



International Organization for Migration (IOM)
The UN Migration Agency

Evaluation Report

Mid-term internal independent evaluation of the project “Counter-Trafficking in Persons Activity, C-TIP”

February 2022

*This full report is also complemented by a **two-page “Evaluation Brief”** that presents a summary of the key findings, conclusions, and recommendations.*

Project information:

Project title	Counter Trafficking in Persons Activity (C-TIP)
Project dates	24 April 2020 – 23 April 2023
IOM project code	PX.0184
IOM Managing Mission	IOM Democratic Republic of Congo (DRC) Country Office
IOM Project Manager	Hyewon Yi
Donor	USAID

Evaluation information:

Evaluation commissioner	IOM Democratic Republic of Congo (DRC) Country Office
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Table of contents

List of Acronyms	3
Executive Summary	4
1. Introduction	7
2. Context and purpose of the evaluation	7
2.1 Context.....	7
2.2 Evaluation purpose	8
2.3 Evaluation scope	8
2.4 Evaluation criteria	9
3. Evaluation framework and methodology	9
3.1 Data sources and collection	9
3.2 Sampling.....	9
3.3 Data analysis	10
3.4 Limitations and mitigation strategies	Error! Bookmark not defined.
4. Findings and Conclusions	11
4.1 Relevance	11
4.2 Coherence	12
4.3 Effectiveness	13
4.4 Efficiency	18
4.5 Sustainability.....	20
4.6 Cross-cutting Issues: Gender and Human Rights	22
5. Conclusions	26
6. Recommendations	30
7. Annexes	32

List of Acronyms

APLTP	Agence pour la prévention et la lutte contre la traite des personnes
COVID-19	Coronavirus disease 2019
IP	Implementing partner
IOM	International Organization for Migration
J/TIP	U.S. Department of State's Office to Monitor and Combat Trafficking in Persons
M&E	Monitoring and Evaluation
MONUSCO	UN Peacekeeping and Stabilization Mission in the DRC
MSA	Ministry of Social Affairs
NAP	National Action Plan
NGO	Non-governmental organization
NRM	National Referral Mechanism
OECD-DAC	Organization for Economic Co-operation and Development, Development Assistance Committee
PS	Permanent Secretariat
SoPs	Standard Operating Procedures
TiP	Trafficking in Persons
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
UNDAF	United National Development Assistance Framework
UNEG	United Nations Evaluation Group
UNODC	United Nations Office on Drugs and Crime
VoTs	Victims of Trafficking

Executive Summary

This report presents results of a mid-term internal independent evaluation of a three-year project funded by the United States Agency for International Development (USAID) and implemented by the International Organization for Migration (IOM) country office in the Democratic Republic of Congo from 24 April 2020 to 23 April 2023. The evaluation started in February 2021 with document review and inception phase and data collection. The report was finalized on 15 March 2022. It was carried out by Alem Makonnen, Senior Regional Thematic Specialist for Protection and Assistance in the IOM Regional Office in Pretoria covering Southern Africa. It was an internal evaluation by an IOM staff, as well as an independent evaluation as the evaluator was not directly involved in the design or implementation of the project.

Evaluation purpose and methodology

The purpose was to assess *relevance* of project design and coherence to other initiatives, *effectiveness* and performance, *efficiency* of project management and implementation (including in relation to the restrictions and challenges created by the pandemic situation in 2020 and 2021), *sustainability*, as well as attention to cross-cutting issues of *gender and human rights*. The evaluation was conducted for use by IOM DRC team and the donor (USAID), in particular to apply learning and recommendations during the 14 months remaining in the implementation period, as well as in future similar projects. The evaluation will also be shared with project partners, as well as posted on the Evaluation Repository on IOM's website, to be available to other IOM staff as well as external partners.

Data collection used mixed methods including document review; review of monitoring data; and semi-structured key informant interviews. A diverse range of stakeholders were consulted representing all project components, including IOM staff, the technical advisor and partners; government officials; staff working in shelters; beneficiaries; and the donor (USAID as the donor for this project).

Conclusions

The below provides a summarized version of the key conclusions, followed also by the lessons learned and best practices, with a more detailed version provided in the Conclusions section of the report.

- *Relevance*: This project overall has a very high degree of relevance related to national efforts in combating TiP.
- *Coherence*: This project is internally coherent with IOM's other CT programming, as well as with other CT initiatives given in particular that IOM is the only international organization implementing dedicated CT programming.
- *Effectiveness*: Overall there is effort to be made to make the project effective and to be on track to meet all of its set targets. The first outcome on increased investigation and prosecution of traffickers is in limbo pending the enactment of the anti-trafficking law. In terms of Outcome 2, communication with the Agency needs to improve for the project to meet its target of fully supporting it and meet its coordination goals. Direct assistance to VoTs (Outcome 3) has seen significant delays. COVID-19 posed challenges and delays to assistance and reintegration services.
- *Efficiency*: The project has shown mixed results in its efficiency in terms of the deliverables met. This is apparently due to three main factors: the impacts of COVID-19, cumbersome administrative procedures (such as the Leahy Vetting that needs to be factored in, whenever training workshops are planned) and communication challenges with the APLTP. Noting this situation, IOM may face some challenges to spend fully the budget by the end of the implementation period, especially the use of funds for direct assistance to beneficiaries.

- *Sustainability*: The project has to a certain extent promoted sustainability from its conceptualization and support to the anti-TiP agency in its coordination role through government ownership, and good level of coordination and involvement of stakeholders during design and implementation. However, sustainability is challenged by ability of the state to enact the anti-TiP law, raise standards and increase funds for direct assistance, and to take on support to reintegration piloted through this project.
- *Gender*: The project shows evidence of strong attention to gender mainstreaming as well as to gender balance with particular attention to the needs of children VoTs, though there is room for improvement in terms of analysis of needs and results for men, women, girls and boys.
- *Human rights*: As regards human rights, the project has clear and explicit focus on improving the respect and the enjoyment of rights by VoTs, potential VoTs, and migrants generally.

Lessons learned and good practices were also identified. The below provides a summary, with more details for each included in the Conclusion section of this report.

Good practices

- Secondment of a technical advisor at the APLTP.
- Good and regular coordination between the Agency and other government stakeholders for smoother implementation of the project.
- Supporting development of the legal and regulatory framework necessary to establish and maintain assistance to VoTs and reintegration (NRM and SoPs)

Lessons learned

IOM's ongoing support to the APLTP provides at the same time some lessons learned related to sustainability, transfer of knowledge but also the risks to sustainability as regards direct assistance to VoTs.

In terms of learning, the proposal envisaged multiple activities that may be used to help the team assess challenges and successes in implementation, changes in the context that could affect the project, and opportunities to better collaborate or influence other actors.

Recommendations

The evaluator identified various recommendations developed in consultation with the Evaluation Manager (project manager). Recommendations focus on areas for improvement by end of this project, in its final 14 months of implementation. Some recommendations may not be feasible within this timeframe and may therefore be considered rather in other ongoing or future projects. Additional details on each recommendation can be found in Section 6 of this report.

1. Throughout remainder of project implementation, as well as in other ongoing and future projects, IOM is recommended to continue promoting with the government partners a high-level priority attention given to CT through regular high-level meetings.
2. As this is the last year of project implementation, IOM is recommended to closely discuss and critically assess as to whether training (development of training curriculum on investigation and prosecution of TiP, delivery of training of trainers, development of protocols between police and prosecutors) can still be delivered based on the different laws that address TiP.
3. As regards the baseline study, given that it was supposed to inform implementation of the current project, there is a need to accelerate its finalization.
4. IOM is recommended to develop a detailed workplan including responsible parties and update it quarterly.
5. In the coming months, IOM is recommended to review its reporting practices and identify areas

where improvements may feasibly be made under this project, as well as for other ongoing and future projects.

6. In the coming months, IOM is recommended to formulate and sign IP agreements with partners that provide direct assistance in coordination with the Agency.
7. By the end of the project, IOM is recommended to revisit the sustainability prospects of the project.
8. By the end of the project, IOM is recommended to ensure that learning from the piloting of direct assistance component is captured and shared with all relevant partners.
9. By the end of the project, IOM is recommended to revisit the sustainability prospects and plans for reintegration support (Output 3.2).
10. By the end of the project, IOM is recommended to integrate reflection on effectiveness of reintegration services under this project into the planned discussions on policy formulation on direct assistance.

1. Introduction

This report presents results of an independent internal mid-term evaluation of a three-year project, “Counter Trafficking in Persons Activity (C-TIP)” funded by USAID (PX.0184). The project started in April 2020 and is set to end in April 2023. This mid-term evaluation covered the period from April 2020 to January 2022, nearing the end of the second year of implementation. The evaluation was conducted as an internal evaluation by Alem Makonnen, Senior Regional Thematic Specialist for Protection and Assistance for IOM’s Regional Office in Pretoria covering the Southern Africa Region. It was a relatively independent evaluation since the evaluator was not involved in the design or implementation of the project.

As regards the contents of this evaluation report:

Section 2 presents context, purpose, scope and evaluation criteria. Section 3 outlines data sources, data collection and sampling methods, and data analysis approaches. Section 4 details all the findings organized by evaluation criteria and questions established in ToRs. Conclusions are summarized in Section 5, and a list of recommendations is provided in Section 6.

The evaluation ToR is annexed to the report (Annex 7.1), followed by additional annexes: the inception report with the evaluation matrix and stakeholder information note, lists of documents and persons consulted, draft agenda, and interview guides.

2. Context and purpose of the evaluation

2.1 Context

According to a regional research study on Southern African Development Community (SADC) countries (under IOM SACTAP I¹), the Democratic Republic of the Congo (DRC) is described as a country of origin, transit, and, to a lesser extent, destination for human trafficking and experiences both internal and cross-border human trafficking flows. There is evidence of TiP from neighbouring countries into DRC; from DRC into neighbouring and other countries; as well as internal trafficking to areas bordering DRC in/or around the mining sites. Some provisions of DRC legislation regarding victims of trafficking (VoTs), especially children and women criminalize and penalize human trafficking without using the internationally accepted legal definition of trafficking in persons. However, a comprehensive and specific counter-trafficking legislation does not exist that addresses vital issues such as, victim assistance and protection, prevention, and national and international cooperation.

According to the U.S. Department of State’s Annual Trafficking in Persons Report, the Government of DRC did not fully meet the minimum standards for the elimination of TiP and was not making sufficient efforts to do so; therefore, DRC was downgraded to Tier 3 in 2017². Three years later, the annual TiP report found that the government is making significant efforts; the country was therefore upgraded to Tier 2 watchlist in 2020 and kept the grading in 2021. This upgrade coincided with the creation of the Agency for the Prevention and the Fight against Trafficking in Persons (APLTP) by virtue of Order no.19/027 of 22 April 2019.

With the USAID funded C-TIP project, IOM DRC aims **to promote a more coordinated and effective national response to combat TiP**. The APLTP as one of the project’s main beneficiaries, is the main state structure responsible for TiP prevention, sensitization about TiP, identification and prosecution of perpetrators and victim protection and assistance.³

The **outcomes** are increased investigation and prosecution of traffickers, increased capacity of the

¹ IOM Regional Office for Southern Africa’s research report: Seduction, sale & slavery: Trafficking in women & children for sexual exploitation in Southern Africa, 3rd edition, Pretoria, South Africa, May 2003.

² US TIP report 2017

³ Présidence de la République, Ordonnance no. 19/027 du 22 avril 2019 portant création, organisation et fonctionnement de l’Agence pour la Prévention et la Lutte contre la Traite des Personnes, Art. 3.

new Agency to fulfill its mandate and increased protection for victims of trafficking.

All three outcomes should be reached through strong partnership between IOM, State anti-trafficking actors and civil society.

According to the Fixed Amount Agreement signed between USAID and IOM, a number of project milestones have been agreed upon. Accordingly, the main project activities are:

- Organize a three-day workshop to review the draft of anti-trafficking legislation with parliamentarians (Milestone 4)
- Organize a working session to update the draft anti-trafficking legislation and establish clear timeline for its adoption
- Provide IT and office equipment and supplies to the APLTP (Milestone 2)
- Organize a workshop to strengthen the knowledge and understanding of trafficking in persons for technical members including the national agency, policy makers, lawmakers, judges, lawyers, members of parliament (Milestone 5)
- Support APLTP to update the draft Action plan
- Conduct baseline study and desk review (Milestone 7)
- Support the Agency in organizing regular meetings

The project implementation period coincided with the global COVID-19 pandemic, with ensuing restrictions on travel, face to face meetings and socio-economic impacts, which have direct effects on this project.

2.2 Evaluation purpose

Per the evaluation Terms of Reference (see Annex 7.1), the overall objective is to assess relevance of project design, effectiveness and performance of the project, efficiency of project management and implementation (including in relation to the restrictions and challenges created by the pandemic situation in 2020 and 2021), sustainability, as well as attention to cross-cutting issues (gender, human rights and accountability to affected populations).

The evaluation has the following main audiences:

- For use by the project team, so that they can improve further project implementation;
- For use by the senior management so they can assess organizational effectiveness in implementing strategy and
- For use by the donor (USAID), so that they can assess performance and value for money for the set of activities they funded.

The evaluation will also be shared with project partners

2.3 Evaluation scope

The mid-term evaluation focuses on the implementation of the project entitled: “Counter Trafficking in Persons Activity (C-TIP)” in the Democratic Republic of Congo, DRC from 24 April 2020 to 23 April 2023 with a budget of 3,000,000 USD.

The evaluation covered the following project duration: April 2020 – January 2022. The evaluation covers all existing results at the time of the evaluation period, with emphasis on data available at capital level, Kinshasa where most project activities took place. Given that this is a mid-term evaluation, the emphasis was on both process/efficiency as well as impact emphasis.

The evaluation focuses on the three project outcomes:

- Outcome 1: Increased investigation and prosecution of traffickers
- Outcome 2: Increased capacity of new agency to fulfill its mandate
- Outcome 3: Increased protection of VoTs.

