

Combating Trafficking in Women and Children in Belarus, 2004–2007

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Department for Europe

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Sida Evaluation 2008:21

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List of Abbreviations

BRC	Belarusian Red Cross
CT	Counter trafficking
DAC	the Development Assistance Committee
GO	Governmental Organization
GPO	General Prosecutor's Office
GSU	Gomel State University
IO	International Organization
IOM	International Organization for Migration
LE	Law Enforcement
LFA	Log-frame approach
MOI	Ministry of the Interior
NGO	Non-governmental organization
OECD	Organization for Economic Co-operation and Development
PA	Public Association
PRM	the Bureau of Population, Refugees and Migration
SBGC	State Border Guards Committee
SDC	the Swiss Agency for Development and Cooperation
Sida	Swedish International Development Cooperation Agency
SWOT	Strengths, Weaknesses, Opportunities and Threats
THB	Trafficking in Human Beings
TOR	Terms of reference
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
US	United States
USAID	the United States Agency for International Development
VOT	Victim of trafficking
YWCA	Young Women's Christian Association

Executive Summary

This evaluation concerns the third phase of the project, “the Sida-financed IOM Minsk co-operation with the Ministry of the Interior and the Prosecutor’s Office in Belarus in the field of combating trafficking in women and children, 2004–2007” with a total budget of USD 1,200,483.

The project has been assessed in relation to its relevance, effectiveness, efficiency, impact and sustainability. Furthermore, the risk management and future risks have been assessed as well as the added value of the Sida support compared to other donor support.

The evaluation shows the following:

Relevance

The project is relevant vis-à-vis the priorities and needs of the target groups, the recipient organisations and the donors.

With regard to government authorities, the project is in alignment with government anti-THB legislation and supports and contributes to the implementation of the state programs on combating THB with regard to all three aspects of anti-THB, i.e. prevention, prosecution and protection.

The project is relevant to IOM as it supports and contributes to the implementation of the IOM anti-THB program and does so in a flexible manner allowing for the establishment of a good working relationship with government as well as non-governmental organisations.

The project is also relevant to the NGO society. Their mere existence depends on external financial support that they – among others – receive from Sida via the IOM. In addition, NGOs are dependent on capacity building activities conducted by the IOM as well as the credibility they enjoy vis-à-vis the Government of Belarus from partnering with IOM

With regard to VOTs and potential VOTs, the project contributes to meeting the needs of VOTs and potential VOTs by providing assistance and advice complementary to Government assistance programs which would not otherwise have been provided.

The project is in alignment with the new Sida Strategy for Development Cooperation with Belarus. It contributes to the enhancement of cooperation on all levels (internationally, regionally and nationally) and hereby to the empowerment of vulnerable groups, i.e. VOTs.

In terms of the gender aspect, the project is relevant in that it represents both men and women in the planning and implementation of project activities. With regards to VOTs, there is openness towards addressing male VOTs.

Effectiveness

The project document is somewhat incoherent in nature. The internal logic clearly interlinking which activities lead to which results, and which results lead to which objectives is missing and objectives and results are not supplemented with verifying indicators. This makes it difficult to monitor and evaluate project progress and to measure the extent to which project results have been achieved.

Most expected results and activities as set out in the project document have been achieved and conducted in a satisfactory manner with a few exceptions. Some activities are still being implemented under the one-year no-cost extension phase.

All three aspects of THB contained in the overall objective of the project have been addressed by the IOM in a well balanced way.

The immediate objectives of the project have been achieved, with the exception of the one aiming at enhancing Belarusian facilities to conduct research on trafficking. Within the project period no scientific or applied research has been carried out or initiated. Research necessary for the development of training material has been produced by IOM itself.

The implementation system benefits from a holistic approach to THB addressing all three aspects of combating THB (prevention, prosecution and protection) that enables IOM to create a platform for dialogue and cooperation with all relevant implementing partners.

However, the project suffers from a lack of donor *coordination* which leads to a potential risk of intransparency and overlapping activities. The conduction of parallel activities within an interlinked implementation system is by stakeholders seen as constituting a threat to effective achievement of the objectives in an overall and shared anti-trafficking strategy.

Efficiency

The establishment of clear and meaningful benchmarks for making judgements on efficiency of a unique project functioning in a unique context is notoriously difficult. Hence, it has not been possible to assess if the costs are justified by the results.

The general perception of stakeholders is that the project is managed professionally by the IOM. The presence of the IOM stimulates constructive cooperation with the Belarusian authorities and adds efficiency to the implementation.

Factors negatively influencing project efficiency are government bureaucracy and lack of coordination of activities supported by different donors.

Impact

IOM – i.a. by means of Sida funds – has been able to set up an anti-THB program embracing all three aspects of anti-THB and including stakeholders from governmental as well as non-governmental organisations. The main impacts achieved in the framework of the Sida project are the following:

- Enhanced knowledge of THB, counter-THB measures as well as understanding of the situation of VOTs within governmental agencies leading also to an increased number of prosecutions and convictions and a changed mentality and attitude to VOTs.
- Increased NGO capacity and quality of assistance provided in the fields of prevention and protection, and creation of an NGO counter-trafficking network throughout Belarus.
- Improved cooperation between Government and non-governmental organisations engaged in combating THB.
- Significant increase in awareness about the problem of THB within the general public which has also lead to a change of mentality and attitude to VOTs..
- Improved direct cooperation and frequent information exchange between Belarus and CIS countries, Russia and the EU.

Sustainability

It is assessed that results achieved by the Sida project are not likely to be sustained if

- Financial support to NGOs – either provided by Sida or other donors – is terminated as NGOs are not financial viable but follow the money. The continued active engagement of NGO's in counter-ing THB and their willingness/possibility to contribute to the operationalisation and implementation of the state programs is imperative for the sustainability of the results achieved under the Sida program.
- Financial support to NGOs – either provided by Sida or other donors – is terminated as NGOs are not financial viable but follow the money.
- Diversity in the donors is not ensured, including basic financial contributions from the State budgets, which makes the project vulnerable and some activities fully dependent on Sida contributions.
- Technical and operation assistance to NGOs are not improved further. Thus, a need exists for further strengthening of competences to plan and implement projects, and to report on progress and results. To accommodate this need, and to ensure sustainability of the project, tools should be provided by IOM in order for the NGOs to track progress and results, and facilitate the implementation of lessons learned into new projects.
- Sida terminates its support to the capacity building of government authorities as this support has contributed to a unique working relationship between the IOM and the Government allowing IOM to play an intermediary role between NGOs and public authorities and for IOM to strike a delicate balance between acting as the adaptable partner of cooperation to the Government and – with government acceptance – the proactive counterpart to NGOs.

In addition, the capacity and skills related to combating trafficking are closely linked to persons having participated in IOM training programs and not as such embedded in relevant organisation structures and units. The lack of institutionalisation compromises sustainability of project activities.

The Value-added of the Sida Support vis-à-vis Other Donor Support

According to the IOM, Sida has been a dedicated and flexible donor supporting the criminalization and prosecution component during the first two phases and all three aspects of anti-THB in the in the third phase.

Sida is the only donor supporting capacity building of government authorities. According to IOM, Sida's apolitical attitude/neutral position towards the Government and the LE has contributed to the establishment of a good working relationship between the IOM and the Government

Sida is the only donor supporting all three components of the IOM program simultaneously. According to the IOM, failing to addressing all three components simultaneously reduces the effectiveness of each of the components¹.

Sida provides substantial support to the sector. Sida is by far the largest donor with a total funding provided of almost USD 1,7 million, i.e. almost 60% more than the second largest donor, USAID and more than 37% of the total support by donors to the sector. In total USD 4,537,224 has been provided by donors to the IOM program in the period September 2002 to date.

¹ Sida Assessment Mission Update, 1 October 2002 to 31 December 2007.

Recommendations

Based on the above findings, the main recommendations are as follows:

The overall recommendation is to continue to support the project to combat trafficking in Belarus.

In a new project phase, the project should

Project focus

- Activities and project focus should continue to address all three aspects of trafficking (i.e. prevention, prosecution and protection) in a well-balanced manner and thereby further develop the dialogue and cooperation between Government organisations and NGOs.
- Be open towards targeting new target groups and addressing new forms of exploitation, in particular with regards to trafficking for the purpose of labour exploitation, so that the project continues to reflect and accommodate the actual trafficking situation in Belarus.
- should aim to raise awareness within Belarus authorities about the importance of having female police officers attending female VOTs and potentially increasingly target female police officers in capacity building activities.
- identify areas where awareness raising and capacity building activities among authorities and NGOs would need attention if the VOT focus is extended more explicitly to address the problem of trafficking in men – and initiate activities within these areas.

Project document

The project document for the next phase should be restructured in order to establish an internal logic clearly interlinking activities with outputs, results, immediate and overall objectives. In addition, objectives and results should be supplemented with verifying indicators facilitating monitoring and evaluation of project progress and achievements.

Progress reporting should be based on the same logic as the project document.

Implementation system

The existing project organisation with IOM as the project manager should be maintained. However, IOM should to a higher degree focus on strategic planning, coordination, overall project management, monitoring and evaluation, establish and maintain contacts with relevant national and international organisations partners, and to provide technical assistance to partners and to a lesser degree get involved in actual operational activities.

In order to increase effectiveness, a central donor coordination body should be established with a clear mandate to facilitate coordination of donor funding. IOM has the experience, the skills, the contacts and network and should take the lead in such coordination.

Impact/Sustainability

In order to increase impact and strengthen sustainability, the project should continue to develop the resource base of government as well as non-governmental organisations

- With regard to government authorities, among other things, through support to the MOI International Training Centre and GSU in order to maintain a high level of awareness and knowledge of THB and counter-THB measures
- With regard to national NGOs, through financial and technical assistance to and cooperation with NGOs providing protection and reintegration services in the Oblasts in order to facilitate the participation of local partners in combating THB

Try to influence Government commitment to combating THB via ongoing IOM dialogue and cooperation with the Government organisations.

Increase focus on developing manuals and document tools relevant for THB investigation and protection as well as preventive work.

Introduce training-of-trainers program to staff members of the LE and the judiciary in order to accommodate the need for institutionalized knowledge.

1 Introduction

Context of the Project

Belarus is a major country of origin for the traffic of women, men and children to other parts of Europe, Russia, Japan, Israel, Syria, Turkey, Lebanon, the United States and the United Arab Emirates for the purposes of sexual exploitation and forced labour. Internal trafficking is also prevalent and the last few years have seen an increase in the number of men trafficked for labour exploitation (primarily to Russia).

