people to receive prevention training</i>	0	230	143	This is the indicator where to report the orientation session for 180 employers of foreign workers. We have indirectly achieved this result as reported in narrative Q3 2019.
	# of orientation sessions for employers on the above course (target 1)	1	1	1	
	<i>CPI 1.1 # of prevention trainings to be conducted</i>				
	# of employers trained at orientation session (target 180)	0	180	33	This is the indicator where to report the orientation session for 180 employers of foreign workers. We have indirectly achieved this result as reported in narrative Q3 2019.
	<i>CPI 1.2 # of people to receive prevention training</i>	0	230	143	
<b>Objective 5: Hong Kong authorities address the transit of victims of trafficking through the SAR .</b>					
<b>Outcome 5.1:</b> Victims of trafficking transiting in Hong Kong are identified and assisted by relevant officials	<b>Outcome Indicators 5.1:</b> # of victims identified transiting Hong Kong (target: 25)	0	25	0	
	<i>CPI 6.1 # of unique TIP victims identified</i>	0	50	17	
	# of victims referred to shelters by authorities (target 30)	0	30	0	
	<i>CPI 6.2 # of unique TIP victims referenced to services</i>	0	30	0	
<b>Output 5.1:</b> Target audiences have the skills to identify victims of trafficking and an increased understanding of	<b>Output indicators 5.1:</b> # of copies of Guidelines distributed to Hong Kong SAR officials trained (target 30 disaggregated by sex)	0	30	0	

their role in identifying potential victims of trafficking	<i>CPI 2.2 # of people to receive protecting training</i>	0	245	235	
	# of trainings (Target: 2)	0	2	0	
	<i>CPI 2.1 # protection trainings to be conducted</i>	0	10	7	
	Length of time of training (Target 2 days/training)	0	2	0	
	% of surveyed participants who reported increased understanding of key technical content on identification of victims of trafficking, by pre/post-test and/or informal evaluation (target 75)	0	75	0	