Geographically, meetings were arranged with stakeholders in Kinshasa (capital city, location of majority of stakeholders and main government and NGO shelters). Taking into consideration the global COVID-19 pandemic situation and resulting travel restrictions, the majority of meetings took place face to face while some were organized remotely using online tools.

2.4 Evaluation criteria

The evaluation was assessed according to five of the criteria promoted by the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD-DAC): relevance, coherence, effectiveness, efficiency, and sustainability, as well as cross-cutting issues of gender and human rights. Given that this is a mid-term evaluation, impact (positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally) was not included as one of the criteria in accordance with the ToRs.

Questions were established for each, as outlined in the ToRs (Annex 7.1).

1. **Relevance:** extent to which the project objective or outcomes remain valid and pertinent either as originally planned or as subsequently modified
2. **Coherence:** The compatibility of the intervention with other interventions in the country, sector or institution
3. **Effectiveness:** extent to which a project achieves its objectives or produces its desired results
4. **Efficiency:** how well the resources (funds, expertise, and time) are used to undertake activities, and how well these resources are converted into outputs
5. **Sustainability:** the durability of the project's results, or the continuation of the project's benefits once external support ceases

3. Evaluation framework and methodology

3.1 Data sources and collection

Based on questions and proposed methodology in the terms of reference (ToRs) (Annex 7.1), and an initial review of project documents, an evaluation matrix (included in Inception Report in Annex 7.2) was developed to plan for data collection: for each evaluation question in the ToR, 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 the evaluation matrix, a list of documents gathered to date, and a list of stakeholders to prioritize for meetings.

The data collection relied mainly on the below qualitative methods:

- Document review of project documents and reports. *For documents list, see Annex 7.4.*
- The evaluator also extracted, compiled and analyzed quantitative monitoring data reported in various documents (donor reports, results matrix, risk management plans, budget, etc.)
- Semi-structured interviews with IOM staff, consultants and implementing partners; national government officials; staff of VoT shelters; beneficiaries; and donor (USAID as donor for this project). *For interview list, see Annex 7.3.* A total of 26 individuals participated in the interviews.

3.2 Sampling

Given project scope, with a small number of partners and direct beneficiaries, the evaluator sought to reach all stakeholders including project staff, technical advisor and partners; and national officials and local authorities (at least one staff per institution/partner agency). Three VoT children beneficiaries were also interviewed, from among those currently receiving support in a state shelter. Due to

language barriers, the shelter manager accompanied the children during the group interview.

3.3 Data analysis

The 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, which guided further analysis (Annex 7.2).

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 (Annex 7.2). 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 strived to ensure that assessments were objective and balanced, affirmations accurate and verifiable, and recommendations 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.

4. Findings and Conclusions

This section is organized according to the evaluation criteria established in the evaluation ToR (Annex 7.1). The text in bold captures the key findings and conclusions (evaluator’s judgment), followed by a summary of the related findings that led to the conclusion. A summary of conclusions is provided in Section 5, followed by a list of recommendations in Section 6.

4.1 Relevance

IOM is perceived differently across different government entities. When it comes to Ministries such as the Ministry of Social Affairs, it is perceived as the government’s main trusted partner on CT and maintains close and regular interactions with government officials to support and promote CT work, including direct assistance, capacity development coordination of all planned and ongoing projects, resulting in a high degree of alignment with the Ministry’s priorities and strategies. However, there is room for building trust between IOM and the APLTP which is the new agency tasked with coordinating anti-TiP activities.

Government official:

“With IOM, the collaboration and trust is always there and we obtain results. We still expect to formalize our long-standing working relations. But the trust is there and we will continue to operate closely with IOM based on that understanding.”

IOM participates in the regular Select Technical Committee chaired by APLTP. IOM’s technical advisor works closely with the APLTP in its organization and delivery of activities.

The APLTP further elaborates its annual activity plan based on the NAP and the National Strategy. The last annual activity plan is reported as relatively successful despite cumbersome administrative processes and the COVID-19 pandemic related restrictions. Some activities were not achieved but the APLTP still managed to do quite a lot, including with the support of IOM through this project.

In line with the NAP and the National Strategy, the project targets specific support to legislators and the judiciary for the enactment of specific anti-TiP legislation and successful prosecution of TiP cases. In that sense, the workshop to review, amend and validate the draft anti-TiP legislation, organized in August 2020 was timely and enabled some form of ownership towards the new piece of legislation when it will be enacted. Given the fact that the APLTP is at the level of the Office of the President, lobbying was required towards the Ministry of Human Rights for its tutelage. It is the hope of everyone involved that this Bill will be reviewed and passed during next month’s parliamentary session. Worthy of note is that a good number of jurists point to the fact that there are different Articles in different laws of the land including the 2006 Sexual Violence Law; the 2009 Child Protection Law; the 2002 Labor Code and the Penal Code that address the issue of TiP in the country. However, given the complexity of the crime of TiP, it is generally good practice to adopt specific anti-TiP legislation that meets international standards and allows for better clarity for its implementation. In the event that the Bill is passed, capacity development initiatives will need to be rolled out in order to enhance law enforcement capacity to identify and investigate TiP cases and for the judiciary to prosecute offenders.

In terms of capacity development of the APLTP, the support provided by IOM through the technical advisor was highly appreciated; these include coaching in formulation of technical documents such as ToRs; SoP formulation, preparation and delivery of training.

This project provides support towards VoTs. Both at the government and NGO Levels, the informants are of the opinion that even though the direct assistance component is pertinent, a more systematic

approach should be adopted to meet the more complex needs of beneficiaries and avoid revictimization.

This project targets specific support towards VoTs.

Both at government and NGO level, the respondents are of the opinion that even though the direct assistance component is pertinent, a more systematic approach can be adopted to meet the complex needs of beneficiaries. The Ministry of Social Affairs currently does not have readily available funds to provide assistance to VoTs. There are no cooperation agreements between NGO shelters and IOM or the Agency.

NGO staff member:

“There is a gap in the approach adopted and the lack of networks. The case-by-case approach is unsustainable. To date, the only solid network we have is in Kananga where we have identified a good partner NGO that is assisting us with family tracing and case follow-up.”

The government shelters in Kinshasa where the children are being referred are two. These were shelters opened with the support of UNICEF to respond to the spread of COVID-19 and shelter street children. The UNICEF project supporting these shelters ended in December 2021. As such, these shelters are left without any means to care for the children. Moreover, they do not meet the minimum standards to accommodate children victims of trafficking. IOM also referred children to an NGO shelter. The reintegration kits for children survivors of TiP is unique and helpful but still not enough to address the root causes of TiP. It is a perennial issue for IOM to encourage and support the government to fully take over services.

Finally, this project aims to support the formulation and implementation of a communication strategy for an awareness raising campaign to raise awareness about TiP and ensure visibility of the national hotline soon to be operational under the APLTP. Awareness raising is a continual need given the high numbers of incidences of TiP.

The COVID-19 pandemic has impacted the implementation of planned activities, though attention and work on CT at technical levels continues.

Technical level officials maintained attention to the CT issue, including holding several meetings in 2020 and 2021. As noted in the United Nations Economic and Social Council (ECOSOC) Forum on Financing for Development in April 2021, the COVID-19 pandemic has brought with it the worst recession in 90 years. While developed countries have enacted historic fiscal support measures, many developing countries are responding under already tight fiscal constraints, which limits their ability to protect citizens and invest in recovery. The overall needs for social support services are increased in the context of COVID-19, and state funds are reduced with the argument that the health sector and vaccination program require more funds.

In terms of donor priorities, the project was designed to meet several US Government programming priorities for FY 2020, and the project appears to have continued strong alignment to current priorities.

The donor priorities for FY 2020 were in line with priority needs identified in the U.S. Trafficking in Persons (TiP) report. It included sensitization of FARDC officers, develop SoPs for the identification and referral of victims and raising awareness about human trafficking and enhancing the public’s ability to identify and report trafficking crimes. IOM is in a unique position to keep supporting the Agency in its mandate and looking for more opportunities for support and for sustainability.

4.2 Coherence

IOM is the only international organization implementing dedicated CT programming in the country.

Other actors are reportedly giving some attention to CT, but are more focused on gender-based violence, human/ children’s rights, and post-conflict rebuilding. These include the Joint Human Rights

Office (UNJHRO), United Nations Children’s Fund (UNICEF). UNODC has a regional project for Southern Africa and organizes training from time to time. In order to ensure coordination with UN actions and avoid confusion, duplication and contradictions, one activity under output 2.2. seeks to organize a UN-Government Forum to encourage information exchange on TIP. Pending this activity, no coordination mechanism is yet in place.

This is a flagship project for IOM DRC. It builds on twenty years of CT work in the Southern Africa region, with consistent programming, that has enabled IOM to develop a programmatic approach well-aligned to regional, SADC level priorities and coherent with its global theory of change.

Looking specifically at CT, this project accounts for 100 percent of IOM DRC’s CT budget (3,000,000 USD). As of December 2021, the C-TIP project is complemented by a Norwegian funded project of circa USD 1,680,000.00 to combat modern slavery in mining sites in North and South Kivu.

The project is coherent with international standards and obligations in terms of the prevention, protection and prosecution of TIP. The DRC has committed to fight against trafficking in human beings through its accession to the United Nations Transnational Organized Crime Convention and its additional Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children. This commitment is further monitored by external actors including the annual Trafficking in Persons (TIP) reports by the United States Department of State. Accordingly, DRC’s Tier ranking has improved from Tier 3 to Tier 2 Watch List since 2020. Even if the project may not be the only factor contributing to such an improvement, it can be safely said that the presence of an anti-TIP Agency supported by IOM is likely able to improve the country’s Tier ranking.

As mentioned above under the section on Relevance, this project is aligned to needs and priorities identified in those reports. In addition, the USAID project aligns very well to the five-year National Strategy to Combat Trafficking in Human Beings for the years 2020-2024. The project outcomes and outputs also align with the National Action Plans of the APLTP covering the same period (2020-2024).

USAID and Norwegian funded projects are closely coordinated and coherent. The Norwegian funded project aims to enhance the capacities of local authorities, the civil society and artisanal mining operators as well as strengthening coordination mechanisms to effectively address TIP in mining supply chains in North and South Kivu. A third component will seek to strengthen effective support services to VoTs. IOM will support the operationalization of the national counter-trafficking law (when it will be enacted possibly during the second quarter of 2022) at the provincial and local levels through the mapping of stakeholders and service providers and reinforcing their capacity.

Long-term direct assistance including reintegration services continue to be much needed; this USAID project is the only active project supporting assistance to VoT and has the additional advantage of covering the whole country, although the targeted number of beneficiaries appears to be little compared to the needs (at 75 VoTs for the entire project). The Norwegian funded project has the added value of developing the capacity of service providers in addition to financial support towards these actors to provide trauma-informed support services targeting at least 50 VoTs in the two provinces targeted. Continuation of the USAID funded project would therefore be encouraged, if possible. *See the Sustainability section for more discussion on the sustainability prospects.*

4.3 Effectiveness

The progress against indicators outlined below is from the results matrix in the most recent donor report available at time of drafting the report (for the period Oct-Dec 2021). For each output and outcome, there is also an explanation of gaps considering the assumptions from the project’s Theory

of Change.

Outcome 1: Increased investigation and prosecution of traffickers

Output 1.1: Counter-trafficking policies and legislation are strengthened. Efforts at supporting the enactment and dissemination of the anti-TiP law have stalled since the latter has not yet been enacted by Parliament. Furthermore, a working session was still required at the level of the Ministry of Human Rights to expound on the draft bill. As a result, the milestone activities to develop training curriculum on investigation and prosecution and conduct a training of trainers (ToT) on the same were delayed. Such a delay has not been factored in the project design and milestone document.

Result	Indicators	Target	Achieved	Status
Outcome 1: Increased investigation and prosecution of traffickers	% of convictions out of the total number of criminal cases filed	TBD	0	Off track Reported at 0
	% increase in understanding of human trafficking knowledge among prosecutors and criminal justice personnel	2	0	Off track Reported at 0
Output 1.1: Counter-trafficking policies and legislation are strengthened	# of final anti-TIP policies, laws, or international agreements passed, enacted, or amended	2	0	Off track Reported at 0
	# of parliamentarians with increased knowledge on trafficking and declaring themselves willing to provide support for the promulgation of the anti-TIP law .	20	0	Off track Reported at 0
	# of baseline studies conducted	1	Study ongoing	Off track Reported at 0
	National Plan of Action strengthened and operationalized	YES	0	Off track Reported at 0
Output 1.2: Capacity of state to investigate cases and prosecute offenders is enhanced	Number of police, border patrols, prosecutors, and judges trained on the investigation and prosecution of trafficking cases (5.2-22)	35	Working with APLTP to identify participants	Off track Reported at 0
	# of conducted Training of Trainer (ToT) workshops for appointed officials of law enforcement, immigration, magistrates and judges on investigation	2	Working with APLTP to identify participants	Off track Reported at 0
	# of developed protocols between police and	1	Planned in Y3	Off track

	prosecutors to collaborate on all phases of the investigation and prosecution			Reported at 0
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It is clear that significant lobbying must be carried out from all the actors concerned to have the anti-TiP law enacted by Parliament absent which IOM and the APLTP will need to come up with another plan to reach the above results. Given that the Leahy Vetting process is mandatory, early planning is important to be able to deliver the trainings.

Moreover, the delay of the baseline study has significant impact on the evidence-based decision of where the project should focus on in terms of its interventions.