According to IOM statistics, IOM provided reintegration assistance to 1478 VOTs during the period from September 2002 to December 2007². Of these, approximately 25% were male victims³. An increasing number of VOTs assisted are men. Approximately 38% of VOTs assisted by IOM in 2006 were male victims of forced labour⁴. Of the 1478 VOTs assisted, 874 were subject to sexual exploitation, 556 to labour exploitation, and 28 were exposed to both types of exploitation.

The level of awareness of trafficking amongst the population is assessed by counter trafficking actors as being relatively high – but potential VOTs have a tendency not to recognise that they themselves could be trafficked. This highlights the importance of correct targeting of awareness campaigns and adequate provision of information concerning work abroad.

The government recognises the problem and is assessed as having increased its efforts in criminalisation and prosecution of traffickers and in improving legislation as well as its awareness efforts⁵.

Belarusian law prohibits trafficking in persons for the purposes of both sexual exploitation and forced labour through Article 181 of its criminal code. Penalties prescribed under Article 181 range from 5 to 15 years of imprisonment which is considered sufficiently stringent by the US State Department. The government also devotes significant resources toward the detection and investigation of trafficking⁶. Recently, the Government adopted its second action programme to combat trafficking in persons in Belarus⁷.

² “Combating trafficking in human beings: Belarus. VOT statistics from September 2002 through December 2007”, IOM in Belarus

³ IOM, Interim Report to Sida, Combating Trafficking in Women: Belarus Prosecution and Criminalisation, Phase III.

⁴ IOM, VOT statistics from September 2002 through December 2007.

⁵ United Nations: United Nations in Belarus: www.un.by, 23.3.2007; US State Department: Trafficking in Persons report, 2007.

⁶ Several government departments under the MOI have been established for the purpose.

⁷ Government of Belarus: State Programme of Countering Trafficking in Human Beings, Irregular Migration and Related Illicit Activities, for 2008–2010. This program follows the first State Programme of Comprehensive Measures for Combating Trafficking in Persons and Spread of Prostitution for 2002–2007.

Still, Belarus is placed on the US State Department's Tier 2 Watch List because of its failure to provide evidence of increasing efforts to combat severe forms of trafficking⁸. According to the report, the government does not show improved efforts to protect and assist victims and does not provide financial resources to implement victim protection as mandated under a 2005 law⁹.

NGOs have reported increases in referrals from law enforcement authorities due to improved awareness and trafficking investigations. However, financial constraints mean that the counter trafficking community in Belarus operates under severe restrictions. Local and international NGOs and other actors (such as IOM) therefore provide most of the protection and assistance facilities with funding from external donors. These include hotline and advisory facilities as well as awareness raising. IOM is the main provider of rehabilitation and reintegration assistance. The Government co-operates with NGOs, although it does not directly fund assistance programmes. The Government's heavy handed approach to co-ordination also means that NGOs face severe difficulties in operating freely.

In September 2002, the IOM initiated the IOM Program: Combating Trafficking in Human Beings in the Republic of Belarus. Sida initiated funding of the program the same year.

The Project – Some Facts

The Sida financed interventions – hereinafter called the project – are implemented through the International Organisation for Migration (IOM).

The project is directed towards:

- reinforcing prevention and protection activities
- promoting the further criminalisation of trafficking, and
- introducing measures for the reintegration of victims of trafficking.

The main target groups of the third phase of the project are:

- Ministry of Interior (MOI) CT Department and General Prosecutor's Office (GPO) CT Focal point officials
- Other Belarusian and international law enforcement and judiciary officials
- Victims and potential victims of trafficking in Belarus
- Civil society dealing with trafficking
- Teachers and students at Gomel State University and
- Other relevant Belarus authorities, dealing with trafficking in women and children.

Besides Sida, IOM Belarus receives funding from the Bureau of Population, Refugees and Migration (PRM) of the US State Department, the Swiss Agency for Development and Cooperation (SDC) and the US Agency for International Development (USAID) and the Danish Ministry of Foreign Affairs. The IOM programmatic approach addresses three integrated aspects: protection and reintegration, prosecution and criminalisation, and prevention.

The Sida project has been implemented since 2002; the first phase from September 2002–September 2003 (USD 183,477), the second phase from October 2003 to September 2004 (USD 306,706), and the third phase from October 2004–May 2007 (USD 1,200,483) totalling USD 1,690,666.

⁸ US State Department: Trafficking in Persons report, 2007.

⁹ Decree No. 352 of August 8, 2005 "On Prevention of the Consequences of Trafficking in Human Beings"

The Evaluation of the Project

This evaluation concerns “the Sida-financed IOM Minsk co-operation with the Ministry of the Interior and the Prosecutor’s Office in Belarus in the field of combating trafficking in women and children, 2004–2007”. It addresses the relevance, effectiveness, efficiency, impact and sustainability of the project.

The evaluation is based on a review of the project document (the Sida Beslut om Insats, 458/04), other documents produced by the project (such as IOM progress reports), a field trip to Belarus and interviews with key stakeholders involved in the anti-trafficking effort in Belarus. It makes judgements on the set-up and implementation system of the project as well as the progress made in implementing activities under the project.

Organisation of the Evaluation

The evaluation has been carried out by COWI A/S – in cooperation with the Danish Institute for Human Rights – under the existing Framework Contract, “Ramavtal med externa rådgivare på området mänskliga rättigheter och demokrati” between Sida and COWI (Ref. CONTRACT NR: C00201). The evaluation took place between January and April 2008.

The Evaluation team met with Sida two times (Project kick-off meeting, 21 January 2008 and final meeting [To be decided]) and two telephone conferences were held (inception meeting, 7 February 2007 and draft final report meeting [To be decided]) to provide feedback and guidance to the evaluation team.

This report presents the views of the Consultant and does not necessarily coincide with those of Sida.

Purpose of the Evaluation

The purpose of the evaluation, cf. the terms of reference of the evaluation (Cf. appendix I) was to inform the basis for a decision regarding whether or not to finance continued support to anti-trafficking activities in Belarus. It broadly assesses the long-term effects of the two previous phases (2002–2003 and 2003–2004) but emphasis is on the third phase (2004–2007), for which Sida has committed EUR 975 000.

In this regard, the TOR requires that the evaluation should provide its assessment of

- how efficient the past support has been, its strength, weaknesses, and main results
- long-term effects of previous interventions (especially 1 and 2 phase of the programme)
- past and future risks and challenges.
- current cooperation and implementation partners, their comparative advantages and any alternatives which may be relevant.
- the pros and cons on whether to continue the support in its present form or change the project's direction.

The TOR require that if the team recommends a continued support to Belarus, it will present recommendations to Sida and its partners on how to improve and refine their interventions; it will focus on how to develop future opportunities and utilising its strengths, as well as overcoming its weaknesses and avoiding threats.

In doing so, the team has evaluated the set-up and organisation of the project, its objectives, procedures as well as its overall progress. The activity portfolio has, as an integrated part of the evaluation, been

reviewed. The scope of the evaluation covers principally all completed and some on-going activities funded until the end of the project¹⁰.

Methodology

The evaluation methodology has been developed following the standard Sida evaluation approach and adjusted in light of the overall aim and the specific objectives of this evaluation as set out in the TOR.

The evaluation also adheres to the terminological conventions of the OECD/DAC Glossary on Evaluation and Results Based-Management.

Specific Evaluation Questions

The TOR contained a number of specific questions covering the conventional evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability.

Table 1-1 Evaluation questions as set out in ToR and categorised by OECD/DAC evaluation criteria.

General evaluation questions	
Relevance	Are the Sida financed interventions consistent with the needs and priorities of its target group and the policies of the partner country and Sida? How do the interventions fit and contribute to the operationalisation of the new Country Strategy for Development Cooperation with Belarus 2007–2010? How have the activities contributed to gender equality, both in qualitative and quantitative terms?
Effectiveness	Have the Sida financed interventions achieved their objectives or will they do so in the future?
Efficiency	Can the costs of the Sida financed interventions be justified by the results, and what is the calculated cost efficiency of the intervention in measurable terms?
Impact	What are the overall effects and results of the Sida financed interventions, intended and unintended, long term and short term, positive and negative?
Sustainability	Will the benefits produced by the Sida financed interventions be maintained after the cessation of external support?
Risk and risk management	What have been the main risks, and risk management, in the ongoing implementation, and which are the specific risks foreseen for any future implementation? Have there been deviations in implementation, and how have these been handled by the project?
Specific evaluation questions	
	How is Sida's support related to the total support, in size and impact? Does Sida's support make any difference? Provide pros and cons as a background for the Sida decision whether to continue to support this project. Why?/Why not, strengths and weaknesses with regards to implementation and partnerships?

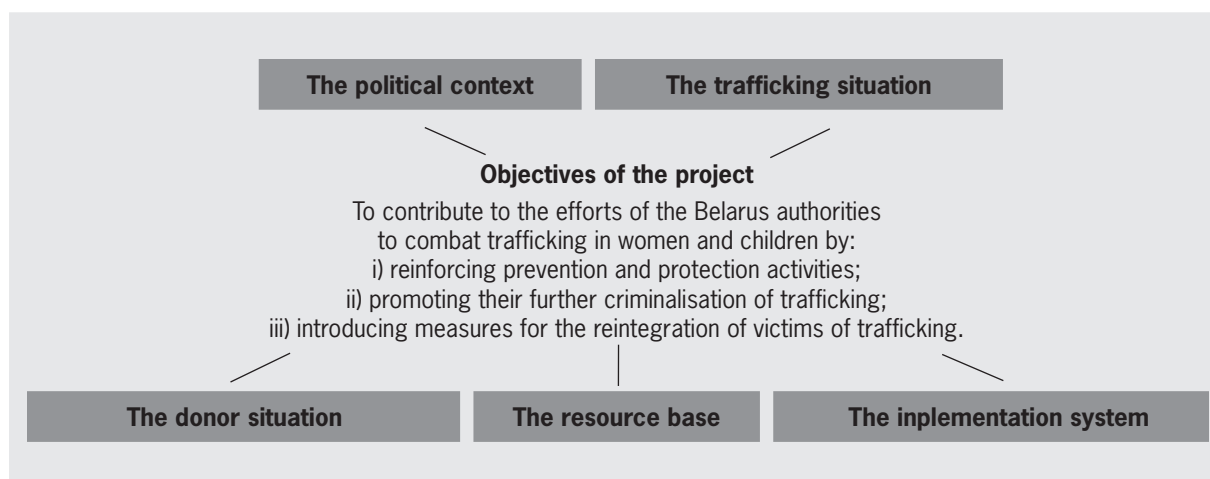
The evaluation questions have been elaborated and specified throughout the evaluation process.