Outcome 2: Increased capacity of the new Agency to fulfil its mandate

Result	Indicators	Target	Achieved	Status
Outcome 2: Increased capacity of new agency to fulfill mandate	% of target ministries and other stakeholders engaged in anti-TIP that notice improvement in coordination	70	0	Off track Reported at 0
	# of ministries and other stakeholders representatives involved in the technical committee of the anti-TIP agency	20	14 entities involved in the technical committee of the anti-TIP agency	On track: Though slightly under target, it is feasible to achieve by the end of the project.
Output 2.1: Enhanced capacity to develop and implement effective counter-trafficking policies and programs	# of developed Standard Operating Procedures (SoPs) for referrals	1	1	Achieved
	# of established toll-free hotlines for the identification and referral of victims of trafficking.	1	Activity cancelled	Activity cancelled
	# of equipment and office supplies provided to the national agency	2	0	Achieved
	# of inter ministerial meetings organized by the agency with the support of the project	18	1	On track: Though likely to be under the target- currently reported at 6
Output 2.2: Enhanced capacity to collect and disseminate information on human trafficking	# of people who have increased knowledge on the techniques of research, data collection and analysis tools on TIP	60	0	Off track: This is off- target, though the Agency developed the database using other means, so there may still be possibility to deliver the training on data collection.
	# of established UN-	3	0	Off track: This is off- target

	government working groups/ or Forums in order to encourage information exchange and data collection			
	# of database set-up for VoTs	1	Activity cancelled	Activity cancelled
	Number of people trained in prevention	60	58	Achieved although slightly below target
	# of people reached through awareness raising campaigns	10,000	94	Off track: This is off- target, though project staff report that it will improve in FY3.
	Number of unique awareness materials designed or adapted through foreign assistance (5.3- 16)	5	5	On track
	# of awareness raising events organized	50	6	Off track: This is off- target.

These results attest to the strained relationship that evolved between IOM and the agency. It is to everyone’s advantage to iron out misunderstandings and communicate clearly how remaining results will be achieved. The delays in the delivery of results have led to a revision of the milestones agreed (hence certain activities were cancelled while others’ delivery dates were revised). USAID is of the view that capacity development intervention to benefit the APLTP needs to go beyond a few trainings. There needs to be clarity as to how the collaboration between the APLTP and IOM is increasing the capacity of the former. With 14 months to go, IOM should review its intervention strategy to tailor capacity development interventions to meet the needs of the Agency.

With regard to the Select Technical Committee, the communication can be improved. One key informant complained that existing expertise among the members of the technical committee was not considered at all. It was as if there was nothing done before 2019 which is not the case. It would be important to develop a roster of existing CT expertise among the different ministries so the Agency can tap into those to enhance its coordination effort. Clear ToRs can be proposed to the Technical Committee to avoid misunderstanding. One area that needs improvement according to the Agency and the donor is that of direct assistance. Admittedly, there is an issue of coordination as regards the technical committee itself, but the project can assist in ironing out communication gaps and clarifying the roles of each member in order for the APLTP to fully play its coordination role.

External factors also include the insecurity in the east of the country, the COVID-19 pandemic and flights being cancelled without notification compounded the delays in implementation.

Outcome 3: Increased Protection for Victims of Trafficking

Result	Indicators	Target	Achieved	Status
Outcome 3: Increased protection for victims of trafficking	State policies established to provide appropriate and comprehensive direct assistance to VoTs	YES	NO	Off-track, reported at 0, although given the validation of the SoPs, a policy document can follow
	% increase of re/integrated victims employed, re/inserted in their families, educational system, etc	70%	0	Off-track, reported at 0
	Number of TIP victims	75	11	On track While the number is

	referred for protection services.			low, target can still be met if the SoPs are disseminated on time
Output 3.1: Increased capacity of target service providers to meet international	# of conducted mapping exercises of existing and potential shelter service providers and reception centers	3	0	Off-track , reported at 0
	Number of first responders trained on victim identification.	60	0	Off-track , reported at 0
Output 3.2: Direct assistance provided to victims	# of victims provided with secure shelter during the transition and recovery period	75	6	On track While the number is low, target can still be met if the SoPs are disseminated on time
	# of provided reintegration grants	75	3	On track While the number is low, target can still be met if the SoPs are disseminated on time
	# of victims provided with medical assistance.	75	1	1 On track While the number is low, target can still be met if the SoPs are disseminated on time

At outcome level, ‘re/integration of victims, re/insertion in their families, educational system etc.’ is off-track. Some key factors contributing to such low performance are mentioned below.

- Given the newness of the process of direct assistance, this activity could have started soon after the launch of the project. That way, APLTP technical staff could have followed-up and learnt on the job. The current way that VoT cases are being handled on a case-by-case basis is time consuming and unpractical.
- The Ministry of Social Affairs lacks funds to follow-up cases.
- VoTs come from all over the vast country. For instance, the issue of child-soldiers from the North requires special attention. In the East, security concerns severely limit what can be done. Access is only available in the capital of certain provinces, these are North Kivu, South Kivu and Ituri.
- With no implementing partner agreement in place, each case needs to be followed-up by IOM staff. Assisted Return and Reintegration (AVRR) staff who carries out screening and accompanies VoTs to their places of origin is just one staff member with a full AVRR portfolio handling returns to the DRC and dedicating only 25 percent of his time to the current project.
- COVID restrictions and positive cases delayed return process with two VoTs having had to stay six months in an NGO shelter, while two others stayed for two and four months respectively.
- There is a need for ongoing and long-term follow-up and support to each case. As one shelter staff said, “Taking into account their high level of vulnerability, we cannot base the support only on crisis response available within the center and a small reintegration kit. Each victim needs assistance for a much longer period of time. [...] Even if the time spent in our center is limited, we still monitor victims after they leave the center with a cut-off time of three years. Usually, they need more assistance after they leave the center given their family situation.” Ongoing support is also needed to deal with the trauma of experiences, which affects also results in terms of reinsertion within their respective family, community.

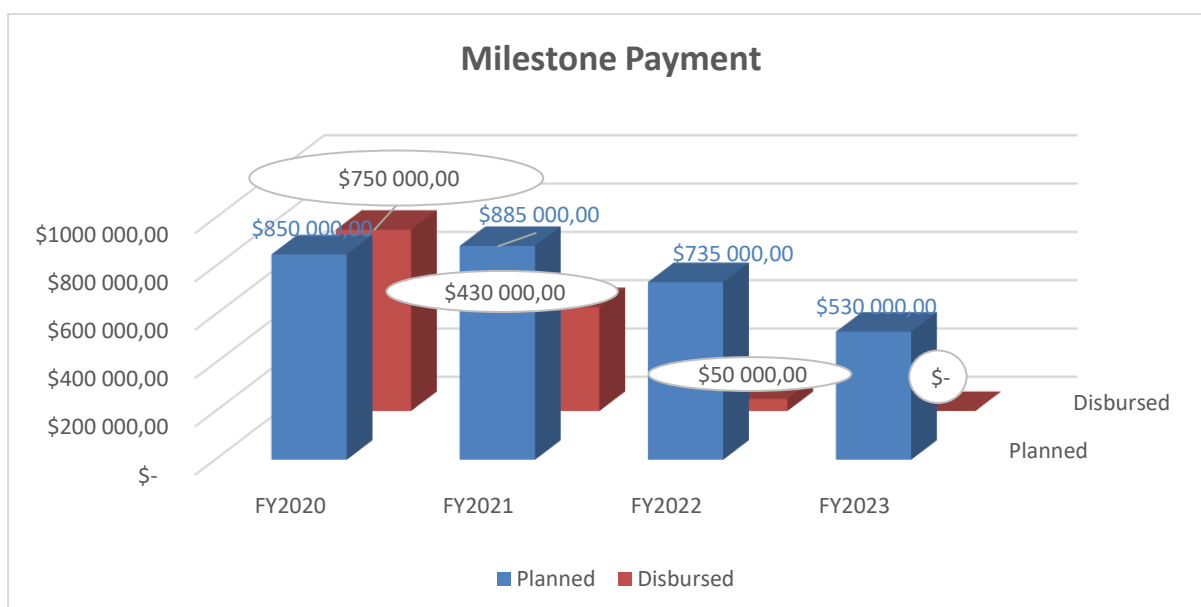
NGO staff:

“In order for return and reintegration to be effective, partnerships with different NGOs need to be strengthened in the form of Memoranda of agreement. Continuous trainings are required to understand and provide the full spectrum of assistance (medical, psychological, shelter, counseling, family tracing, reunification), especially since the vast majority of VoTs are children. Additional networks need to be created at the provinces of origin such as the Kasai. It is very difficult to consider continuum of care when the structures in place cannot follow-up. To date, we only managed to network with one NGO in the Kananga.”

The limits of what can be achieved with this project must also be acknowledged. IOM and the donor perceive this as a pilot initiative to promote more attention to reintegration services. According to all stakeholders, reintegration support is much needed and is almost uncovered outside of this project.

4.4 Efficiency

In terms of a balanced consumption of budget and time elapsed, this is a milestone project and disbursement of funds is in accordance with the negotiated milestone agreement with the donor. As a result, there are no financial reports. Accordingly, FY 2020 only had one milestone delayed. FY 2021 had five milestones unattained. From the planned USD 885,000 only USD 430,000 was disbursed. FY 2022 has USD 50,000 disbursed so far.



Reasons for having met only 50 percent of the milestone deliverables for FY 2021 have been mentioned above.

The project staffing structure is well suited to the project needs, and staff are overall perceived to have strong capacities, team dynamics, coordination and responsiveness to donors and partners. The team includes oversight by IOM Chief of Mission (Fabien Sambussy), a Project Manager (Hyewon Yi) responsible for overall coordination and liaison, a technical advisor (Fils-Lien Thelot) and a Project Assistant (Emery Kianga) dedicated at 25 percent to support in relation with certain activities. The administrative and financial staff appear to meet the project needs.

It is difficult to judge timeliness of all activities due to lack of a detailed workplan to breakdown tasks and introduce more precision (basic workplan had majority of activities planned for all quarters), as is recommended practice at the start of every project per IOM Project Handbook. However, donor reports and stakeholders indicated instances of delays, in line with deviance from the basic workplan: all activities that lead to output 1.1. and 1.2; the information campaign (activities 2.2.8; 2.2.9 and 2.2.10) and the direct assistance related activities (activities 3.1.1.; 3.1.2; 3.2.1; 3.2.2; 3.2.3). Activities related to the database development were taken out of the milestone agreement as part of a revision.

This is because of a misunderstanding that occurred between IOM and the Agency after which the Agency decided to request government funds to develop said database.

In terms of monitoring practices, an important aspect of efficient project management, there are areas for improving monitoring of activities, results and risks. The evaluator assessed tools and processes in place for monitoring activities, results, budget/expenditures, and risks—the four key areas to monitor in all projects according to the IOM Project Handbook.

For *activity monitoring*, the milestone document calls for annual and quarterly workplans to be developed, but project team reported having only the original workplan from the proposal, which is by now outdated given delays and adjustments in activities. Conclusions about timeliness of activities are therefore challenged by a lack of updated quarterly workplans, as explained above in relation to deviance from workplan.

For *risk monitoring*, challenges to implementation are flagged and explained in the donor reports, but the Risk Management Plan has not been updated since the project was activated as is again called for by the IOM Project Handbook.

For *results monitoring*, a Results Monitoring Framework (RMF) was also not developed outside of PRIMA. The results monitoring is done on PRIMA where the PM updates the progress per indicator every month.

For *financial monitoring* of a typical IOM project funded by the US Government, a Finance Officer or Resource Management Officer manages project-related financial procedures, ensuring compliance with IOM/donor financial requirements and timely project financial reporting. This includes Project Manager viewing expenditures in real-time using IOM's financial management system (PRISM), and monthly budget consumption reports by the Finance Officer that track burn rate per budget line. Those monthly reports ensure regular financial monitoring by the Mission, and facilitate eventual quarterly financial donor reporting, prepared directly by the IOM Washington liaison office. However, as explained above, this project falls under a fixed award agreement. Accordingly, the project is based on deliverables and each deliverable allows for a fixed disbursement which was negotiated between the donor and IOM as part of the award. As such, financial reporting is not a requirement under this Agreement.

All contractual and procurement procedures are coordinated by an Administrative Coordinator. Accordingly, a procurement plan was developed for the project and updated regularly.

Effective and efficient use of resources is promoted by regular financial monitoring using monthly financial reports and by following IOM established rules and regulations. It would still be a good practice to replicate for the project under review. A few areas for potential attention in terms of financial monitoring were highlighted by implementing partners:

- *The current handling of VoT assistance on a case-by-case basis is inefficient and does not leave the partners room to maneuver. In line with implementing partner agreements, it would be a better practice to agree on a budget with the implementing partners and arrange funding disbursement in tranches with monthly narrative and financial reporting. To ensure quality reporting, continuous training of staff involved is necessary. As is likely the case, waiting for the tranches of funds poses may pose difficulties for implementing partners. To avoid affecting the cash flow of implementing partners, it is common practice to arrange for an initial disbursement (IOM's legal department (Leg) has approved such kinds of agreements in the past).*

There is also room for improving analysis of results. The "Summary of Key Achievements" (section 1) of the donor narrative reports has been largely focused on activities and it is not structured according to the results. While some progress in achieving outputs and outcomes are included, they are buried in the narrative that largely focuses on activities. It is common for focus to be more on activities as

implementation begins, but as progress is made under each component the focus should shift more to results.

In future, a sub-section could be created for each output and outcome to ensure attention is given to achievement of each result. Particular attention should be given to outcome level results going forward, as the project enters its final year of implementation. In each section, a short analysis of level of result achievement should be provided followed by the related activity details. This would generate an added value for both IOM and for the donor to increase the level of analysis of result achievement in future reporting.

For Outcome 3, analysis can also be added on the extent to which beneficiaries assisted “successfully completed” counseling and are “ready to reintegrate” into society, and related reasons. In terms of continuum of care, a follow-up monitoring plan should also be considered along with an update of the situation the beneficiaries find themselves in. Reintegration service outcomes can be further analyzed in monitoring and reporting. The project team may further discuss with the implementing partners how to elevate the analysis in future in terms of what is working, and reasons why or why not – to have not only success stories, but also assessing why others may have been less successful. This will be important for learning from piloting of these reintegration services under this project even though the implementation of this component of the project started during FY2021.