¹⁰ The project was originally scheduled to be completed by 31 august 2007. In Beslut nr. 2007-003906, dated 20 August 2007, a one-year no-cost extension of the project was approved by Sida.

Five Dimensions of the Evaluation

The evaluation provides its response to the evaluation questions via an approach that has looked into five dimensions influencing project performance, i.e. the political context, the trafficking situation, the donor situation, the resource base and the project implementation system. This is illustrated in the figure below.

Figure 1 Extended understanding of the evaluation



Whereas four of these dimensions: the political context, the trafficking situation, the resource base and the donor situation relate to the context of the project, the fifth dimension, i.e. the project design, relates to the internal project logic¹¹.

The Process

The evaluation was carried out in three parts:

Part I:

The team received substantial information on the project from Sida and the IOM in Minsk. In addition, information was collected throughout the evaluation process by way of internet searches and retrieval of documents from stakeholders – firstly in order to build up insight into the project and the project context, and secondly in order to triangulate evaluation findings.

Part II:

The team conducted a five day field trip to Belarus from the 11–15 February 2008 with the purpose to collect data and stakeholder opinions as to the relevance, effectiveness, efficiency, and impact of the Sida assistance. In addition, the field trip served as a basis for the evaluation team to assess sustainability of the project interventions. The team visited stakeholders from the oblasts of Minsk, Brest and Gomel.

Part III:

A draft report of evaluation findings was submitted on 14 April 2008. The final report including Sida comments will be submitted on [To be decided], 2008. A presentation of the final report will take place in Stockholm, [To be decided], 2008.

¹¹ The evaluation team defines the project design as the objectives, the organisational set-up of the financial and the implementation systems, processes and procedures of the project, as well as the activities planned and implemented by IOM Minsk and its counterparts (cf. Inception note, February, 2008).

Limitations

The following issues should be taken into consideration when reading the evaluation report:

The relationship between objectives, results and activities of the project is loosely defined and not made operational through specific targets and indicators in the project document (i.e. the Sida Beslut om Insats 458/04); nor is this relationship detailed in a project log-frame (LFA). Moreover, the IOM progress reporting against the project document is not consistent. Consequently, it has been a challenging task for the evaluation team i) to determine the direct linkage between activities, outputs and objectives and ii) to establish a clear overview of the degree to which planned project interventions, results and objectives correspond with actual project interventions, results and achievements.

There is a risk that some government officials as well as representatives from NGOs have not felt free to speak openly which may have compromised a true and fair view on certain issues. Likewise, due to the political context, the evaluation team sometimes felt it difficult to address certain issues among government stakeholders, such as issues relating to government bureaucracy and constraints relating to operations of the NGO society.

Sometimes stakeholders found it difficult to distinguish between Sida financed activities and activities financed by other donors via the IOM.

Statistics related to the trafficking situation, e.g. number of VOTs identified, number of criminal cases related to THB, etc. are sometimes insufficiently explained and may differ dependent of the responsible agency. This creates uncertainty as to how to interpret the figures.

Despite the above, when taken together as a whole, there are sufficient indications of both recorded and likely relevance, effectiveness and influence for the evaluation team to advance some well-founded observations, conclusions and recommendations.

Structure of Report

The evaluation report is structured according to Sida's Evaluation report format and according to the evaluation questions/OECD DAC evaluation criteria.

Chapter 2 provides a description of the evaluated intervention and is mainly descriptive in nature.

Chapter 3 presents the findings of the evaluation study according to the five evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability

Chapter 4 presents the recommendations suggested by the evaluation team.

Five appendices are attached to the evaluation report. Appendix I contains the TOR for the evaluation study. Appendix II, contains a list of persons interviewed during the evaluation study. Appendix III, presents a list of literature reviewed. Appendix IV contains an overview of activities carried out during the project and appendix V provides an overview table of donor support to the IOM program.

2 The Evaluated Intervention

This chapter outlines the evaluated intervention, its purpose, organisation and stakeholders. The chapter is mainly descriptive. Chapter 3 contains the analysis.

2.1 Rationale and Objective of the Project

2.1.1 Rationale

Rationale of the project

According to Sida's Strategy for development cooperation with Belarus, 2007–2010, the rationale of all Swedish cooperation with Belarus has been "...to support the democratisation and modernisation of Belarusian society".¹² Further, the strategy states that "Cooperation has focused on measures aimed at raising awareness and creating points of contact across a broad front in an effort to end the country's isolation and help pave the way for future reform".¹³

The above statements have been confirmed by a Sida official actively involved in the initial preparation of the Sida financed project back in 2002¹⁴. Cooperation in the field of combating trafficking in women was considered by Sida to be a field where institutional development and systematic change were deemed to be present.

Successful experience from Sida financed anti-trafficking interventions in Ukraine and Moldova implemented through the IOM further spurred Sida to initiate similar interventions in Belarus.

As both the IOM office in Belarus and the Government of Belarus responded positively to Sida's suggestion to initiate anti-trafficking activities in Belarus, a one year project to combat trafficking in women in Belarus with a focus on prosecution and criminalisation activities based on a proposal from the IOM was initiated in September 2002.

The success of the first phase – contributing among others to putting the problem of trafficking in women on the political agenda in Belarus, to an improved understanding among the public and governmental officials of the trafficking problem, and to improved law enforcement in Belarus – the first phase was followed by a second one-year phase and a third three-year phase approved by Sida in 2003 and 2004 respectively.

This evaluation focuses on the third phase of the Sida project (2004–2007), but will also broadly assess the long-term impacts of the two previous phases.

2.1.2 Objectives

Overall objective

The overall objectives of the Sida financed project are, cf. Sida's Beslut om Insats, 458/04

- to contribute to the efforts of the Belarus authorities to combat trafficking in women and children, by
- reinforcing prevention and protection activities
- promoting the further criminalization of trafficking
- introducing measures for the reintegration of victims of trafficking.

¹² Sida 2007, Strategy for development cooperation with Belarus, 2007–2010

¹³ Sida 2007, Strategy for development cooperation with Belarus, 2007–2010

¹⁴ Interview with Rolf Büchel

Immediate objectives

The immediate objectives of the project are

- to enhance the effectiveness and improve the capacity of relevant Belarus authorities to criminalise and prosecute trafficking in women and children
- to improve and facilitate current international/regional operational co-operation within the judiciary and law enforcement
- to institute measures to strengthen the ability of relevant authorities and civil society to provide for legal assistance to victims of trafficking
- to enhance civil society capacity to render basic reintegration assistance to victims
- to enhance Belarusian facilities to conduct research on trafficking

Expected results and activities

In order to achieve the overall and immediate objectives, the project has been expected to achieve a number of results and conduct a number of activities in the following areas: i) prevention; ii) protection; and iii) prosecution^{15 16}.

Prevention

In relation to prevention of trafficking in women and children, the focus of the project has been to increase awareness about the risk of trafficking among Belarusian citizens and to inform people about typical situations when they may be trapped and deceived while, for instance, looking for employment abroad.

The project was expected to achieve the following results:

- Improved understanding and awareness raising
- Increased capacity to render assistance
- Enhanced capacity building of NGOs and Red Cross
- Operation of the Brest hotline

Protection

The aim of the protection and reintegration measures implemented under the project has been to build up a framework for the protection and assistance of VOTs. The assistance to VOTs consisted of direct support to VOTs immediately after they have returned to Belarus and in the long term reintegration of VOTs.

The project was expected to achieve the following results:

- Improved direct assistance to VOTs
- Improved legal assistance to VOTs
- Improved basic reintegration assistance to VOTs
- Renovation and operation of the rehabilitation centre

¹⁵ In the project document, Beslut om Insats, 458/04, results and activities are categorised under two headings: i) Criminalisation and prosecution and ii) Protection and reintegration.

¹⁶ The three aspects of anti-trafficking are defined in the Palermo Protocol. Popularly, they are often referred to as the 3 Ps.

Prosecution

The aim of the criminalisation and prosecution component of the project has been to enhance the effectiveness and improve the capacity of relevant Belarusian authorities to criminalise and prosecute trafficking in women and children. In addition, the component aims at improving and facilitating current international and regional operational cooperation within the judiciary and law enforcement.

The following results were expected:

- Improved legislation
- Capacity building of judiciary and law enforcement staff
- Enhanced international interaction and cooperation
- CT specialisation at the State University of Gomel, Faculty of Law
- Trainings for prosecutors and judges
- Improved knowledge of English among LE

Appendix III contains a detailed list of results and activities of phase 3 of the project. The list has been developed on the basis of the Project Document, Beslut om Insats, 458/2004 as well as activities actually carried out.

Phase 3 of the Sida support

Compared to previous phases of the project, the focus of phase 3 has changed as follows:

- the target group has been extended to not only include trafficking in women for sexual exploitation but also to include children. In practice, men trafficked for labour exploitation are also assisted via Sida activities;
- although the project from the beginning addressed the role of NGOs to provide legal assistance to VOTs, enhancing NGO capacity to render basic reintegration assistance to VOTs became an independent project objective in phase 3;
- similarly, enhancing Belarusian facilities to conduct research on trafficking was also introduced as an independent project objective in phase 3.

2.2 Organisational Set-up and Stakeholders

2.2.1 Overall organisational set-up of the project

In the implementation of the project, the IOM acts together with governmental and non-governmental partners, as well as with the UN bodies and operational agencies in the international community.

Table 2-1 below provides an overview of the implementing organisations. In the table, the implementing organisations are described according to their general areas of operation and according to their involvement in the project.

2.2.2 The role of the IOM in the project

Agreement of Cooperation between IOM and the government of Belarus

In July 1998, the IOM entered into an Agreement of Cooperation with the government of Belarus¹⁷

¹⁷ Cooperation between the IOM and the government of Belarus is based on an Agreement of Cooperation between the IOM and the Government of Belarus, dated 22 July 1998 and the law of the Republic of Belarus on ratification of the Agreement on Cooperation between the International Organization for Migration and the Government of the Republic of Belarus signed by the President, 5 May 1999.

empowering the IOM to “...implement migration programmes such as strengthening the potential of the national structures in the sphere of migration, advisory services, technical cooperation activities on migration issues, migration information, migration assistance to nationals of the Republic of Belarus, aliens, stateless persons, refugees, internally and externally displaced persons, and other persons in need, return of qualified human resources and selective migration”.