4.5 Sustainability

Concerning stakeholder involvement, the project has engaged in close cooperation with the main government partners but not to the same level with implementing partners. It is important to recognize NGOs’ participation and involvement in planning and monitoring of activities as an important aspect of sustainability, to be achieved through support, liaison, and coordination meetings. There is a need to establish and maintain coordination with existing NGO networks such as the Network of Educators of Street Children and Young Adults, (REEJER- *Réseau des éducateurs des enfants et des jeunes de la rue*). IOM in coordination with the Agency could also look at creating linkages with the SGBV clusters and networks as part of the roll-out of the NRM and related SoPs, since the SGBV networks and clusters have been operational for a while. Such cooperation can also contribute to an increased pace of implementation.

Given that one of the outcomes of the project is the increased capacity of the APLTP to fulfil its mandate, the proposal highlights sustainability vis-à-vis government partners as linked to the transfer of ownership to the Government, where possible. Ongoing interest, support and commitment of the Agency was confirmed during the evaluation. This now needs to translate in a joint implementation and phasing out plan for the different components of the project.

In this project, as is done generally in its CT programming, IOM must continue to promote sustainability consistently by building in components on policy and legal framework to help institutionalize and sustain project benefits. This includes supporting the government to put the necessary laws and SOPs in place, and always promoting government ownership and responsibility for coverage of the services. At present, this does not seem to be the case. It is therefore important to support the Ministry of Social Affairs which is the mandated ministry and look at ways it can provide comprehensive services to VoTs. Staff turnover and training would be a key concern, along with funding. According to stakeholders, the state faces challenges across all the social service sectors to secure adequate funding given economic challenges faced by the country, exacerbated even more at present by the COVID-19 pandemic situation. At this time, it is not likely that such high level of funding would be possible by the state alone without continued external support. Services rely also on well-

trained staff, however, in general the salaries are quite low in social service sector. It is therefore critical that external support continues to be provided both to the state-run shelter and NGO shelter in the foreseeable future to ensure that shelter services continue to be provided to VoTs.

Short and medium-term benefits should be expected from support for each individual VoT through direct assistance and reintegration services, though this could not be assessed based on available evidence. The monitoring data only captures short-term benefits of the project, which show success in terms of immediate assistance to beneficiaries believing their life has improved as a consequence of services received. It is likely that this has important medium-term benefits, based on theory of change and stakeholder perceptions, in promoting their social and economic reintegration after they receive support and services, though this could not be assessed based on available evidence and the time allotted for the current evaluation. Analysis of long-term benefits of return and reintegration may be considered in the future, possibly during the end of project evaluation. For both return and reintegration, long-term follow-up and monitoring is a noted factor in terms of helping to sustain benefits for individual VoTs. Follow-up and monitoring should ideally be coordinated through community-level social service staff, the social service staff in rural areas are extremely limited in the support they can provide, as they are one person supporting several thousand inhabitants and many different types of cases without any means at their disposal. To further compound the challenges, the Eastern provinces are marred by instability. This represents a general challenge to social service provision in the country. Sustainability of comprehensive, high-quality reintegration also relies in part on safe, dignified and sustainable reintegration of VoTs into their families and society. The support provided is intended to respond to immediate needs and set each VoT on a path to successful social and economic reintegration.

As for sustaining reintegration services, it is conceived as a pilot initiative under this project and at this point it is not likely to be maintained without IOM support. Here again, IOM advocates for raising state standards and thereby decreasing dependence on external aid, though it appears that it will come too late in the project implementation period to see effects by the end of this project. In this case, reintegration provision under this project is a relatively new area that is being promoted and piloted by IOM. The aim is that the state through the Agency will take ownership to carry forward such services in future. This is promoted through the development and possible roll-out of the SoPs as well as piloting the direct assistance through an NGO implementing partner, N'dako Ya Bisu. Future sustainability will depend on discussions in the final year in terms of adjusting the legal framework, the SoPs and seeking agreement on state interest and commitment to the issue of reintegration. In case IOM will not have more funds to continue this work, reintegration would be the most challenging project benefit for the state to sustain.

As for prevention, through hotline support and awareness raising campaigns, benefits are more likely to be sustained without external support since the Agency has managed to secure government funding to establish the hotline (although not operational to date) and proceed with awareness raising. It is not clear if the State funds secured are ongoing or once off. Either way, ongoing prevention efforts are always needed, to respond to new trafficking trends and issues and to continue providing the proper messaging to the population. In order to refine its intervention, an impact assessment of the prevention work done can be considered in the future.

Other positive factors for sustainability include IOM's project focusing in the East. It is important to continue to build a strong network of national CT stakeholders, including both NGO and government actors. This contributes to a more sustainable process for cooperation on CT issues going forward, which can help to sustain the various benefits of this project. Trainings under other ongoing projects implemented by IOM is also likely positive factor contributing to sustainability. Opposing factors that

work against sustained benefits include the economic and security situation in the DRC. It was widely noted by stakeholders that the country is facing constant instability, high levels of poverty, and issues of corruption and rule of law. Given this context, not all of the issues promoted by IOM can be taken up fully by the government. Still, it is critical that IOM continues to work to embed its programming into the institutional structures to ensure that the benefits can be sustained as much as possible.

4.6 Cross-cutting Issues: Gender and Human Rights

Gender

As regards gender, the project shows evidence of strong attention to gender mainstreaming as well as to gender balance with particular attention to the needs of children VoTs, though there is room for improvement in terms of analysis of needs and results for men, women, girls and boys.

In the IOM Gender Equality Policy 2015-2019 which covers both gender equality issues relating both to external programmes and activities (gender mainstreaming), and to gender balance in staffing and organizational culture. Gender mainstreaming refers to assessing the gendered implications for all migrants of any planned action, including policies, programming or legislation. By contrast, gender balance in staffing is intended to ensure equitable staffing practices.

In considering gender mainstreaming and gender balance, the evaluator looked mainly at the three questions outlined below as well as a few other complementary aspects relevant to conceptualization, project development, and management and monitoring phases. These were selected from a list of guiding questions on cross-cutting themes for each phase identified in the IOM Project Handbook (2nd Revision, 2017). The extent to which the project aligns with each of those identified good practices on gender mainstreaming is summarized in the following tables:

Project design: gender mainstreaming and gender balance

Guiding questions	Yes/No	Comments
<i>Evaluation TOR: Has the project been planned on the basis of a Gender Analysis and Needs Assessment to respond appropriately to the specific needs of women, men, girls and boys?</i>	To some extent	The proposal acknowledged recommendation for a stronger gender approach highlighted by recent J/TIP reports. However, the proposal did not explicitly mention nor analyze the needs of women, girls, and boys, nor other groups such as persons with diverse social orientation, gender identity, gender expression and sex characteristics (SOGIESC).
Have the findings from the gender analysis been used to define a project scope and activities that respond appropriately to the specific needs of men, women, boys and girls, incorporating the different impacts that the project's activities may have on each group?	To some extent	See above.
Have local organizations, governmental entities, and international organizations working on gender equality been consulted and input incorporated into project design?	No	One of the complaints the APLTP was the lack of consultation during project design even though the project responded directly to the recommendations contained in the annual J/TIP reports and was in line with the government anti-TiP strategy.

Project implementation: gender mainstreaming and gender balance

Guiding questions	Yes/No	Comments
<i>Have gender-specific indicators been used during project monitoring?</i>	Yes	Gender and age disaggregated data is captured for all relevant indicators.
<i>Are the different impacts that project activities might be having on men, women, boys, and girls and other key groups being monitored, where relevant?</i>	No	While gender and age disaggregated data is captured in the indicators, there is no evidence of analysis and use of that data in terms of analyzing differential impacts on men, women, boys, girls or other key groups – aside from the specific attention to children VoTs (girls and boys).
Has the hiring of a gender-balanced project team been promoted? Has gender-balanced participation in the project’s activities been promoted, in terms of members of steering committees, trainers, beneficiaries and other stakeholders?	To some extent	Most (4) of the project team and support staff are male (technical advisor, Project Assistant), while the project manager is female. Two support staff are male (Chief of Mission, finance officer).
Have staff and implementing partners received training so as to avoid gender stereotypes?	Yes	Staff have solid experience on CT issues and it can be said that they have received CT training. More specifically, the proposal to USAID includes a commitment that gender will be mainstreamed in all research and assessments to be conducted. Training materials to be developed will include a strong gender component. Since none of these are completed, the evaluator was not able to assess the gender considerations outlined in the proposal.
<i>Has particular attention been paid [in project implementation] to the role of the project in contributing to the advancement of gender equality?</i>	To some extent	In accordance with the IOM Gender Equality Policy 2015–2019: “42a. Project reports will include a dedicated section on gender detailing gender- related accomplishments.” The reports have a dedicated paragraph outlining to what extent cross-cutting themes have been incorporated. This is noteworthy and should be supplemented with deeper gender analysis at results level. In terms of assistance to VoT women’s and men’s needs and rights however, there is no mention in the project reports.

As regards human rights, the project has clear and explicit focus on improving the respect and the enjoyment of rights by VoT, potential VoT, and migrants generally.

IOM’s Rights-Based Approach (RBA) manual guides staff to apply a RBA to programming by identifying the international legal standards at play in projects and by understanding and incorporating rights principles into programming processes. It derives from a ‘human rights-based approach’, broadened to encompass rights of individuals derived from other sources of international law besides ‘human rights’ such as for example ‘labour rights’ from international labour law.

In considering attention to human rights, as with gender, the evaluator looked mainly at two questions outlined below as well as a few other complementary aspects relevant to conceptualization, project development, and management and monitoring phases. These were selected from a list of guiding questions on cross-cutting themes related to a ‘rights-based approach’ for each phase in the IOM Project Handbook (2nd Revision, 2017). The extent to which the project aligns with each of those identified good practices is summarized in the following tables:

Project design: human rights

Guiding questions	Yes/No	Comments
<i>Does the project proposal describe what rights are at stake in the project, who the rights holders and duty bearers are, and the underlying reasons why the applicable rights are not being enjoyed?</i>	Yes	The project refers to a need to enhance the protection of the rights of TiP victims in line with the international obligations of the country. The project also refers to migrants’ rights more generally, in terms of providing tailored information through awareness raising and hotline services to people who intend to migrate for various purposes, including informing them on migrant’s rights and obligations, risks of exploitation, tips to identify risks, means of protection, etc.
<i>Are the objective, outcomes, outputs and activities in the Results Matrix specifically formulated to incorporate a rights-based approach to programming?</i>	Yes	The project’s objective is to promote a more coordinated and effective national response to combat TiP. In addition, two outcomes aim at increased investigation and prosecution of traffickers and increased protection of VoTs complementing national efforts in the field of identification and reintegration of VoTs and potential VoT.

Project implementation: human rights

Guiding questions	Yes/No	Comments
<i>Is the implementation of the project strengthening the capacity of the duty bearers to fulfil their obligations and empowering rights holders to claim their rights?</i>	Yes	The project supports access to shelter for VoTs, as well as access to information and protection for VoTs and potential VoTs, thereby empowering VoTs and migrants generally as rights holders. It also supports developing capacity of the state as duty bearer to fulfil their obligations towards VoTs, potential VoTs and to migrants generally.
<i>Does the implementation of the project assist rights holders to access complaint or redress mechanisms such as courts, tribunals, ombudspersons and others, or assist duty bearers to set up any similar complaint or redress mechanisms?</i>	Yes	With the possible enactment of the new anti-TiP law and training for law enforcement and the judiciary, the whole aspect of prosecution will be addressed. Moreover the roll-out of the SoPs will assist in establishing the referrals towards investigation and possible prosecution of traffickers.

5. Conclusions

Overall, the project performance is mixed. It still has the possibility to get back on track to achieve the majority of intended results on time and on budget. Some delays are observed related in part to COVID-19 which may impact ability to achieve all of the results; see the summary below for further details. The project team and partners have shown commitment and dedication to achieving the ambitious project objectives despite the challenging operating context. Beneficiaries, partners, and donors have high expectations from this project.

The below provides a summarized version of the key conclusions, followed also by the lessons learned and best practices, with a more detailed version provided in the conclusions section of this report.

- **Relevance: This project overall has a very high degree of relevance related to national efforts in combating TIP.** IOM is perceived as the government's trusted partner on counter-trafficking (CT) and maintains close and regular interactions with government officials to support and promote CT work, including coordination of all planned and ongoing projects, resulting in a high degree of alignment with the government priorities and strategies. This project ensures coverage of the entire geographic area of the country. This project targets gaps in national legislation and response mechanisms where support is required, as identified in the National Strategy on CT, involving continuing support for direct assistance through state and NGO shelters and awareness raising. The COVID-19 pandemic and the insecurity in the East of the country have impacted the priority given to counter- trafficking, though attention and work on CT at technical levels continues. In terms of donor priorities, the project was designed to meet a number of US government programming priorities for FY 2020, and the project appears to have continued strong alignment to current priorities. Other needs of the government related to CT were also raised by stakeholders which may be considered as areas for future support, these include equipping law enforcement to carry out raids and investigations, TIP in mining (which is the focus of the recently activated Norwegian funded project), labour inspections, international cooperation on VoT cases.
- **Coherence: This project is internally coherent with IOM's other CT programming, as well as with other CT initiatives given in particular that IOM is the only international organization implementing dedicated CT programming.** This USAID funded project is a flagship project for IOM DRC. It builds on years of CT work by IOM in the Southern Africa Region. The project is coherent with international standards and obligations in terms of the protection of the rights of TIP victims. USAID and Norwegian funded projects are closely coordinated and coherent. This project is complemented in particular by a Norwegian funded project that started in December 2021, which includes plans to carryforward support to expansion of the NRM for victims of TIP in the artisanal mining areas of North and South Kivu. Long-term assistance and reintegration services continue to be much needed; this USAID project is the only active project supporting assistance to VoT and has the additional advantage of covering the whole country.
- **Effectiveness: Overall there is effort to be made to make the project effective and be on track to meet all of its set targets.** The first outcome on increased investigation and prosecution of traffickers is in limbo pending the enactment of the anti-trafficking law. Considering that this is an important pillar to the overall success of the project, it is important to start thinking

in terms of what can be done to deliver on output 1.2 which is the capacity enhancement of the state to investigate cases and prosecute offenders (see also recommendations below). In terms of Outcome 2, the communication with the Agency needs to be improved towards a robust partnership to continue to support the Agency's work to fulfill its mandate. In that respect, there is a need to speed up implementation of the information campaign and find complementary ways of supporting the hotline and training on data collection and analysis on TiP.

In terms of increased protection for VoTs (Outcome 3), direct assistance has significant impacts on lives of beneficiaries. Direct assistance continues to be provided even though numbers assisted are off track which is not due to lack of TiP cases requiring assistance, rather it is due to not having negotiated and established agreements with implementing partners during the previous fiscal years. Moreover, the NRM and related SoPs were only validated in December 2022.

COVID-19 posed some challenges and delays to assistance and reintegration services.

- ***Efficiency: The project has shown mixed results in its efficiency in terms of the deliverables met.*** In FY 2021 only about 50 percent of the deliverables were met in relation to the milestones agreed with the donor. The lag in meeting the milestones directly affects the fixed amounts disbursed by the donor. This is apparently due to three main factors: the impacts of COVID-19, cumbersome administrative procedures (such as the Leahy Vetting that needs to be factored in whenever training workshops are planned) and communication challenges with the APLTP. Noting this situation, IOM may face some challenges to spend fully the budget by the end of the implementation period, especially the use of funds for direct assistance to beneficiaries

The staffing structure may be insufficient compared to project needs, this is especially true for the direct assistance component which is supported by one staff member who has also a large IBM and AVRR portfolio. Staff are overall perceived to have strong capacities, team dynamics, coordination and responsiveness to donors and partners. Due to delayed implementation of the direct assistance component of the project, reintegration work is less likely to affect ability to achieve the outcome by the end of the project. In terms of monitoring practices, there is room for improving monitoring of activities, results and risks, as well as donor reporting.

- ***Sustainability: The project has to a certain extent promoted sustainability from its conceptualization and support to the anti-TiP agency in its coordination role through government ownership, and good level of coordination and involvement of stakeholders during design and implementation. However, sustainability is challenged by ability of the state to enact the anti-TiP law, raise standards and increase funds for direct assistance, and to take on support to reintegration piloted through this project.*** The project should continue to engage with all governmental and civil society stakeholders in close coordination with the Agency throughout implementation including in detailed planning of the activities. As reportedly done in all CT programming, IOM has promoted sustainability consistently by building in policy and legal framework components to help institutionalize and sustain project benefits. IOM should also advocate for raising state standards on direct assistance decreasing dependence on external aid. Continued operation of the state-owned shelter is unlikely to continue since the UNICEF project that was supporting it has ended and it is currently only relying on this project for its running costs. The NGO-run shelter is likely to continue. Short and medium-term benefits should be expected from support for each individual VoT through

assistance and reintegration services, though this could not be assessed fully based on evidence. As for sustaining reintegration services, it is conceived as a pilot initiative under this project and is not likely to be maintained without IOM support, though the intention is to proceed with discussions on the formulation and enactment of a policy to provide appropriate and comprehensive direct assistance to VoTs. As for prevention, through hotline support and awareness raising campaigns, the APLTP secured State funds to carry out these activities. It is not known whether these funds are continuous or once-off. Other factors for sustainability should include building a strong network of national CT stakeholders, including both NGO and government actors with the Agency as the lead and the Ministry of Social Affairs as co-lead. Institutional structures into which this project is embedded have experienced some recent and likely future reforms, which may impact on sustainability prospects in terms of government capacities to address CT.

- **Gender: The project shows evidence of strong attention to gender mainstreaming as well as to gender balance with particular attention to the needs of children VoTs, though there is room for improvement in terms of analysis of needs and results for men, women, girls and boys.** The project's key government partners include the Ministry of Family, Child and Gender but its role to date is unclear. The proposal did not explicitly mention nor analyze needs of women, girls, boys, or other groups. The project indicators do gather disaggregated data on sex and age, as well as additional categories for some indicators (e.g. VoT status). However, there is no evidence of analysis and use of that data in terms of differential impacts on men, women, boys, girls or other key groups – aside from the specific attention to children VoTs. The gender balance overall seems good, though with majority of male staff and consultant.
- **Human rights: As regards human rights, the project has clear and explicit focus on improving the respect and the enjoyment of rights by VoT, potential VoT, and migrants generally.** With the possible enactment of the new anti-TiP law and training for law enforcement and the judiciary, the whole aspect of prosecution will be addressed. Moreover, the roll-out of the NRM and SoPs will assist in establishing the referrals towards investigation and possible prosecution of traffickers. Access to shelter for VoTs, as well as access to information on safe migration and access to protection for VoT and potential VoT, thereby empowering VoT and migrants generally as rights holders. It also supports building capacity of the State as duty bearer to fulfil its obligations towards VoTs, potential VoTs and to migrants generally. With the roll-out of the NRM and SoPs, direct assistance and reintegration will ideally help VoTs to also have the support they require to prepare for and engage in judicial processes related to their trafficking legal case.

Good practices and lessons learned

Several lessons learned and good practices were identified by the evaluator:

Good practices

- Secondment of a technical advisor at the APLTP. This allows for continued support, on the job coaching and close interaction with the staff of the Agency and a more general rapprochement between the Agency and IOM.
- Good coordination mechanisms, ensuring both continued relevance to the needs of government and NGO partners, as well as aiming at effectiveness and efficiency of the project. IOM is in a unique position to continue coordinating and looking for opportunities for support

and for sustainability in the CT field, given its long history of engagement in this area and its ongoing portfolio of CT programming.

- Supporting development of the legal and regulatory framework necessary to establish and maintain assistance to VoTs and reintegration (NRM and SoPs). If successfully rolled-out, this element of the project will be a further step towards sustainability.

Lessons learned

- IOM's ongoing support to the APLTP provides at the same time some lessons learned, related to sustainability, transfer of knowledge but also the risks to sustainability as regards direct assistance to VoTs.
- In terms of learning, the proposal envisaged multiple activities that may be used to help the team assess challenges and successes in implementation, changes in the context that could affect the project, and opportunities to better collaborate or influence other actors. More structured and documented learning may also be considered, including activities referenced in the proposal: *periodic review* which may be documented in short monitoring reports that summarize challenges and corrective actions, as well as lessons learned, all *periodic meetings and consultations* may be documented through notes for file or minutes of the meeting, including actions needed and lessons learned.
- Documentation of learning would be useful not only for sharing among project team and partners, but also to feed into eventual final evaluation for wider learning and sharing of good practices. These may include for example the key learning questions raised in the proposal:
 - best practices on gender mainstreaming in the field of VoTs protection to ensure services are sensitive to the needs of all victims, regardless of gender, and adapt methodologies as needed.
 - feasibility and factors of success for VoTs' long-term reintegration and critical components of the reintegration process according to VoT profile and life experiences; and
 - possible options to decrease government dependence on external funds for the provision of protection services.

6. Recommendations

Based on findings and conclusions, the evaluator identified various recommendations developed in consultation also with the Evaluation Manager (project manager). The recommendations focus on areas for improvement by the end of this project, in its final 10 months of implementation. Some recommendations may not be feasible within this timeframe and may therefore be considered rather in other ongoing or future projects.

1. **Throughout remainder of project implementation, as well as in other ongoing and future projects, IOM is recommended to continue promoting with the government partners a high-level priority attention given to CT through regular high-level meetings.** The COVID-19 pandemic coupled with political instability has reportedly impacted priority given to CT at higher levels, though attention and active work at technical levels continues. Such high visibility can also give a thrust towards the enactment of the anti-trafficking law.
2. **As this is the last year of project implementation, IOM is recommended to closely discuss and critically assess as to whether training (development of training curriculum on investigation and prosecution of TiP, delivery of training of trainers, development of protocols between police and prosecutors) can still be delivered based on the different laws that address TiP.** Although not the ideal scenario, this component is very critical for the successful conviction of traffickers and redress to VoTs. The training modules should be practice based as much as possible and allow as much as possible the possibility of having a new law on TiP.
3. **As regards the baseline study, given that it was supposed to inform implementation of the current project, there is a need to accelerate its finalization.** It is highly recommended that it relies on findings on prevalence estimate methodologies and recommendations.
4. **IOM is recommended to develop a detailed workplan including responsible parties and update it quarterly** (e.g., prior to donor reporting) to check and update the status for each activity and task, and to adjust timelines as needed.
5. **In the coming months, IOM is recommended to review its reporting practices and identify areas where improvements may feasibly be made under this project, as well as for other ongoing and future projects.** IOM is also recommended to review the findings of this evaluation and the suggestions related to donor reporting and identify areas for improving future reporting such as providing more analysis on trends and higher-level results of the project, as well as indicators of sustainability such as tracking the percentage of costs covered by the state towards different activities. In future reports, it is recommended to create sub-sections for each output and outcome and provide for each an analysis of progress in result achievement. This can help to shift the focus from activity to result reporting, in particular at outcome level as the project is in its final year of implementation. The specific section on gender can include an analysis of the gender impacts of the project in terms of gender mainstreaming – needs and results according to sex and age, including for men, women, boys, and girls. This dedicated section and analysis will elevate the quality of reports and contribute also to eventual final evaluation in relation to assessing contribution to gender equality. Related to reporting, documentation of learning may be improved through short monitoring reports or notes for file related to any periodic reviews, meetings, consultations, or steering committee meetings that are held.

6. **In the coming months, IOM is recommended to formulate and sign IP agreements with partners that provide direct assistance in coordination with the Agency.** This should be complemented by continuous training on the needs of VoTs and the requirements of the agreements (reporting, case management, referrals, SoPs etc.).
7. **By the end of the project, IOM is recommended to revisit the sustainability prospects of the project.** This can build on analysis that is recommended to be added to donor reports on what is being done in terms of percentage of costs covered by the state, with added reflection on what actions or steps may be further needed to support government partners.
8. **By the end of the project, IOM is recommended to ensure that learning from the piloting of the direct assistance component is captured and shared with all relevant partners.** This may be done through compilation of lessons learned and good practices, which Centre staff may already start to compile and share to IOM, to also feed into donor reporting. It is recommended to include attention to reflecting on staff capacities, premises, coordination with other actors, and application of standards to ensure quality of services. It is recommended also to review gender balance in staffing. Sustainability and refurbishment of the government shelter should also be revisited, including state commitment to provide funding for the shelter.
9. **By the end of the project, IOM is recommended to revisit the sustainability prospects and plans for reintegration support (Output 3.2).** This will ideally be done in close consultation with the Agency.
10. **By the end of the project, IOM is recommended to integrate reflection on effectiveness of reintegration services under this project into the planned discussions on policy formulation on direct assistance.** Analysis on effectiveness of reintegration services, recommended as consideration for future donor reports, can also be fed into discussions on reintegration legal framework to use the evidence of results under this project to move forward the discussions with the state.

7. Annexes

- 7.1. Evaluation Terms of Reference (ToR)
- 7.2. Inception Report with Evaluation Matrix and information note for stakeholders
- 7.3. Documentation reviewed
- 7.4. Persons interviewed or consulted
- 7.5. Agenda for interviews
- 7.6. Interview guides

*This full report is also complemented by a **two-page “Evaluation Brief”** that presents a summary of the key findings, conclusions, and recommendations.*

Terms of Reference

MIDTERM EVALUATION FOR THE USAID/DRC FUNDED COUNTER TRAFFICKING IN PERSONS ACTIVITY (C-TIP)

Commissioned by: Democratic Republic of the Congo (DRC)

Managed by:

Hyewon YI	Fils-Lien THELOT
Programme Officer	Technical Advisor
Email : hyi@iom.int	Email : fthelot@iom.int

Evaluation context

According to the U.S. Department of State's Annual Trafficking in Persons Report (2019), DRC does not fully meet the minimum standards for the elimination of TIP and has not made significant efforts to do so; therefore, the country remains on Tier 3. Despite the lack of significant efforts, the government has taken some steps to address trafficking, including repatriating several victims of trafficking (VoTs) and convicting complicit officials for child soldier recruitment. The government continues efforts to certify mines to prevent the use of forced and child labour. In partnership with international organizations, the government also continues to undertake measures to prevent and end the use of child soldiers, including separating child soldiers from armed groups, conducting age verification screening of recruits, and securing written pledges from armed group commanders to renounce child recruitment. In addition, after several attempts to establish an inter-ministerial structure against trafficking, a national Agency in charge of the fight against trafficking was established in April 2019 for more coordinated efforts to combat trafficking in persons in DRC among the key national partners. The Agency for the Prevention and Combating Trafficking in Persons (APLTP) is a competent service for the prevention, the fight against human trafficking, the identification of the offenders and the monitoring of their persecution to the court, as well as the protection of victims.

With the financial support from USAID DRC, IOM is currently implementing a project which contributes to promote a more effective and coordinated response to the issues of trafficking in persons in the DRC by providing institutional and technical support to APLTP. The project is ongoing from 24 April 2020 to 23 April 2023.

To achieve the desired overall objective, the project was articulated around the three (3) following outcomes:

- Outcome 1: Investigations and prosecutions against traffickers are strengthened
 - *Output 1.1:* Counter-trafficking policies and legislation are strengthened
 - *Output 1.2 :* Capacity of state to investigate cases and prosecute offenders is enhanced
- Outcome 2: The new Agency has increased capacities to fulfil its mandate
 - *Output 2.1:* Enhanced capacity to develop and implement effective counter-trafficking policies and programs
 - *Output 2.2:* Enhanced capacity to collect and disseminate information on human trafficking
- Outcome 3: Victims of trafficking benefit from increased protection

- *Output 3.1:* Increased capacity of target service providers to meet international standards for protection
- *Output 3.2 :* Direct assistance provided to victims

Evaluation purpose and scope

The purpose of this mid-term evaluation is to bring key elements of effectiveness of the proposed project, document lessons learned and best practices throughout the project design, planning and implementation of activities and formulate strategic and operational recommendations for the remaining period. The evaluation has to be carried out in line with IOM's internal evaluation policy⁴ and should reflect the relevance, coherence, effectiveness, as well as efficiency. Additionally, the evaluation will assess the integration of key crosscutting themes standard for all IOM projects such as gender, human rights and accountability to affected populations. The results of the evaluation will be used by the mission to improve relevance, coherence, effectiveness, and efficiency of the project. Specifically, the evaluation will be used by the following stakeholders:

- By the project team, so that they can improve the implementation of an ongoing set of activities, project or programmes, and document lessons learned and best practices from a completed set of activities.
- By the senior management, so they can assess organizational effectiveness in implementing strategy.