The IOM conduct its anti-THB activities within its mandate as set down in the cooperation agreement and in accordance with the project registration documents issued by the government.

IOM priorities and focus areas

IOM priorities and focus areas within the anti-THB effort in Belarus are expressed in the global IOM handbook on Direct Assistance for Victims of Trafficking.¹⁸ The IOM takes an integrated approach to combating trafficking in persons, which includes prevention, criminalisation and prosecution, protection and reintegration.

IOM as project manager

On the basis of the agreement between the Swedish Government and the IOM¹⁹, the IOM has been empowered to manage the funds provided by Sida to the third phase of the project.

Key management features

As the executing agency, IOM is responsible for, in consultation with relevant government authorities and other project partners,

- to plan, coordinate and carry out activities defined in the project document (Beslut om Insats, 458/04) with the relevant project partners.
- overall project management and monitoring of the implementation, communication expertise and logical and administrative support.
- establishing contacts with relevant national authorities, NGOs and ensuring coordination throughout the project's implementation with the relevant Government and International entities and other project partners.
- monitoring and evaluation of the project by the IOM according to criteria and timetables mutually agreed with Sida. A mid-term and final report should be submitted to Sida according to mutually agreed criteria.

Resource allocation to counterparts

Resource allocations to implementing counterparts happen on the basis of the cooperation agreement between the IOM and the counterpart and on the basis of counterpart proposals for concrete projects that are submitted by the counterpart organisation and approved by IOM. IOM funds the counterpart organisation via transfers to the bank account of the counterpart according to the budgets indicated in the project proposals.

Procurement

Procurement of goods should be carried out in accordance with the internal established procurement regulations of IOM, including international competitive bidding, when relevant.

¹⁸ IOM (2007): The IOM Handbook on Direct Assistance for Victims of Trafficking.

¹⁹ Sida: Agreement between the Government of Sweden through Sida and the International Organisation for Migration on support of IOM trafficking in women programme in Belarus, Phase 3, October 2004–August 2007. Reg. no. 2004-002676

Coordination of donors and implementing counterparts

IOM hosts coordinating meetings with donors and relevant NGOs and governmental agencies twice a year. The purpose of these meetings is to create a platform for interchange of information and sharing of experiences among actors working with combating THB in Belarus.

2.2.3 The role of government agencies in the project

According to the agreement of cooperation between IOM and the Government, the Government – through its relevant ministries and structures – provides administrative and technical support for program activities, including appropriate personnel to continue working in this field once the project is finished²⁰.

Government organisations are both partners to IOM in the implementation of the project, e.g. in the administration of the Academy and in the conduction of courses, and a target groups of the project, e.g. in capacity building activities.

The Government register IOM counter THB activities and projects proposed by national NGOs as per government requirement.

2.2.4 The role of NGOs in the Sida financed project

NGOs are both partners to IOM in the implementation of the project, e.g. in the provision of prevention, protection and reintegration assistance to VOTs, and a target group, e.g. in capacity building activities.

2.2.5 Donor

According to the agreement between the Government of Sweden and the IOM, Sida supports the overall effort through the provision of funds²¹.

Table 2-1 Overview of IOM counterparts in the project

Organisation	Tasks related to ant-trafficking	Involvement in the Sida financed project
Ministry of the Interior (MOI)	Central implementing and coordinating body Enhance international cooperation	Prevention and advocacy Participation in conferences on THB Prosecution and criminalization: Capacity building of the judiciary and law enforcement (LE) Training in identification and interviewing VOTs Enhancement of international interaction and operational cooperation Language training courses
General Prosecutor's Office (GPO)	Ensures compliance with THB related legislation of state administrative bodies, LE agencies and the general public Issues permissions for and monitors investigations of THB related crimes	Prosecution and criminalization: Capacity building of the judiciary and LE Training in identification and interviewing VOTs Enhancement of international interaction and operational cooperation Language training courses

²⁰ Agreement on cooperation between the International Organisations of Migration and the Government of the Republic of Belarus, Minsk, 22 July 1998.

²¹ Sida: Agreement between the Government of Sweden through Sida and the International Organisation for Migration on support of IOM trafficking in women programme in Belarus, Phase 3, October 2004–August 2007. Reg. no. 2004-002676

Supreme Court	Reviewing criminal cases Advances proposals and legal opinions. Comments on existing legal documents	Prosecution and criminalization: Capacity building of the Supreme Court Language training courses
State Border Guards Committee (SBGC)	Identification and blockage of international channels of THB Identification of suspects Identification of potential VOTs and rendering VOT assistance	Prevention: Distribution and dissemination of Information material and literature on THB Prosecution and criminalization: Capacity building of border guards Identification and interviewing of potential VOTs Referral and reintegration assistance, cooperation with IOs, NGOs, other LEs, Identification of criminals and cooperation with neighbouring countries. Language training courses
Belarus Red Cross (BRC)	Runs medical-social centres (Helping Hands) in five regions Prevention of THB: information campaigns, awareness raising Reintegration assistance to VOTs: medical, psychological, and social support, legal assistance, access to vocational training and housing.	Prevention: Capacity building of the five youth Clubs, "Helping Hands" Setting up prevention campaigns at a regional basis, Training on basic awareness raising for Red Cross Branches Protection and reintegration: Capacity Building of the "Helping Hands" Financial support to medical check and consultations by psychologists and social workers of the clubs
Gomel State University named after Frantsisk Skorina	Runs specialised program on CT Research	Prevention CT students disseminate information to schools and the general public on THB. Prosecution and criminalization: Organizes specialized educational CT program Visits in neighbouring countries to share experience and set up networks Runs "cliniques" where students provide legal assistance to VOTs, Language training courses
The Business Women Clubs (Brest, Pinsk, Kobrin and Baranovichi)²²	Charity, protection of women's rights, social protection, Enhance favourable conditions for women to perform economically and professionally Prevention, rehabilitation and reintegration activities of VOTs	Prevention: Receive financial and technical assistance to run the Brest hotline Conduct information campaigns Protection and reintegration: Receive financial support to and capacity building in providing professional assistance to VoTs (psychological, medical, humanitarian and legal assistance); VoT's identification according to IOM template
Belarusian Young Women's Christian Association (YWCA)/La Strada	Runs the La Strada Programme, including the toll-free hotline Protection of the rights of women, Encouragement of women's personal ambitions and leadership.	Prevention: Organises preventive, educational and awareness raising events Conducts lectures, seminars and other events Carries out work on identification of VoTs Protection and reintegration: Provides counselling to VoTs Identification of VoTs; Provides assistance (socio-psychological assistance) to VoTs²³

Women's Social PA Provintsia, Borisov	Crisis-management advice to women and their family members Strengthens civil and social participation of women in society Provides legal, social and psychological assistance to women and their family	Prevention Training of volunteers and lectures at schools for pupils and their parents Training of specialist, including journalists, teachers, social workers Dissemination of information at clubs, discos and cinemas. Protection and reintegration Support to VOTs
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2.3 Budget

Sida contributions

The total Swedish contribution for phase 3 of the project is EUR 975 000. Out of this, reservations have been made with an amount of

- EUR 189 920 for fees
- EUR 785 080 for reimbursables

Resource management

The contract payment will become effective upon signing of the contract by IOM. All payments would be effectuated by Sida in SEK to an IOM Project Fund in EURO with IOM in Geneva, Switzerland. Payments are transferred to the project on request by IOM. Unutilised funds are to be returned to Sida.

The Swedish contribution is paid on a lump sum basis and has been transferred in three payments.

- the first payment of EUR 325 000 upon contract signature,
- the second payment of EUR 325 000 in October 2005, and
- the third payment of EUR 325 000 in October 2006.

1 year no-cost extension

The project was originally scheduled to be finalised by 31 May 2007. However, due to government bureaucracy impacting negatively on the working conditions of many of the NGOs that IOM is cooperating with and a strengthened currency exchange rate between SEK and USD, resulting in a substantially bigger amount of unspent funding, a 12 month no-cost extension was applied for by IOM July, 2007 and approved by Sida in Beslut nr. 2007-003906.

2.4 Monitoring and Reporting

According to the Project Document IOM is required to report on project progress and performance to Sida on a bi-annual basis. There is no requirement regarding reporting format. However, semi-annual reports shall

- contain a financial statement, covering all expenditures and costs charged to the project, divided into fees and reimbursable, and showing the utilisation of the Sida contribution
- describe the compliance of the project aim with the TOR preferably in qualitative and quantitative terms, separately listing causes of deviation.

²² According to the IOM note, Measures to Combat Human Trafficking in the Republic of Belarus, the Women Clubs addresses different issues. The listed activities provide a summary of the different activities that they perform.

²³ See Agreement on Cooperation No 05/08/st5, January 1, 2008 between IOM and YWCA

- discuss project experience and problems
- account for risk handling and for possible changes in the overall risk assessment
- contain recommendation for the remaining part of the project.

The final report shall in addition to the above

- clearly describe reasons for non-fulfilment of some of the project aims
- analyse experience gained and problems discovered in the project process
- contain an executive summary which could be used for communicative purposes
- list main aims and target groups
- fulfilment of project aims and measurable effects.
- experience and recommendations

Counterpart reporting

Counterparts are supposed to prepare financial reports that are to be submitted to the IOM in accordance with provisions specified in the agreement of cooperation.

In addition, the counterpart organisations are required to maintain financial records, supporting documents, statistical records and all other records relevant to the project implemented with IOM financial support in accordance with generally accepted accounting principles to sufficiently substantiate expenditure of the funds provided by IOM. Records may be subject to audit by IOM and/or its representatives for a period of three years from the date of submission of the final report.

2.5 Risks and Risk Management

The project document identifies a number of risks:

- 1 Government will revert from the initiated counter-trafficking reform process;
- 2 The risk of corruption;
- 3 The well-being of the IOM staff and officials involved in the project

IOM is very aware of the risks of the project. The first two risks are not possible to remove, however, they are possible to minimise.

In order to meet the risks the following risk mitigating measures have been taken by the project

- Ad 1) IOM perceives of this risk as very low. Indicators for this, as provided by the IOM are: i) The state commitment to combating THB has been manifested a number of times on the highest of levels, supported by adoption of the State Program on combating trafficking and illegal migration for 2008–2010 and the Initiative of the Belarus Government to advance the idea of the Global Partnership against Slavery and Trafficking in Human Beings and the UN Strategy to Combat Human Trafficking announced last year in New York; ii) The problem of THB is directly supervised by the Deputy Head of the Presidential Administration and the whole issue was identified as one of the priorities of the Belarusian state policy by the President himself. Thus, the risk is perceived as very low.
- However, in order to increase government awareness and knowledge about the seriousness about the problem and hence to maintain an interest in continuing the counter-trafficking effort, IOM con-

tinuously, seeks to maintain a close dialogue with government authorities and to build the government resource base related to combat trafficking.

- Ad 2) The risk of corruption may pertain to IOM and to IOM implementing counterparts. Both Sida towards IOM and IOM towards its counterparts have tried to mitigate the risk of corruption by introducing good financial practice
 - funds are allocated in annual tranches and IOM as well as partners have to submit audited accounts.
 - In addition, IOM is maintaining a close dialogue with partners.

In January 2007 a new law “On combating corruption” came into force in Belarus, it shows the commitment of the government to eradicate the phenomenon of corruption; Also in May 2007 a State program on combating corruption in Belarus for the period of 2007–2010 was approved by the President of the Republic.

- Ad 3) As part of the project, the IOM has supervised its staff and initiated courses on the burn-out syndrome. This is especially targeting hotline operators.

IOM counter trafficking staff is entitled to: Medical insurance (including dependants of IOM staff), stress relief sessions on a regular basis. Paid sick leave, compulsory and sufficient vacation, pension²⁴.

3 Findings

3.1 Relevance of the Project

Definition of relevance

Relevance is defined as “...the extent to which activities are suited to the priorities of the target group, the recipient and the donors”²⁵.

Target groups

In relation to this evaluation, the main target groups are i) government and ii) civil society organisations targeted with the aim of strengthening their capacity to combat trafficking in women and children, iii) victims and potential victims of trafficking in Belarus targeted with prevention, protection and reintegration measures and iv) teachers and students at Gomel State University.

Recipient organisations

The recipients are the organisations receiving funds for undertaking THB activities financed by Sida. Recipient organisations are i) the IOM and ii) IOM implementing counterparts that receive Sida funds via the IOM in order to implement CT measures. These organisations are civil society organisations that work with prevention, protection and reintegration issues, iii) the Gomel State University and iv) the MOI Academy.

²⁴ IOM: Information from the IOM. April 2008.

²⁵ OECD: DAC Criteria for Evaluating Development Assistance, http://www.oecd.org/document/22/0,2340,en_2649_201185_2086550_1_1_1_1,00.html

The donor

Sida is the sole donor to this project.

The assessment of relevance is undertaken through examples of activities in relation to the target groups at government central and regional levels, in relation to civil society organisations and victims and potential victims; in relation to recipient government authorities and NGOs and finally, in relation to the donor.

Relevance is also assessed in relation to the contextual situation in Belarus (Cf. Chapter 1).

3.1.1 Relevance in relation to the Government of Belarus

Relevance of project interventions in relation to the Government is assessed in terms of the extent to which activities are consistent with the needs and priorities of the government as stated in the Government programs to combat trafficking in persons (2002–2007 and 2008–2010) and other legal provisions aiming at combating trafficking as well as stakeholder statements retrieved from interviews with government authorities in Belarus.

Relevance in relation to legal provisions and the government programs

The project was initiated in 2002, the same time as the Government initiated its first anti-trafficking state program. The project is in line with and has supported and contributed to the implementation of the first State Programme's main objectives; i.e. to counteract the growth of THB and to develop a sound system designed to prevent and subsequently reduce the phenomena of trafficking²⁶. In particular, the high priority given to criminalisation and prosecution through capacity building of the law enforcement is in accordance with the government program.

The implementation of the first state program is based on the combined efforts of relevant Ministries, Departments and NGOs. The Sida project interacts with both types of stakeholders – both in the relation as counterparts in the implementation of the project/the state program and in the capacity of building the capacity of the Belarusian resource base to combat trafficking. IOM has become one of the principal international partners in supporting the efforts of the Belarusian Government to combat THB.

The continued relevance of the project vis-à-vis Government priorities is illustrated by the fact that the Government over the last few years has undertaken measures in order to counteract trafficking²⁷ including the development and adoption of legislation aimed at combating THB and its second State Programme of Countering Trafficking in Human Beings, Irregular Migration and Related Illicit Activities for 2008–2010. The extensive development of the legal anti-THB framework is by many stakeholders considered an indication of the fact that the problem of trafficking is given high political priority by the Government.

The table below show how Sida project objectives relate to the objectives of the new State programme.

²⁶ The Council of Ministers of the Republic of Belarus: The State Programme of Comprehensive Measures to Counteract Trafficking in Human Beings and Spread of Prostitution for the Period of 2002–2007

²⁷ The most important measures are: “The State Program of Comprehensive Measures to Counteract Trafficking in Human Beings and Spread of Prostitution for the Period of 2002–2007”, “The Law of the Republic of Belarus No. 15–3 “On Introduction of Amendments to Some Codes of the Republic of Belarus on Increasing the Level of Responsibility for Trafficking in Human Being and Other Related Criminal Offences” of May 4, 2005; Decree of the President of the Republic of Belarus No. 3 of March 9, 2005 “On Certain Measures Aimed to Combat Trafficking in Persons”; “Edict of the President No. 352 of August 8, 2005 “On Prevention of the Consequences of Trafficking in Human Beings”; The “State Program of Countering Trafficking in Human Beings, Irregular Migration and Related Illicit Activities for 2008–2010”.

Table 3-1 Relevance of Sida activities vis-à-vis Government objectives

Government objectives	Sida activities
Decrease the crime rate related to the THB, irregular migration, spread of prostitution and child pornography;	– Addressed through activities aiming at building capacity of the judiciary and the LE, improving international interaction and operational cooperation.
Protect and rehabilitate victims of trafficking;	– Addressed through activities aiming at providing and improving VoT assistance
Enhance the efficiency of the state authorities' performance in prevention, exposure and suppression of THB, irregular migration and related illicit activities;	– Addressed through understanding and awareness raising activities, activities aiming at building capacity of the judiciary and the LE,
Further improve the legislation, forms and methods of government and other state organizations in combating trafficking in human beings	– Addressed through activities aiming at building capacity of the judiciary and the LE, improving international interaction and operational cooperation. % although defined as an activity in the project, improved legislation has not taken place as a result of the project (cf. Ch. 3).
Strengthening international cooperation	– Addressed through activities aiming at improving international interaction and operational cooperation.

The Sida project goes beyond the State program

As with the first Government program, many of the Sida activities link directly into the second program. Sida activities however, reach beyond the scope of the State program in that a large part of the activities directly target NGOs. Although cooperation with NGOs is mentioned in the latest State Program, NGOs are not mentioned directly by name and are not part of the State Program neither as a target group nor as specific partners in the implementation of the program.

Stakeholder opinions

During the field mission in Belarus, stakeholders interviewed were asked about whether the Sida financed activities were relevant vis-à-vis the role and responsibilities of the organisation in which they work and their daily tasks related to counter trafficking. Overall, stakeholder responses indicated that the project and its activities were considered to be highly relevant in relation to key policy areas of the Government and in relation to stakeholders' working tasks and responsibilities.

The following paragraphs provide a number of examples of their relevance:

Capacity building of Government organisations

Capacity building of government stakeholders involved in combating THB was highlighted by most government stakeholders as extremely relevant. With the adoption of the first state programme and subsequent legislation, government stakeholders were tasked with new tasks and responsibilities for which they had no skills or experience. Hence, training courses improving skills, development of guidelines on how to act in given situations, and the initial coordination of efforts between parties (e.g. border guards and NGOs) are seen by many stakeholders as relevant and useful.

E.g. during the interview in the Supreme Court, it was highlighted that judges did not understand the problem of trafficking; hence, training courses have been relevant since judges have learned about THB and the notion of THB.²⁸ Likewise, the State Border Troops Committee highlighted the relevance of Sida financed activities aimed at enhancing and strengthening cross border and international cooperation with neighbouring and other European and non-European countries. In this regard seminars, country visits and English language courses were mentioned. Since the first person a VoT is

²⁸ Interview with the Deputy Chair Person and judges from the Supreme Court.

in contact is a state border guard, the training of Border guards on how to act correctly, identify and interview potential VOTs and refer them to the IOM or the rehabilitation centre was considered relevant in order to have the referral system work.

Capacity building of NGOs

In addition, government stakeholders also tended to emphasise the relevance of activities aiming at building the capacity of NGOs to provide protection and reintegration activities to VOTs.

Advancing the interventions

Another way to gauge the degree of relevance of the project and its activities is to look at how the development of the project has taken place and where the initiative to launch the activities comes from. E.g. the government requested IOM to provide support in organising a conference on cooperation between source and destination countries in Minsk in October 2006²⁹. New activities, not originally part of the Sida project are also the product of identified needs during implementation of other donor funded activities (Cf. Section 3.2.2)

Ensuring relevance

The relevance of the project vis-à-vis the needs and priorities of the government has among other things been ensured by the IOM through the process selected for developing the project, i.e. by way of conducting a gap analysis of the Belarusian trafficking situation, the administrative and legal framework related to anti-trafficking and the capacity of the resource base (i.e. government and NGOs) to respond to the problem, and by way of maintaining a close dialogue and continuous consultations with relevant government authorities³⁰.

Government “Ownership” to activities

It follows from the above, and it was the clear impression of the evaluation team, that there was a strong ownership to the activities among government staff.

3.1.2 Relevance in relation to IOM

Support implementation of the IOM anti-trafficking programme

The IOM is a 100% project driven organisation and hence, totally dependent on donor financing. Due to the political context in Belarus, only few donors support counter THB interventions in Belarus. The overall relevance of the project to the IOM Belarus country office is reflected in the fact that the project constitutes a relatively large support in terms of funding to the implementation of the IOM program to combat THB. In fact the Sida contribution to the IOM amounts to more than 40% of total donor funding. (Appendix V provides an overview of donor support to IOM).