Evaluation scope

The mid-term evaluation is intended to cover activities conducted by IOM **between 24 April 2020 to 30 December 2021**, under the project "Counter Trafficking in Persons Activity " funded by USAID DRC. The evaluation will cover all aspects related to the implementation of the interventions.

Evaluation criteria

The specific objectives of the evaluation are to:

1. Assess the relevance of the project in the context of the TIP situation and need and assess strategies of increasing alignment to needs;
 2. Assess the coherence of the project
 3. Assess the efficiency aspects of project planning, coordination and implementation;
 4. Assess the effectiveness of the project in reaching its intended results;
 5. Identify lessons learned and best practices;
- Make recommendations for improvements

Evaluation questions

The following questions are indicative of the types of questions to be addressed in the evaluation. The evaluator is expected to develop additional questions as needed to adequately respond to evaluation purpose:

- A. *Relevance*
 - i) Do the project's expected outcomes and outputs remain valid and pertinent either as originally planned or as subsequently modified?

⁴ IOM evaluation policy, Office of the Inspector General, September 2018.

- ii) Are the project activities and outputs consistent with the intended outcomes and objective?
 - iii) Do the project activities and outputs take into account relevant policies and guidelines?
 - iv) Were gender issues adequately addressed in project design and implementation?
 - v) Were cross cutting themes adequately mainstreamed in project design and implementation?
- B. Coherence*
- i) Do synergies exist with other interventions carried out by IOM as well as intervention partners? To what extent do the other implemented interventions support or undermine the intervention? To what extent does the intervention add value/avoid duplication in the given context?
 - ii) To what extent is the intervention consistent with international norms and standards to be applied to the existing context?
- C. Efficiency*
- i) How well have the resources and inputs (funds, expertise, time, etc.) been converted into results and to what extent has the project delivered value for money?
 - ii) Has the VoT assistance been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? What measures were put in place to address the challenges?
 - iii) Was the project implemented in the most efficient way compared to alternative means of implementation?
 - iv) To what degree are inputs provided or available in time to implement activities from all parties involved?
- D. Effectiveness*
- i) To what extent have the project activities and outputs been achieved so far? What does current achievement say about the project's potential to contribute to outcome and impact level results?
 - ii) What are the major factors influencing the achievement of the project's expected outcomes?
 - iii) Are there any factors that prevent beneficiaries and project partners from accessing the results/services/products?
 - iv) To what extent has the project adapted or is able to adapt to changing external conditions in order to ensure project outcomes?
- E. Lessons learnt*
- i) What are the key lessons learnt from the project design and implementation?
 - ii) To what degree can they be replicated in future initiatives?

Evaluation methodology

Suggested methodology for the evaluation may include:

- Document review: IOM will provide at the beginning of the evaluation, all documents related to the project, including Project document and Results Matrix, Project budget, Quarterly reports, any project or related publications etc.
- Key informant interviews with project stakeholders including Project Team, Governmental Partners, Donor, etc

Ethics, norms and standards for evaluation

The evaluation work will be conducted in accordance with IOM's [evaluation policy](#) and [Evaluation guidelines](#). IOM also abides by the UNEG Norms and standards for evaluation. IOM ethics and conduct regulations governing research and data protection principles will be observed.

Evaluation deliverables

Four documents will be produced as the final deliverables of the evaluation:

- i) An evaluation matrix
- ii) A presentation outlining the initial findings
- iii) Final evaluation report in English, including but not limited to an executive summary, evaluation methodology, evaluation findings, concrete recommendations, best practices and lessons learnt in the concluding section;
- iv) An [evaluation brief](#) which is a two page shortened version of the evaluation report, using IOM provided template.

The report should highlight and clearly identify findings around the key evaluation criteria (1) relevance, (2) coherence, (3) efficiency and effectiveness and (4) lessons learned and recommendations for improvement for each evaluation criteria.

Specifications of roles

Within this mid-term evaluation, the following functions will partake in the evaluation:

- The Programme Officer will act as the evaluation manager to be the main focal point for the evaluator, and provide overall information on the humanitarian interventions carried out by IOM DRC and ensure that project team actively participates in the evaluation and coordinate field visit. He/she will ensure all logistical preparations for the evaluation (appointments, transport, gathering documents, arranging for translation services if necessary) are in place.
- Evaluator will provide details of evaluation questions (in an evaluation matrix), carry out necessary data collection and analysis, write the evaluation report, and present the evaluation findings.

Quality assurance:

- The evaluation terms of reference and all deliverables will be reviewed by the Regional M&E Officer (ROME) to ensure adherence to IOM Guidelines on evaluation practice and to enhance independence and impartiality.
- A meeting will be held at the beginning of the evaluation process to ensure that the management/project team and the evaluator share a common understanding of the evaluation process and various roles and responsibilities.
- The evaluator will make a presentation of initial findings following conclusion of the data collection and preliminary analysis. This will allow for any obvious oversights, misinterpretations, or information gaps to be identified and addressed before the evaluator begins drafting the final report.
- IOM DRC and the Regional Office (ROME) will review, revise and accept the final report

Time schedule

The engagement period is expected for a maximum of 18 days, including up to 7 day visit to DRC. The field visit in DRC should be commenced at the latest by 5 February and completed before 11 February. The final evaluation report can be submitted at the latest by 14 February 2022.

Activity	Responsible party	Number of days	Timing
<i>Initial briefings with the Project team to clarify</i>	<i>Evaluator, Programme Officer, Technical Advisor</i>	1	1 February 2022

<i>TOR and inception report</i>			
<i>Document review</i>	<i>Evaluator</i>	3	2-4 February 2022
<i>Field visit and interviews with stakeholders, presentation outlining the initial findings</i>	<i>Evaluator, Programme Officer, Technical Advisor</i>	7	5-11 February 2022
<i>Draft report</i>	<i>Evaluator</i>	2	12-13 February 2022
<i>Review and finalization of report & Evaluation Brief</i>	<i>Evaluator</i>	5	18 February 2022
<i>Submission of evaluation report and brief to IOM Eval. Unit/ROMEEO for inclusion in evaluation repository</i>	<i>Programme Officer</i>	1	19 February 2022
<i>Develop and share management response to the evaluation</i>	<i>Programme Officer</i>	5	20-24 February 2022

Evaluation budget

The mission will cover the cost for this mid-term evaluation.

INCEPTION REPORT

Mid-term internal evaluation of the project “Counter Trafficking in Persons Activity (C-TIP)”

Project information:

Project title	Counter Trafficking in Persons Activity
Project dates	24 April 2020 – 23 April 2023
IOM project code	PX.0184
IOM Managing Mission	Democratic Republic of Congo
IOM Project Manager	Hyewon Yi
Donor	USAID

Evaluation information:

Evaluation commissioner	IOM Country Office in DRC
Evaluation manager	Hyewon Yi (Project Manager)
Evaluator	Alem Makonnen, Senior Regional Specialist for Migrant Protection and Assistance, IOM Regional Office in Pretoria
Planned data collection dates	14- 18 February 2022

This report was prepared for review prior to the evaluation data collection, which is planned to be conducted remotely from 14 to 18 February, 2022.

It is based on review of the Terms of Reference, a meeting with the Project Manager on 09 February 2022, and initial review of the available project documents.

Contents:

1. Evaluation context
2. Evaluation purpose and scope
3. Methodology
4. Workplan
5. Annexes
 - a. Evaluation Matrix – *the ‘blueprint’ for the data collection and analysis*
 - b. Evaluation Terms of Reference
 - c. Documentation list – *all documents available for desk review*
 - d. Stakeholder list – *all stakeholders including those prioritized to meet*
 - e. Draft agenda – *proposed time periods for scheduling interviews*
 - f. Information note for stakeholders – *can be translated and shared to stakeholders along with the meeting request for scheduling interviews*

2. Evaluation context

The project aims to contribute to a coordinated and effective national response to combat trafficking in persons in DRC.

The project has three outcomes, each with two outputs associated:

- **Outcome 1:** Increased investigation and prosecution of traffickers
 - *Output 1.1:* Counter-trafficking policies and legislation are strengthened
 - *Output 1.2:* Capacity of state to investigate cases and prosecute offenders is enhanced
- **Outcome 2:** Increased capacity of the new agency to fulfill its mandate
 - *Output 2.1:* Enhanced capacity to develop and implement effective counter-trafficking policies and programs
 - *Output 2.2:* Enhanced capacity to collect and disseminate information on human trafficking.
- **Outcome 3:** Increased protection for victims of trafficking
 - *Output 3.1:* Increased capacity of target service providers to meet international standards.
 - *Output 3.2:* Direct assistance provided to victims

The project team works closely with the National Anti-Trafficking Agency (APLTP) and the Ministry of Social Affairs. Other partners are the main NGOs working in the field of identification and assistance of VoTs in the DRC: N'Dako Ya Bisio.

Project objectives should also be reached within strong partnership between IOM and the Ministry of Human Rights, the Ministry of Justice, the Ministry of Gender, Children and the Family and the media. Other beneficiaries of the project are minor and adult VoTs, including their children, and potential VoTs and other National Referral System (NRS) stakeholders (*TBC which these are*).

3. Evaluation purpose and scope

The overall objective is to assess the relevance of project design, effectiveness and performance of the project, efficiency of project management and implementation (including in relation to the restrictions and challenges created by the pandemic situation in 2020), sustainability, as well as attention to cross-cutting issues (gender and human rights). The evaluation is being conducted for use by IOM DRC team, so that they can improve further project implementation and by the donor (USAID), so that they can assess performance and value for money for the set of activities they funded.

The evaluation will cover the project duration up to the time of the evaluation field visit: 24 April 2020 – 31 January 2022. As this is a mid-term evaluation, activities will still be ongoing. Geographically, meetings will be arranged with stakeholders based in Kinshasa. Meetings may be arranged remotely using virtual methods (phone calls and video chat).

4. Evaluability

The evaluator assessed the extent to which this project can be evaluated, based on the availability and quality of data, access to key stakeholders to gather additional data, and quality of the project design.

Project logic appears overall strong and the results and indicators are mostly SMART, which will facilitate a theory-based approach to evaluation (based on project logic, theory of change, and intended results).

Assumptions in the results matrix are not all at appropriate levels and do not all respond to the 'PESTLE' analysis. To recall, when assumptions are proposed it will be helpful to go through the below checklist:

- Is the assumed condition outside the control of the project?
- Is the assumed condition necessary for the project's success?
- Is the assumed condition a result that could be included in the Results Matrix? If so, consider including it as a result rather than as an assumption.
- Is there a high probability that the assumption will hold true?
- Is the assumption specific and verifiable so that its status can be checked by other stakeholders?
- Is the assumption stated as if it were currently true?

IOM Project Development Handbook V.2, p.140

Still, most elements of the theory of change can be identified in the project documents, and elements requiring review will be flagged as much as possible during the data collection (which will also facilitate eventual final evaluation).

5. Methodology

The data collection and analysis plan is summarized in the Evaluation Matrix (Annex B), which lays out the sources and methods that will be used for answering each of the Evaluation Questions in the ToR.

a) Data collection and analysis methods

Initial desk review

The evaluator compiled a documentation list (*Annex 4*) that lists all of the documents available and provided by the project manager. **Note: Several questions are flagged in the annexed list. PM is requested to review and respond.**

Stakeholder analysis

The evaluator compiled a stakeholder list (*Annex 4*) based on an initial list provided by the Evaluation Manager and supplemented by review of project documents. The list includes all persons that are identified to be involved in or impacted by the project, and then identifies which of those to prioritize to consult as part of the data collection. **Note: Several questions are flagged in the annexed list. PM is requested to review and respond.**

Based on the stakeholder, the evaluator will coordinate the agenda to ensure prioritization of key identified stakeholders. A draft agenda is provided in *Annex 5*. The sampling strategy for direct beneficiaries is outlined further below.

Data collection methods

- Document review: Available documents to date are listed in *Annex 3*.
- Key informant interviews: Semi-structured interviews are planned. Interview guides are provided in *Annex 6*.
- Focus group discussions: TBC
- Email correspondence or survey (TBD): For stakeholders that are not available for meetings, the evaluator may correspond via email and/or share a short survey. To be confirmed with the project manager, the feasibility, and need will be based on how many stakeholders will be available for virtual interviews.

Transcription services are requested, if budget allows. A consultant can be hired to perform this service as IOM staff should not be present during discussions to respect confidentiality, followed afterwards by transcription of audio recordings. Consent would be obtained with each stakeholder; if consent is not obtained, the evaluator can take written notes only. Transcription helps increase the reliability and may assist in resolving any misunderstanding as regards eventual findings, as the verbatim inputs of the source can be checked by the evaluator.

Data analysis

Data analysis will rely mainly on qualitative analysis. The evaluator will organize, sort, and code the documentation and interview notes. The evaluator will triangulate data through cross analysis of notes from various stakeholders, project monitoring data, and documents. The evaluator will strive to ensure that assessments are objective and balanced, affirmations accurate and verifiable, and recommendations realistic, and follow IOM Data Protection Principles, UN Evaluation Group (UNEG) norms and standards, and relevant ethical guidelines.

b) Sampling

Key informant interviews: The evaluator aims to organize semi-structured interviews with all key stakeholders prioritized in the stakeholder analysis (*Annex 4*).

Focus group discussions: The selection of individuals will be coordinated by evaluator with the Mission based on established criteria.