Table 3-2 Donor contributions to the IOM CT programme

Donor	Sida	USAID	Danish MFA	INL, US State Department	PRM, USA	SDC, CH
Funding provided	USD 1 690 666	USD 997 270	USD 699 773	USD 99 199	USD 858 216	USD192 100

Source: IOM mission, Belarus (2008)

²⁹ IOM: Measure to combat human trafficking in the Republic of Belarus.

³⁰ Interview with Rolf Buchel, Sida and with Fredric Larsson, IOM Kiev Mission.

Cooperation with government

According to IOM, Sida has been the most dedicated donor to Belarus supporting the criminalization and prosecution component (during the first two phases) and most flexible by supporting criminalization and prosecution together with strengthening the capacity of NGOs and reintegration assistance to VoTs (3rd phase). Apolitical attitude/neutral position towards the Government and LE in particular has contributed to establishment of a good working relationship between IOM and the Government. The good relation has resulted not only in continuous in-kind contribution from LE: facilities, administrative support, etc., but also in the commitment to fight the crime³¹.

Cooperation with NGOs

IOM enjoys a special status that allows it to cooperate with NGOs in the implementation of the anti-THB activities. IOM has obtained an ability to act as an intermediary between the government and the NGO society adding credibility to NGO activities and allowing the NGO community to play a gap filling role within the spheres of prevention and protection and reintegration.

Many activities linked to ongoing operations

A large proportion of Sida financed activities are closely linked to ongoing IOM activities financed by other donors/sources. For example,

- Hotline support and training of consultants (Sida/Denmark)
- Rehabilitation centre operation (Sida/Denmark/SDC)
- CT programme at CSU (Sida/Denmark)
- NGO cooperation and capacity building, reintegration assistance to VoTs (all donors)

3.1.3 Relevance in relation to the NGOs

NGOs are both target group organisations and recipient organisations in that they on the one hand are exposed to training and other capacity building activities, and on the other hand, receive funding for implementing activities in cooperation with the IOM under the Sida project.

Relevance to recipient NGOs

Most of the NGOs involved in anti-trafficking are highly dependent on the financial support they receive from Sida and other donors. According to the Belarusian Red Cross, the Women's Clubs and the smaller NGOs, if they did not have access to donor funding they would have to cease some or all of the anti-THB activities that they are conducting³².

Relevance to implementing counterparts

The project is also relevant in terms of its focus on developing the capacity of the NGO/civil society resource base. When the IOM initiated its anti-trafficking program in 2002, the NGO resource base was virtually non-existent. Today, the IOM has succeeded in establishing an NGO CT network throughout Belarus consisting of some 18 NGOs with government registered activities addressing prevention and reintegration of VOTs³³.

Hence, the IOM program – and hereby the Sida project – is extremely relevant for the development of the resource base among NGO stakeholders. IOM has paved the way for their existence, their recognition by government and the cooperation between government organisations and NGOs.

³¹ Interview with IOM

³² Interviews with the Brest and Mogilev Oblast organisation of the Belarusian Red Cross, Borisov Women's Social PA: Provintsia, Business Women's Club, Brest, Kobrin, Baranovich, Pinsk.

³³ Interview with Chief of IOM Mission, Belarus: Dejan Kesovic.

3.1.4 Relevance to VoTs and the trafficking situation

Whereas the government has made a range of efforts to suppress THB in the sphere of criminalisation and prosecution, i.e. law enforcement activities, and to some extent prevention, there is a general lack of provision for social support and rehabilitation for VoTs.

Gap filling activities

The project – along with activities funded by other donors – fills this gap. During the mission to Belarus, the evaluation team was introduced to many activities that aim at providing protection services, e.g. the hotline in Brest and the rehabilitation centre in Minsk which provides shelter, protection and reintegration assistance and facilitates the provision of legal, medical and psychological assistance to victims which is not provided for by government.

A large number of citizens in Belarus have gained and stand to gain from the gap filling activities in that the services would not otherwise have been provided. According to statistics provided by IOM Minsk 1478 VoTs have received reintegration assistance from IOM Minsk and its local NGO partners in the period September 2002 through December 2007³⁴.

All in all, it is the assessment of the evaluation team that the Sida support related to protection and reintegration of VoTs fill an important gap in government service provision within this aspect of trafficking and that the different types of assistance are relevant to VoTs and potential VoTs.

Risk of overlapping activities

Overlapping activities conducted by the IOM, IOs and NGOs have been discussed and may pose a risk for the relevance of activities. One example is the establishment of two hotlines – one operated by the Women's Club in Brest through financial support by Sida and the Danish Government, the other by La Strada in Minsk. This issue is further discussed in section 3.3.2.

3.1.5 Relevance in relation to Sida

Relevance in relation to Sida is assessed by the extent to which the Sida project fits and contributes to the new Sida Country Strategy for Development Cooperation with Belarus 2007–2010. In addition, relevance is assessed with regard to how the activities have contributed to gender equality, both in qualitative and quantitative terms.

Continued support to combating trafficking

With regard to the new Sida Country strategy the project provides the main response to the strategic priority attached to anti-THB: "...of continued importance are initiatives aimed at combating human trafficking"³⁵.

Relevance in relation to other strategy objectives

The project is also relevant in terms of other objectives and focus areas of the strategy, such as:

- The overall objective of Swedish development cooperation: "...to help create conditions that will enable the poor to improve their lives"³⁶. The project focuses on assisting and reintegrating VoTs and at preventing potential VoTs from being trafficked. Characteristic for these two groups is that they are often faced with insufficient employment opportunities and poor economic conditions.
- The aim of the Strategy that Belarus takes more substantial part in European cooperation and establishes relations with the outside world, in particular the EU, in the sphere of anti-trafficking³⁷.

³⁴ IOM, Minsk mission: VoT statistics from September 2002 through December 2007.

³⁵ Sida: Strategy for development cooperation with Belarus, 2007–2010.

³⁶ Sida: Strategy for development cooperation with Belarus, 2007–2010.

³⁷ Sida: Strategy for development cooperation with Belarus, 2007–2010.

The Sida project supports a range of activities focusing on strengthening international interaction and operational cooperation with neighbouring countries, the EU and other countries.

- The focus of the strategy on fostering and enhancing cooperation between government organisations and NGOs. In fact, according to many stakeholders interviewed during the field mission, the anti-THB sector is one of the few sectors where the Government has opened up towards cooperation with NGOs. The Sida project, in supporting all three aspects of anti-THB, i.e. prevention, prosecution and protection, paves the way for broadening this cooperation.

Development of approaches that encourage exchange

Based on experience from previous development cooperation between Sweden and Belarus, Sweden, in its new development strategy, has taken a shift in focus away from promoting institutional development and systemic change as results were limited, to focusing on instruments and approaches aiming at creating forums and encouraging exchange.

Although also aiming at systemic change within the trafficking sphere, the Sida project is in line with the new Sida strategy in this respect. A prime example of this is the attempt to develop mechanisms for cooperation – the first steps of a referral system – enabling Belarusian government bodies to fulfil their obligations in providing protection to VoTs through the coordination of their efforts with NGOs, international organisations and other counterparts involved in counter-trafficking work³⁸. Due to, among others, the Sida project, State Border Guards, when identifying a (potential) VoT, refers the victim to IOM or other NGOs working with victim assistance.

Strengthen the rights of individuals

Another goal of cooperation between Sweden and Belarus, cf. the new Swedish strategy, is to strengthen the rights of the individual in the social sphere. The project is relevant in this regard in that it aims at informing VoTs on their rights as victims, potential VoTs on their rights in relation to working conditions, when travelling abroad, and government authorities and other organisations working with anti-trafficking on victims' rights in different situations, such as in cases where they act as witnesses in trials against traffickers.

Target groups

The project is relevant to the new Swedish strategy in terms of target groups addressed: "...democratic political forces, students and academics, administrative officials, actors in the business sector (especially SMEs), people active in cultural affairs and the media, and NGOs. Young people form an especially important group, which can reasonably be expected to drive social development and bring about change in the future. Direct cooperation with Belarusian authorities should be restrictive in scope and as far as possible undertaken with the participation of Belarusian NGOs"³⁹.

Gender aspect

Both men and women have participated in the formulation and implementation of the Sida financed project. The project focuses mainly on women, constituting the majority of VOTs. Increased attention is however, given to the specific areas of trafficking of men and trafficked men have also been assisted under activities supported by Sida. In fact, male VOTs constituted approximately 25% of VOTs assisted by IOM in the period 2002–2007⁴⁰ and children within the project. It is important to ensure that male victims receive the same protection and support under law as female VOTs.

³⁸ These mechanisms are sought developed by other NGOs, for example, La Strada, and supported by several donors.

³⁹ Sida: Strategy for development cooperation with Belarus, 2007–2010.

⁴⁰ IOM: VoT Statistics from September 2002 through December 2007.

Officials in the Ministry of the Interior and the Prosecutor's Office, targeted by Sida activities are mainly men, however, some female officials are also involved in the effort to combat trafficking and have been targeted by project activities. According to a review by IOM (2006)⁴¹, women are represented in the police, yet it appears that women who have been trafficked are generally assisted by male police officers. However well-trained and sensitive a male police officer may be, it would generally be preferable to make available female police officers to work with female victims of trafficking.

Students at the GSU targeted by the project were mixed men and women. NGOs targeted with capacity building activities are mainly women.

3.1.6 Summary of findings

The project is relevant vis-à-vis the priorities and needs of the target groups, the recipient organisations and the donors.

- With regard to government authorities, the project is in alignment with government anti-THB legislation and supports and contributes to the implementation of the state programs on combating THB with regard to all three aspects of anti-THB, i.e. prevention, prosecution and protection.
- The project is relevant to IOM as it supports and contributes to the implementation of the IOM anti-THB program and does so in a flexible manner allowing for the establishment of a good working relationship with government as well as non-governmental organisations.
- The project is also relevant to the NGO society. Their mere existence depends on external financial support that they – among others – receive from Sida via the IOM.
- With regard to VOTs and potential VOTs, the project contributes to meeting the needs of VOTs and potential VOTs by providing assistance and advice complementary to Government assistance programs which would not otherwise have been provided.
- The project is in alignment with the new Sida Strategy for Development Cooperation with Belarus. It contributes to the enhancement of cooperation on all levels (internationally, regionally and nationally) and hereby to the empowerment of vulnerable groups, i.e. VOTs.
- In terms of the gender aspect, the project is relevant in that it represents both men and women in the planning and implementation of project activities. With regards to VOTs, there is openness towards addressing male VOTs. This further creates opportunities for building capacity, systems and structures supporting this broadened focus on VOTs under a new Sida project.