Individual beneficiary interview: The evaluator will also meet individually with one or two VoT / potential VoT beneficiaries. The evaluator will rely on the PM to help identify appropriate beneficiaries, to ensure a 'do no harm' approach in relation to risk of re-traumatization.

c) Limitations and proposed mitigation strategies

The effect of biased responses of having IOM staff present in meetings will be mitigated by using an external professional to assist in transcribing. At the same time, to establish trust and rapport with respondents, it is recommended that an IOM staff member accompany the evaluator to facilitate introductions, and then step out of the room when the interviews and focus group discussions are underway.

6. Workplan

The evaluation started on 09 February 2022 with the initial meeting with the Evaluation Manager (Project Manager) and Project Assistant.

The proposed work plan is the following:

Activity	Responsible party	Number of days	Timing
<i>Initial briefings with the Project team to clarify TOR and inception report</i>	<i>Evaluator, Programme Officer, Technical Advisor</i>	1	7 February 2022
<i>Document review</i>	<i>Evaluator</i>	4	8-11 February 2022
<i>Field visit and interviews with stakeholders, presentation outlining the initial findings</i>	<i>Evaluator, Programme Officer, Technical Advisor</i>	6 (excluding 2 days of travel)	13-20 February 2022
Draft report	<i>Evaluator</i>	5	21-25 February 2022
Review and finalization of report & Evaluation Brief	<i>Evaluator</i>	4	3 March 2022
Submission of evaluation report and brief to IOM Eval. Unit/ROMEEO for inclusion in evaluation repository	<i>Programme Officer</i>	1	4 March 2022
Develop and share management response to the evaluation	<i>Programme Officer</i>	5	7-11 March 2022

7. Annexes

a. Evaluation Matrix

Evaluation criteria	Evaluation questions	Sub-questions	Indicators	Data sources	Data collection	Data analysis
Relevance	Do the intended results align with and support government policies and national strategies ?	What government policies and national strategies exist for trafficking in persons?	List of all identified policies and strategies	Documents, IOM, Govt	<i>Document list</i> , Document review, Interviews	Compile list
		How well does each align with the objective and outcomes of the project? Are there any major gaps?	Perception of alignment and identified gaps Degree of alignment (scale with criteria)	Documents, IOM, Govt, Partner NGOs	Document review, Interviews	Qualitative Nvivo
	Is the project responding to the needs of target beneficiaries ?	Who are the target beneficiaries?	Stakeholders cited in documents or by IOM	Documents, IOM	<i>Stakeholder list</i> , Document review	Compile list
		What are the needs of target beneficiaries?	Needs cited in documents or by stakeholders	Documents, IOM, Govt, Partner NGOs	Document review, Interviews	Qualitative Nvivo
		Does the project <u>align</u> with needs of the government, NGOs, and VoT / potential VoT? Are there any <u>gaps</u> ?	Perception of alignment and identified gaps Degree of alignment (scale with criteria)	IOM, Govt, Partner NGOs	Interviews	Qualitative Nvivo
Coherence	How does this project align with and complement other related initiatives , whether implemented by IOM, the government, or other national and international actors?	What other initiatives are being implemented currently? By who? What are the objectives, approaches, and target groups?	Mapping of initiatives (by who, objectives, approaches, target groups)	IOM, Govt, Partner NGOs	Interviews	Compile list, Mapping
		What is the degree of alignment with each? (objectives, approaches, target groups) Are there any gaps, or ways in which the alignment could be improved?	Perception of alignment and identified gaps Degree of alignment (scale with criteria)	IOM, Govt, Partner NGOs	Interviews	Qualitative Nvivo

	What is the added value , if any, of this project compared to those other efforts?		Perception of added value of the project Mapping of initiatives	IOM, Govt, Partner NGOs	Interviews	Qualitative Nvivo Mapping analysis
Effectiveness	Are the project outputs and outcomes on track to being achieved in accordance with the stated plans? If no, why not?	Outcome 1: Increased investigation and prosecution of traffickers	% of conviction out of the total number of criminal cases filed	Stats/records review	Compile from different sources	Quantitative (Excel)
			% increase in understanding of human trafficking knowledge among prosecutors and criminal justice personnel	IOM, interaction with criminal justice personnel	Interviews	Qualitative Nvivo
		Output 1.1: Counter-trafficking policies and legislation are strengthened	# of final anti-TiP policies, laws, or international agreements passed, enacted or amended # of parliamentarians with increased knowledge on trafficking and declaring themselves willing to provide support for the promulgation of the anti-TiP law. # of baseline studies conducted National Plan of Action strengthened and operationalized	Policy document Workshop report, donor report Study document Document	Check status and documents	Quantitative

		Outcome 2: Increased capacity of new agency to fulfill mandate	% of target ministries and other stakeholders engaged in anti-TIP that notice improvement in coordination	Donor reports	Compile from donor reports	Quantitative (Excel)
			# of ministries and other stakeholders representatives involved in the technical committee of the anti-TIP agency	Attendance sheets, list of participants; reports of the technical committee	Compilation exercise	Quantitative (Excel)
		Output 2.1: Enhanced capacity to develop and implement effective counter-trafficking policies and programs	# of developed SoPs for referral # of equipment and office supplies provided to the national agency # of inter-ministerial meetings organized by the agency with the support of the project	SoP document Interview, activity reports Minutes of meetings; reports	Compile documents and data from reports and interviews	Quantitative (Excel)
		Output 2.2: Enhanced capacity to collect and disseminate information on human trafficking	# of people who have increased knowledge on the techniques of research, data collection and analysis tools on TIP # of established UN-government working groups/forums in order to encourage information exchange and data collection	Donor reports, interviews	Compile from reports and interviews	Quantitative (Excel)

	<p># of database set-up for VoTs</p> <p># of people trained in prevention</p> <p># of people reached through awareness raising campaigns</p> <p># of unique awareness materials designed or adapted through foreign assistance – this indicator is unclear and may need revision.</p>				
	Outcome 3: Increased protection of victims of trafficking	State policies established to provide appropriate and comprehensive direct assistance to VoTs	IOM, Govt (Ministry of Social Affairs, Ministry of Gender)	Interviews	Qualitative
		% increase of re/integration victims employed, re/inserted in their families, educational system, etc.	IOM, Govt, NGO partners	Interviews, Documents	Qualitative
	Output 3.1: Increased capacity of target service providers to meet international Output 3.1. is incomplete	# of conducted mapping exercises of existing and potential shelter service providers and reception centers	IOM, NGO partners	Interviews, compilation from documents, report and database review	Quantitative

			# of first responders trained on victim identification			
		Output 3.2: Direct assistance provided to VoTs	# victims provided with secure shelter during the transition and recovery period #of reintegration grants provided # of victims provided with medical assistance.	Government, IOM database	Compile from donor reports and database	Quantitative
	Are activities sufficiently well implemented to reach results?	Are there any design flaws to correct? Are activities sufficiently well-coordinated?	Stakeholder perceptions, Reported issues Compare workplan to actual timeline (Excel)	IOM, Govt, Partners, Donor Donor reports	Interviews, Document review	Qualitative Quantitative (Excel)
	To what extent is the project and its outputs meeting stakeholder expectations , both government and participants?	What is the overall level of satisfaction of the government and participants? What is the rating of their satisfaction?	Stakeholder perceptions (rating on a scale of 1-5)	IOM, Govt, Partners, Donor, VoT, Donor	Interviews	Qualitative
	Is the geographical coverage of the project effective in terms of proximity to beneficiaries and also NRM functioning?	What is the project's <u>geographical coverage</u> ?	Stated coverage in proposal and reports	Project document, Donor reports	Document review	Qualitative
		Are there other areas that should be covered, which affect the objectives?	Stakeholder perceptions	IOM, Govt, Partners, Donor	Interviews	Qualitative
	To what extent has the project adapted to changing external conditions in order to ensure project outcomes are achieved?	What, if any, have been the significant changing external conditions ? How did the project adapt to each of those, and have risk to results been mitigated?	Stakeholder perceptions, Documented challenges	IOM, Govt, Partners, Donor Donor reports	Interviews, Document review	Qualitative

	What have been the major external factors influencing the achievement of the project's expected outputs and outcomes, including both contextual factors and other related interventions?	What are the reasons given for any results being achieved, or not on track? What contextual factors can be identified, including related interventions?	Stakeholder perceptions, Documented reasons	IOM, Govt, Partners, Donor reports	Interviews, Document review	Qualitative
Efficiency	To what extent are resources (time, funds, expertise) adequate to implement the activities and achieve the outputs?	Is there a balanced consumption of budget, time elapsed, and outputs achieved?	Comparison of budget, time, activities, outputs	Donor reports	Compile from donor reports	Quantitative (Excel)
		Is the staffing structure sufficient?	Stakeholder perceptions	IOM, Govt, Partners	Interviews	Qualitative
	Were the project activities undertaken as scheduled so far? If not, what was the reason for delays?	Are there any major delays? What are the reasons?	Comparison of activities to work plan	Workplan, Donor reports	Interviews, Document review	Qualitative
		If any, what actions were taken to mitigate impact on results achievement?	Stakeholder perceptions	IOM, Govt, Partners, Donor	Interviews	Qualitative
	What measures have been taken to ensure that resources are efficiently used?	What financial and administrative practices are in place to promote efficiency?	Stakeholder perceptions	IOM, Partners	Interviews	Qualitative
What specific actions and practices are taken by the project team and partners?		Stakeholder perceptions	IOM, Partners	Interviews	Qualitative	
Sustainability	To what extent have the relevant stakeholders been involved in project planning and implementation so far?	What efforts has IOM made to involve the government partners and NGOs? Do they feel that they have been sufficiently involved?	Examples of approaches to involve stakeholders, Stakeholder perceptions	IOM, Govt, Partners Donor reports	Interviews	Qualitative
	To what extent are the project and its results supported by local institutions and embedded in institutional structures that are surviving beyond the life of the project?	Which aspects of the project are included into institutional structures ? - Awareness raising > NGOs - Rehabilitation > State, NGOs - Reintegration > State, NGOs - Legislation > State, NGOs	Explanation of extent to which each is supported	IOM, Govt, Partners	Interviews	Qualitative
	Are the benefits generated likely to continue once external support ceased?	What is perceived likelihood that benefits would be sustained?	Stakeholder perceptions	IOM, Govt, Partners	Interviews	Qualitative

	What are the major factors that could affect sustainability, including any identified challenges faced by the implementing organization, and partner entities?	What are the main challenges to sustainability?	Stakeholder perceptions	IOM, Govt, Partners	Interviews	Qualitative
Cross-cutting: Gender and human rights	To what extent were gender mainstreaming issues taken into account in the project design and implementation?	<p>Were main recommended practices in the IOM Project Handbook followed, including:</p> <ul style="list-style-type: none"> • Has the project been planned on the basis of a Gender Analysis and Needs Assessment to respond appropriately to the specific needs of women, men, girls and boys? • Have gender-specific indicators been developed and have they been used during project monitoring? Are the different impacts that project activities might be having on men, women, boys, and girls and other key groups being monitored, where relevant? • Has particular attention been paid to the role of the project in contributing to the advancement of gender equality? 	Checklist of key practices from handbook	Documents, IOM, Government, Partners	Document review, Interviews	Qualitative
	To what extent has the project helped to ensure respect of relevant human rights of migrants?	Were main recommended practices in the IOM Project Handbook followed?	Checklist of key practices from handbook	Documents, IOM, Government, Partners	Document review, Interviews	Qualitative

b. Evaluation TOR

Omitted here, as already included as Annex 7.1 of this evaluation report.

c. Documentation List

Omitted here, as final version is included as Annex 7.2 of this evaluation report.

d. Stakeholder List

Omitted here, as final version is included as Annex 7.3 of this evaluation report.

e. Draft Agenda

Omitted here, as final version included as Annex 7.4 of this evaluation report.

f. Information Note for Stakeholders

Below stakeholder information note was provided to Evaluation Manager to facilitate advising the stakeholders of the requested interviews, by translating and sharing along with the meeting request.

Information Note

Evaluation of project: “Counter Trafficking in Persons Activity (C-TIP)”

IOM is requesting your participation in an interview. Please nominate individuals to participate that have good knowledge of this project. The intention is not to capture an official position, but rather to gather personal opinions and reflections on the project, its results, and lessons learned. As a key evaluation principle, all responses are kept confidential.

PROJECT:

The project “Counter Trafficking in Persons Activity (C-TIP)” is funded by USAID and implemented by IOM DRC. It is a 36- month project that started on 24 April 2020 and will end on 23 April 2023. The main project partners are the National Agency to Fight against Trafficking, the Ministry of Social Affairs, the Ministry of Justice; the Ministry of Family, Child and Gender, Prosecutors and NGOs working in the field of identification and assistance of VoTs in DRC, among others.

The overall objective of this project is to promote a more coordinated and effective national response to combat TIP.

The project has three main components. The first component aims to increase the capacity of legislators and policy makers for due implementation at the state level, of counter-trafficking legislation and the National Action Plan to Prevent and Combat Trafficking in Persons. The second component will provide state actors with trainings on techniques to investigate human trafficking cases and prosecute offenders. The third component aims at increased protection for victims of trafficking (VoTs).

PURPOSE:

This is a mid-term project evaluation. It aims to assess the relevance of project design, effectiveness and performance, efficiency of project management and implementation (including in relation to the

restrictions and challenges created by the pandemic situation since 2020), sustainability, as well as attention to cross-cutting issues (gender and human rights). The findings will be used by IOM and the donor (USAID) to improve further project implementation. The report will be shared with partners and also made available on IOM's website.

A two-page summary will also be produced, translated into French, and made available to stakeholders.

EVALUATION TEAM:

The evaluation will be conducted by Alem Makonnen, the Senior Specialist for Migrant Protection and Assistance in IOM's Regional Office in Pretoria. The evaluation will be **internal** (conducted by IOM staff) as well as **independent**, since the evaluator was not involved in designing or implementing the project.

METHODOLOGY:

The evaluator will meet with broad range of stakeholders. Meetings will all be held face to face as much as possible. Online meetings can also be organized (using video conferencing). In cases where this is not possible, phone calls can be arranged. The evaluator will record each interview to facilitate notetaking (pending consent of each person interviewed).