Based on the above, the evaluation team recommends

- That the project maintains the holistic approach to anti-THB, i.e. maintains the focus on all three aspects of anti-THB (prevention, prosecution and protection) and thereby further develop the dialogue and cooperation between Government organisations and NGOs.
- A continued openness towards new target groups and new forms of exploitation, in particular with regards to trafficking for the purpose of labour exploitation, so that the project continues to be reflect and accommodate the actual trafficking situation in Belarus.
- That a new phase of the project should aim to raise awareness within Belarus authorities about the importance of having female police officers attending female VOTs and potentially increasingly target female police officers in capacity building activities.
- That a new phase of the project identifies areas where awareness raising and capacity building activities among authorities and NGOs would need attention if the VOT focus is extended more explicitly address the problem of trafficking in men – and initiate activities within these areas.

⁴¹ IOM: Measures to combat human trafficking in the Republic of Belarus, IOM Belarus, 2006.

3.2 Effectiveness of the Project

Definition of effectiveness

Effectiveness is defined as “...the extent to which an aid activity attains its objectives”⁴².

The assessment of the level of immediate objective fulfilment cannot be precise due to the nature of the objectives (Cf. section 3.2.1 below). However, the below assessment of achievements by immediate objective indicates the overall direction of activities as compared with objectives.

Thereafter, the effectiveness of the implementation assistance will be assessed by looking into what were the reasons for establishing the current organisational set up of the project and what are the strengths and weaknesses of the current set up.

Firstly, however, the team will comment on the project document, as the nature of the document to some extent has influenced the assessment.

3.2.1 Comments to the Project Document

Overall and immediate objectives

The overall and immediate objectives of the project are listed in the table below.

Table 3-3 Overall and immediate objectives of the IOM project

Overall objective	Objectives
To contribute to the efforts of the Belarus authorities to combat trafficking in women and children, by	– To enhance the effectiveness and improve the capacity of relevant Belarus authorities to criminalise and prosecute trafficking in women and children
– Reinforcing prevention and protection activities	– To improve and facilitate current international/regional operational cooperation within the judiciary and law enforcement
– Promoting the further criminalisation of trafficking	– To institute measures to strengthen the ability of relevant authorities and civil society to provide for legal assistance to victims of trafficking
– Introducing measures for the reintegration of victims of trafficking	– To enhance civil society capacity to render basic reintegration assistance to victims
	– To enhance Belarusian facilities to conduct research on trafficking

The character of the objectives, results and activities

The following is noted about the objectives, results and activities of the project:

- The project document is somewhat incoherent in nature. It operates with objectives, results and activities. However, the internal logic clearly interlinking which activities lead to which results, and which results lead to which objectives is missing. E.g. the overall objective addresses all three aspects of anti-trafficking however, the immediate objectives do only concern criminalisation and prosecution and protection and reintegration (cf. Table 3-3 above).
- Objectives and results are not supplemented with verifying indicators. This makes it difficult to monitor and evaluate project progress and to measure the extent to which project results have been achieved.

⁴² OECD: DAC Criteria for Evaluating Development Assistance, http://www.oecd.org/document/22/0,2340,es_2649_201185_2086550_1_1_1_1,00.html

3.2.2 Achievement of expected results and planned activities

Assessment of expected results is based on i) a check of the extent to which planned activities as listed in the project document have been carried out. This is based on the assumption that planned activities will naturally lead to expected results.

Conduction of planned activities

The list shows that most planned activities as listed in the project document have been carried out. However, there are a few exceptions:

- Some activities are implemented on a continuous basis, e.g. cooperation with GSU, Support of the hotline, the provision of reintegration assistance for VOTs and support to the rehabilitation centre. These activities are planned to be carried out during the one-year extension phase of the project.
- A few activities have been replaced with other activities due to changes in priorities. This has happened in agreement with Sida. E.g. the international conference on trafficking and demographics has been replaced with additional capacity building of four NGOs, such as trainings, exchange visits, stress relieve sessions for NGOs providing direct assistance to VOTs; continued support to the GSU on CT for students of the law faculty; continued support of the LE International training centre in Minsk⁴³.
- New activities – not originally planned for in the project document – have been carried out. These are e.g. the development of an information bulletin on “The problem of THB and its consequences for the general public” a booklet on the “Rights and obligations of VOTs during criminal procedures” and two manuals for LE on investigating THB crimes.

A check list of expected results and activities compared with actually results achieved and conducted activities are provided in appendix IV)

Achievement of expected results

Prevention and advocacy

Awareness and understanding

Capacity to render assistance

The focus of conducting preventive and advocacy activities with the purpose of *raising understanding and awareness* about THB as well as *capacity to render assistance* is broad as it encompasses both the general public and service providers working directly with VOTs as well as specific groups of the MFA consular officials. Only two informative texts have been produced by the IOM for the purpose of raising understanding and awareness: “Information bulletin on combating THB” targeting the general public and a booklet on “Rights and obligations of VoTs during criminal proceedings” targeting relevant authorities, IOs, and NGOs working with VoTs.

However, the interventions should be seen in conjunction with other preventive work, including the setting up of a hotline in Brest, and dissemination of pamphlets, posters, stickers, etc., carried out by the governmental and non-governmental counterparts. The publication of the booklet, “Rights and obligations of VoTs during criminal proceedings” has been distributed among a wide spectrum of service providers, working directly with VoTs, CT MoI units, and other relevant IOs, NGOs and Governmental bodies who have all expressed the usefulness of the booklet in carrying out their work.

Belarusian stakeholders interviewed for the purpose of the present evaluation report on increased awareness and understanding of the phenomenon of trafficking among government agencies and NGOs involved in combating trafficking since CT efforts were initiated in 2002 and that the Sida financed interventions have contributed to this.

⁴³ Correspondence between IOM Minsk Mission and Sida, Dec. 2006.

NGOs and Government officials also report on an increased level of awareness among the general public. According to an IOM survey, 95% of the Belarus population has a relatively good understanding of the THB⁴⁴.

On this background the team assesses that the expected result have been achieved, but in a somewhat unfocused way. Also, it is not possible to attribute achievement of this result solely to the Sida financed IOM project.

Capacity building of NGOs and the Red Cross/Brest hotline

The *capacity building of NGOs and the Red Cross* as well as the setting up and running of the Brest hotline is assessed as having been successful.

When the IOM initiated the project the NGO resource base related to anti-trafficking was virtually non-existing. Today, the IOM has succeeded in establishing an NGO CT network throughout Belarus consisting of some 18 NGOs engaged in prevention and reintegration assistance to VoTs⁴⁵.

According to IOM hotline statistics, the hotline in average receives 4 to 5 calls per day regarding a wide range of issues ranging from employment and study abroad, over marriage with foreigners to requests from trafficking victims and search of disappeared.

Since, capacity building of NGOs and the Red Cross is jointly supported by the USAID and the Danish Government and support to the hotline is jointly supported by the Danish Government, achievement of results should be attributed the three donors.

In achieving the results, IOM emphasises the fact that the NGOs are staffed with qualified and dedicated staff as well as their ability to involve a large number of volunteers. In the case of Red Cross, a major factor influencing the achievement of results is the firm structure and long tradition of the organisation, the network of clubs and volunteers, and the presence in all Oblasts and districts.

Hence, it is assessed that expected results have been met to a satisfactory extent.

Prosecution and criminalisation

Compliance with international legislation

No results have been achieved concerning *compliance with international legislation*.

According to IOM⁴⁶ a change of agreement was made orally with Sida, when it was evident that the goal could not be achieved due to the political context. In stead, cooperation was initiated with the Committee of State Border Guards with the purpose of conducting training in CT.

It should, however, be noted that Belarusian legislation has improved and developed since the beginning of 2001 where the Sida Programme was also initiated. It is difficult to establish the exact casual linkages, but it may be assumed that the project has contributed indirectly to this development via training of MOI and LE staff and the derived improved awareness and knowledge about THB and CT measures.

Capacity building of the judiciary and the LE

The activities thus attain to the expected results concerning concrete activities with the aim of *capacity building of the judiciary and LE*. Major factors influencing the achievement of results are the good standing of the IOM and the perception of IOM as trustworthy and highly competent among governmental

⁴⁴ IOM, Measures to combat human trafficking in the Republic of Belarus, 2006.

⁴⁵ Interview with Chief of IOM Mission, Belarus: Dejan Kesovic.

⁴⁶ IOM information given during telephone interview on 12 March 2008.

authorities as well as the IOM ability to interact on a daily basis with several units and persons within governmental structures as expressed by several government officials interviewed.

Whether the results also attain to the general expectations of improved ability within the judiciary and LE to apply THB regulation, open and investigate cases, and handle the specific needs of minors and of VOTs witnessing against traffickers, is not absolutely clear. However, from the discussions that the evaluation team had with various government agencies and especially the Supreme Court, the level of competency and motivation for moving forward within the field of THB regulation seemed plausible. A somewhat integrated sense for the concept of a rights based approach to THB or a “victims first approach” was also noted by the evaluation team on the basis of the rhetoric applied by the Supreme Court interviewees.

On this basis, the team assesses that there is an increased awareness and knowledge about the needs and rights of VOTs.

International and regional interaction and cooperation

Expected results were achieved concerning *international and regional interaction and cooperation*.

The project has contributed to the above result by facilitating a number of networking activities with countries of transit and destination as described in Chapter 2.

The State University of Gomel

Concerning the setting up of a CT specialization at the *State University of Gomel*, interviewed students, the Dean of the Law faculty and the responsible program assistant confirmed that the project has reached expected results as defined in the Project document and created added value. The number of students enrolled in the first specialized CT program at Gomel University was 14 to expected 6, and in the second program, 9 to expected 6. Moreover, the first group participated in a visit to Moldova with the purpose of networking with law students, and the graduation of the first group of student from the CT specialization at Gomel University was communicated to the press at a press conference.

However, the evaluation team did not encounter any evidence with regard to the conduction of re-search in the field of CT. Apparently, a PhD-study had been discussed, but had not materialized or led to preparatory planning. Besides, most teaching material is provided by the IOM, and only one paper on illegal migration was mentioned as a University generated piece of research.

According to the interviewed stakeholders at the University, the commitment of all persons involved in the CT specialisation program and their smooth cooperation with the Ministry of Education have been a decisive factors for the realization of the CT specialization. Also, close contact with IOM on methodological and practical issues, such as contact to international experts, has been crucial for the running of the program and achievement of goals.