Interviews will be carried out without other IOM staff present. As a key evaluation principle, all responses are kept confidential. Any recordings will only be available to the evaluator and deleted after the report is finalized.

EXAMPLES OF INTERVIEW QUESTIONS:

The below provides a list of **example questions** to give a general idea of the types of questions that the evaluator may ask.

Example questions:

- Do the objectives align with and support government policies and national strategies?
- Is the project responding to the needs?
- How does this project align with and complement other related initiatives?
- Are the results on track to be achieved? Why or why not?
- Is the project meeting stakeholder expectations?
- Are the resources (time, funds, expertise) adequate to achieve results, and used efficiently?
- Are the benefits generated likely to continue after this project?
- What are the major factors that could affect sustainability?
- To what extent were gender issues taken into account in the project design and implementation?
- To what extent has the project helped to ensure respect of relevant human rights of migrants?

Annex 7.2: Documents reviewed

Categories		List of Documents
Proposal including technical proposal in IOM format, budget		<ul style="list-style-type: none"> • Budget • Proposal • IOM technical application document • Correspondence between IOM DRC and IOM Washington
Donor agreement(s)		<ul style="list-style-type: none"> • Donor agreement
donor reports (narrative and financial) including all annexes		<ul style="list-style-type: none"> • 1st narrative interim report • 2nd narrative interim report, with annexes. • 3rd narrative interim report with annexes. • 4th narrative interim report with annexes • 5th narrative interim report with annexes • 6th narrative interim report with annexes • 7th narrative interim report with annexes
Other project-related documentation such as steering committee meetings, management meeting minutes, output-related reports, etc.		<ul style="list-style-type: none"> • IOM Washington endorsement • IOM HQ endorsement • IOM Project Activation Request Form (PARF) • IOM Budgeting for New Projects (BNP)
Monitoring frameworks and tools	Activity (e.g. workplan)	<ul style="list-style-type: none"> • Annual workplan
	Results (e.g. results monitoring framework, M&E Plan)	<ul style="list-style-type: none"> • Annual Monitoring and Evaluation and Learning Plan
	Risks (e.g. Risk Management Plan)	<ul style="list-style-type: none"> • Risk Assessment Plan (from IOM proposal template)
	Financials (e.g. tailored tools, etc.)	<i>None available.</i>
Monitoring reports/data and related documents (e.g. participant lists, indicator tracking tables, event monitoring reports, etc.)		
Country strategy(ies) linked to the project or sector, and/or regional strategy if applicable		<ul style="list-style-type: none"> • IOM Regional Strategy for Southern Africa for 2020-2025
Non-project related documents such as national strategies, donor strategies or assessments or documents from other stakeholders		<ul style="list-style-type: none"> • TiP Report, June 2021

Annex 7.3: Persons interviewed/ consulted

The evaluator interviewed 26 stakeholders for this evaluation:

- Five IOM staff members (in the Mission and at RO Pretoria)
- Staff from two shelters (5)
- Staff from government agencies (6)
- Six VoTs currently receiving services in a shelter
- Three informants from USAID
- MONUSCO-OHCHR (1)

The below list shows names of each person according to category (IOM staff, implementing partners, consultants, direct beneficiaries, indirect beneficiaries, other key government partners, and donor).

Category	Stakeholder	Role / involvement in the project	Individuals
	Senior Management in the Mission	Senior management and oversight of overall implementation of the project; supervision of IOM project team; high-level communication with internal and external partners and high-level advocacy with national decision-makers; ensure activities are conducted in line with IOM regulatory framework and provisions of the USAID Grant	Fabien Sambussy, Chief of Mission
	Project Manager	Overall coordination as part of MPA portfolio; the coordination against planned activities, timeframe and budget, identifying and managing risks; liaise with all State counterparts; compile and review reports; hiring of staff and consultants; coordinate with CoM, finance and admin staff; coordinate with IOM Regional Office in Pretoria	Hyewon Yi, Programme manager
	Operations Officer, CT, AVRR and IBM	Screening, interview and follow-up of direct assistance for VoTs, support with project implementation	Emery Kianga, Operations officer
	Technical Advisor	Responsible for the development of all technical documents, delivery of training and technical support	Fils-Lien Thelot, Technical advisor
Partners	NGO N'dako Ya Biso	Direct assistance to VoTs, shelter, medical care, counseling, literacy classes, return,	M. Jean-Pierre Godding (director) M. Mathieu Mbundi Mme Nancy Nsitu
	Emergency shelter (Ministry of Social Affairs)	Running of the emergency center	Mme Nancy Loupembe
Direct beneficiaries	Anti-trafficking Agency (APLTP)	Agency mandated to coordinated anti-TiP interventions	Mme Cécile Rebecca Meta Kasanda (coordinator)

			Mme Laurette Musangu- Technical team (VoT support and sensitization)
Indirect beneficiaries	Urban division of the Ministry of Social Affairs (DUAS)	Deploys social workers, assistance to VoTs and other vulnerable persons	M. Franklin Kinsweme (Director) M. Willy Ginzamba (head of office in charge of planning and research- identification and family reunification)
	Directorate for the protection of children	Child protection- assistance to children VoTs	M. Laurent Kidinda (Director)
Other key government partners	Ministry of Interior	Compiling data and intelligence on TiP Investigation and arrest of suspected perpetrators	M. Joseph Ditunga (head of division)
	Ministry of Human Rights	Promotion of human rights, monitoring, sensitization	M. Bourgeois Mbumba
Donor(s)	USAID	Donor of the project	Liliane Kamashy (program management specialist/ DRG) Agathe Tshimpanga Miranda Jolicoeur (DRG Director)
UN partner	MONUSCO- Joint office for Human Rights (BCNUDH)	In charge of human rights promotion, monitoring, sensitization, training	Mme Rachel Tshibola (Human Rights Officer)

Annex 7.4: Persons interviewed/ consulted

Kinshasa	Monday 14 Feb	Tuesday 15 Feb	Wednesday 16 Feb	Thursday 17 Feb	Friday 18 Feb
09:00- 10:00		Leave from the office at 8.30	Leave from the office at 9:30	Leave from the office at 9:20	Leave from the office at 9:00 Ministère des droits humains Chargé d'études Bourgeois Mbumba @MoHR office
10:00- 11:00		NGO Ndako ya biso Jean-Pierre GODDING Directeur @Rond point Ngaba	DUAS Franklin KINSWEME @Marche Gambela	APLTP Cécile META Coordonnatrice @Concession Gulf	
11:00- 12:00	Hyewon YI Programme Officer (Counter-Trafficking) @IOM DRC Office	Come back to the office	MINAS 11.30-12.30 Laurent KIDINDA @RTNC	APLTP Equipe technique @Concession Gulf	Debriefing Hyewon, Thelot, Emery @IOM DRC Office
12:00- 13:00	Fils-Lien THELOT Technical advisor @IOM DRC Office		CAU (State Shelter) @Bandal	Come back to the office	
14:00- 15:00		USAID DRC Liliane KAMASHY Program Management Specialist/DRG @Online			
15:00- 16:00	Emery KIANGA Operations Officer @IOM DRC Office		Interior Joseph DITUNGA @MoI Office		

Annex 7.5: Interview guides

Two interview guides were developed, one for IOM staff and one for Government and NGOs. These were used in a semi-structured way, as a list of possible topics to cover during each interview. Other interviews (other IOM staff, VoT beneficiaries, etc.) used an unstructured approach.

IOM project team

Relevance

What **government policies and national strategies** exist for trafficking in persons?

- What is your impression of alignment to those?

How well does this project align on a scale of 1 (low) to 5 (high)?

Are there any gaps or ways in this project could better align with or support those strategies? Are there any new emerging government priorities?

Does the project align with **needs** of government, NGOs, and VoT / potential VoT? Are there any gaps?

Coherence

What **other initiatives** are being implemented currently?

- By who? What are the objectives, approaches, and target groups?

What is the degree of alignment with each? (objectives, approaches, target groups) Are there any gaps, or ways in which the alignment could be improved?

What is the added value, if any, of this project compared to those other efforts?

Effectiveness

Where do you think the project is performing **best**? What evidence do we have of this?

What areas seem to be performing **less well**, or where we have less evidence of results?

Investigation and prosecution of traffickers

What is your impression of the **quality** of the trainings? Have they had the intended **reach**?

Outcome—Have understanding of TiP knowledge among law enforcement increased?

APLTP- coordination

Is there improvement in coordination of anti-TiP interventions?

Direct Assistance

Do we count under this project all cases assisted in all of the shelters?

Do those same figures also get reported under other projects?

Does IOM provide financial and technical support in addition to some funding from the state? What is

the percentage/balance between IOM and the State? How has it evolved over last years, including re disbursing state resources?

Outcome -- How do you know if beneficiaries “**successfully complete**” **rehabilitation** and “are ready” to reintegrate into society or access long-term reintegration support?

- Don’t drop out (lose contact with case manager)
- Obtain release of new identity documents (why this in particular?)
- Believe their life has improved

What progress on **legislative and regulatory instruments** on TiP?

Outcome -- How will you know if services provided to VoT “contribute effectively” to their recovery? Indicators don’t capture this.

Reintegration - assistance

How is it going with reintegration assistance?

Outcome— meeting target % of beneficiaries successfully reintegrated/ employed/ reinserted among their families/ education system?

Good indicator of ‘economic empowerment’? Any other impressions?

Reintegration - Instruments/amendments

Any progress so far?

Are there any major delays?

Are there any design flaws to correct?

Are activities sufficiently well-coordinated?

Is the geographical coverage effective in terms of proximity to beneficiaries and also NRM functioning? COVID-19 impact on activities? On monitoring?

Other major external factors influencing the achievement of the results, including both contextual factors and other related interventions?

Efficiency

To what extent are resources (time, funds, expertise) adequate to implement activities and achieve outputs?

Were the project activities undertaken as scheduled so far? If not, what was the reason for delays?

What measures have been taken to ensure that resources are efficiently used?

Sustainability

Are the benefits generated likely to continue once external support ceased?

To what extent are the project and its results supported by local institutions and embedded in institutional structures that are surviving beyond the life of the project?

To what extent have the relevant stakeholders been involved in project planning and implementation so far?

What are the major factors that could affect sustainability, including any identified challenges faced by the implementing organization, and partner entities?

Gender and human rights

To what extent were gender mainstreaming issues taken into account in the project design and implementation?

- Has the project been planned on the basis of a Gender Analysis and Needs Assessment to respond appropriately to the specific needs of women, men, girls and boys?
- Have gender-specific indicators been developed and have they been used during project monitoring? Are the different impacts that project activities might be having on men, women, boys, and girls and other key groups being monitored, where relevant?
- Has particular attention been paid to the role of the project in contributing to the advancement of gender equality?

Was the planning and design process for the project participatory and non-discriminatory?

To what extent has the project helped to ensure respect of relevant human rights of migrants?

Good practices and lessons learned

Are there any other good practices that should be highlighted from this project? Are there any areas that you think the project needs to be improved?

Government and NGOs

Can you please briefly introduce yourself, and explain your role and involvement in this project?

Relevance

What is your impression of alignment to **government policies and national strategies**?

Are there **any gaps** or ways in this project could better align with or support those strategies?

Are there any **new emerging** priorities or needs?

Coherence

What **other initiatives** are being implemented currently on counter trafficking?

By who? What are the objectives, approaches, and target groups?

What is the **added value**, if any, of this project compared to those other efforts?

Effectiveness

Where do you think the project is performing best? What evidence do we have of this?

Are there any areas that seem to be performing less well, or where we have less evidence of results?

Where do you think the project is performing best? What evidence do we have of this? What areas seem to be performing less well, or where we have less evidence of results?

Investigation and prosecution of traffickers

What is your impression of the quality of the trainings? Have they had the intended reach?

Outcome—Has understanding of TiP knowledge among law enforcement increased?

APLTP- capacity and coordination

Is there improvement in coordination of anti-TiP interventions?

Are you a member of the technical committee? If so, to what extent do you participate in planning and interventions?

Direct Assistance

To what extent are you involved in, or aware of, the direct assistance provided to VoTs?

Reintegration - assistance

This project is providing tailored reintegration assistance, which may include return assistance, legal assistance and reintegration packages; vocational courses and educational support provided by the NGO N'dako Ya Bisu and a government run shelter as well as a grant to support their reintegration. What is your impression of the quality of assistance provided?

The aim is that beneficiaries will feel “economically and socially empowered” in a sustainable manner. Under the project, we measure after three months of receiving assistance, whether they are employed or enrolled in education. What is your perception of the extent to which this is being achieved?

Direct assistance - Instruments

Another component, which hasn't started yet, is to develop recommendations on developing a legislative framework for direct assistance, what is your impression of the need for this?

Is the geographical coverage effective in terms of proximity to beneficiaries and also NRM functioning? COVID-19 impact on activities? On monitoring?

Other major external factors influencing the achievement of the results, including both contextual factors and other related interventions?

What is the likelihood of success? How much time is generally needed to develop new legislation and what type of support is required?

Other

Have there been any **significant factors or conditions** that have impacted the project? How has the project responded and adapted to these challenges?

Efficiency

What is your impression of the quality of the staff under this project?

Have you observed any delays in the implementation of activities? If so, what are the reasons, and do you expect this to impact on the results of the project?

Gender

Overall, do you think gender issues have been given specific attention in design and implementation of the activities? E.g. gender analysis / needs assessment

In your opinion, does the project contribute in any way to advancing gender equality?

Human rights

Similar question for human rights - In your opinion, does the project contribute in any way to helping to ensure respect for human rights, especially for migrants?

Sustainability

What efforts has IOM made to involve all relevant partners, including government and NGOs? Do you feel that all have been sufficiently involved?

Which aspects of the project are included into institutional structures?

What is perceived likelihood that these benefits would be sustained after the project, without IOM continued support?

What are the main challenges to sustainability?

Satisfaction

What are you most satisfied with, and where is satisfaction lower?

Good practices and lessons learned

Are there any other good practices that should be highlighted from this project?

Are there any areas that you think the project needs to be improved?

Anything else that I haven't asked you about, that you think I should know?
Any questions for me?