Protection and reintegration

Assistance to victims

All expected results have been achieved concerning assistance to victims as part of the protection and reintegration aspect of CT. Training and capacity building of NGOs in all five regions of Belarus have been carried out resulting in increased capacity of NGOs to provide direct VoT assistance, such as medical care, dental care, psychological counselling and reintegration assistance such as airport reception, escort and travel assistance to final destination in Belarus, overnight accommodation. The overall number of victims receiving assistance (direct assistance and via the rehabilitation centre) is considerably higher than expected, i.e. 1574 persons assisted to expected 300⁴⁷.

⁴⁷ Sida: Beslut om Insats, 458/04-

The activities have been carried out directly by IOM, such as the renovation and running of the rehabilitation centre in Minsk, or by NGOs under an agreement of understanding or cooperation with the IOM, e.g. direct assistance provided by the Business Women Club in Brest and reintegration assistance provided by the Red Cross as part of the work of the “helping hands” youth clubs.

General capacity building

IOM has moreover contributed with components to general capacity building which were not envisaged in the Sida-program, encompassing networking trips to countries of destination and administrative and project management training.

According to IOM, the achievements were positively influenced by the engagement and skills of local NGOs and their willingness and capacity to act in the local communities in close contact with authorities, medical centres, lawyers, employment and vocational training centres, housing providers.

3.2.3 Achievement of objectives

In the following achievement of immediate activities are assessed.

Enhance the effectiveness and improve the capacity of relevant Belarus authorities to criminalise and prosecute trafficking in women and children

The objective has been achieved.

Priority has been given to the aspect of prosecution and criminalisation and, thus, to the project objective to *enhance the effectiveness and improve the capacity of relevant Belarusian authorities*.

The overall impression is that this project objective has been met by IOM, especially via very focussed and specific activities, such as trainings and information material, such as the two manuals targeting law enforcement staff: *“Investigation of THB crimes for the purpose of sexual exploitation”* and *“Best practice counter trafficking manual for law enforcement officers and prosecutors in Belarus”* and training seminars on issues such as international and national legislation, identification and interviewing of VoTs, and best practices in investigating trafficking related crimes.

Still, it is difficult to assess the extent to which capacity building has led to a common understanding of THB, illicit crimes and related regulation within the authorities and to a fully integrated rights based approach to the handling of VoTs. The development of e.g. legislation and State programs, the increased number of THB cases investigated by MOI and GPO and reviewed by the courts indicates however, that knowledge and understanding of THB has improved.

Improve and facilitate international and regional operational cooperation

This objective has been achieved only to some extent. IOM has conducted international and regional meetings, ensured access to networks and visits to neighbouring and EU countries, and facilitated structures and contacts that are likely to enable staff of the judiciary and LE to improve operational cooperation. Thus, one example was given during field trip interviews that provided close, but informal, contact between investigation units in Belarus and countries of destination. An important contribution in this regard is the setting up the International Training Centre on Migration and Combating Trafficking in Human Beings under the MOI as the training centre also conducts specialised training courses for a mix of Belarusian LE representatives and LE representative of other CIS countries.

An obstacle for achieving the objective is the lack of sufficient language training in English. Even though training is provided, the capacity in English of the staff representing the authorities during the field trip was, in most cases, basic. Thus, examples were given on the need for interpreters during meetings and daily correspondence.

Institute measures to strengthen the ability of relevant authorities and civil society to provide for legal assistance to victims of trafficking

This objective has been achieved.

Information and other material targeted at NGOs, staff of the judiciary and LE, as well as training of all relevant agencies and organisations has definitely contributed to creating a platform of knowledge needed for providing legal assistance. Complementary to these initiatives is the CT specialisation at the University of Gomel. As such, IOM has facilitated the development of human resources and adequate competences to fulfil the need for legal assistance to VOTs. Moreover, actual and physical measures that create the framework within which assistance may be provided has been ensured by IOM by the establishing of the Brest hotline, the Red Cross “helping hand” clubs, and the rehabilitation centre in Minsk.

Similar measures, but targeted at NGOs only, have been instituted to *enhance civil society capacity to render basic reintegration assistance to VOTs* and should, accordingly, be seen as fulfilling the project objective.

The achievement of the project objectives on legal and reintegration assistance has been positively influenced by the holistic approach to THB laid down in the State programs which ensures focus on the three aspects of THB. This has paved the way for setting up effective measures in the Oblasts. Other major factors are the interest in combating THB shared by Governmental agencies and the NGOs, and the true commitment in the NGOs to help VOTs in the process of recovering from sexual exploitation and reintegrating in society.

Enhance Belarusian Facilities to conduct research on trafficking

It is assessed that this objective has not been achieved.

The CT specialisation at the University of Gomel may be seen as serving as a facility to enhance research in the field of CT. Research has, however, not been conducted, or at least only to a very limited extent. NGOs may also serve as platforms for conducting applied research analysing e.g. the root causes of THB, responses by society, VOTs and the general public etc. Such research has not been conducted either.

Research covering compilation and explanation of international and national regulation, description of investigation techniques, prosecution, burden of proof, interviewing witnesses and traffickers, identification of VOTs etc. has been carried as part of the production of teaching and training material and manuals. This type of research is mainly done by IOM and has as such not contributed to enhancing Belarusian research facilities.

A factor influencing the non-achievement of this objective may be found in the strategic approach of the Belarusian government in the field of THB which stresses the implementation of preventive, organisational-legislative and organisational-practical measures.⁴⁸ The practical approach is thus prevailing in the political context, and may be reflected in the implementation activities initiated by IOM when carrying out the tasks identified in the Sida program.

3.2.4 Effectiveness of the implementation system

IOM has been working to counter the trafficking in persons since 1994. In this time, IOM has implemented almost 500 projects in 85 countries, and has provided assistance to approximately 15,000 trafficked persons⁴⁹. IOM initiated anti-trafficking activities in Belarus in 2002.

⁴⁸ State Programme 2002– 2007 and State Programmes 2008–2010, art. 2.

⁴⁹ IOM: <http://www.iom.int/jahia/Jahia/pid/748>

Platform for dialogue

IOM holds a unique position in creating a platform for dialogue with Government and governmental structures. IOM is perceived as a trustworthy, reliable and competent counterpart and is highly respected within the MOI, the International Training Centre, the Supreme Court, the GPO and the State Committee of Border Guards as well as the University of Gomel. According to IOM and NGOs counterparts, among others La Strada, this position has helped pave the way for the successful implementing and achievement of activities and results.

Training programs

Moreover, IOM is the main provider of training programs and conferences for LE, the judiciary and other public authorities on prosecution and criminalisation of THB as well as of prevention and protection. This is mainly due to IOM's international networks within academia and practitioners, but also a consequence of dedicated and professional staff members in the Minsk office.

MOI International Training Centre

Illustrative for the position of IOM is the establishment of the MOI International Training Centre. IOM has been catalyst in this process and is in close contact with the staff when designing curricula and inviting international experts.

Partner to NGOs

Apart from being pivotal for the involvement of public authorities in implementing domestic legislation and state programmes, IOM is a necessary partner for smaller NGOs that do not have adequate facilities and human resources to do independent fundraising and conduct administrative and managerial tasks. IOM provides such organisations with training, manuals, information material, and administrative support, and allocates grants for preventive and protective activities, including reintegration programmes.

If training resources are not available within the IOM, cooperation agreements are entered into with competent NGOs such as YWCA/La Strada as well as international experts.

Guidelines for the identification of VoTs

IOM is also instrumental concerning development of guidelines for the identification of VoTs and as quality assurance regarding identifications made by NGOs as part of assistance programs. To illustrate this, the Business Women Club in Brest follows a check list developed by the IOM when identifying VOTs and requests a confirmation from the IOM of identified victims.

The referral system

Moreover, IOM plays a role in the overall referral system as VOTs are often referred to the rehabilitation centre in Minsk by border guards or staff of investigatory units within MOI.

Strategic planning

Hence, IOM is involved in the strategic planning of implementation of all three aspects of combating THB, including dialogue and close contact with Governmental agencies, in operational activities, including delegations of tasks to NGOs, supervision and facilitation of NGOs, training of NGOs and Governmental agencies and facilitating international and regional cooperation, as well as in practical activities, including the running of the Minsk rehabilitation centre.

IOM Reporting to Sida

The semi-annual and final reporting from IOM is expected to contain i.a. compliance descriptions, discussions and analyses of project experiences and problems as well as main aims and target groups, fulfilment of aims and measurable effect, and recommendations.⁵⁰

⁵⁰ Beslut om Insats, 2004-002676, 2.6.3.

However, the *compliance description* contained in the IOM reports does not follow the structure of the term of reference. Results and activities are listed randomly,⁵¹ or under headings that do not correspond with those listed as overall objectives, project objectives or results and activities in the Sida terms of reference.⁵²

As a consequence, there is a lack of transparency with regard to proper fulfilment of the aims of the project, which makes it difficult to monitor the development of the project and to *measure* the effect of the activities.

Adding to this picture is the lack of clarification of project *experience*. The descriptions found in the reports merely list the practical implementation of activities and describe the content, but does not reflect over the effect and impact or refer to participant's evaluation in capacity building activities.

The IOM reports address the issues of *non-fulfilment* by explaining the constraints for fully implementing activities on all three aspects of combating THB as well as the constraints stemming from Governmental structures and push/pull effects for trafficking,⁵³

Recommendations are not identified as responses to experiences and problems.

The incoherence in the project document as outlined in section 3.2.1 with regard to the overall objectives and the project objectives hinders a logic reporting structure of corresponding results and activities.

Coordination of interventions

Being one of several international organisations in Belarus, IOM is not the only relevant actor regarding implementation of anti-trafficking measures. The effectiveness of the implementation system is, therefore, dependent on *coordination* among donors and implementing agencies and NGOs.

According to interviewed representatives for donors and NGOs, the coordination meetings hosted by IOM serve in practice as a forum for informing about ongoing activities, rather than a forum for planning of activities in a way that ensures that planned and conducted activities are not overlapping.

Some donors see the overlapping issue as an inherent problem in the implementation system and as a threat to effectively achieve the objectives in an overall and shared anti-trafficking strategy. As a consequence of the lack of coordination, one donor has decided to pull out from activities implemented by IOM.

3.2.5 Summary of findings

- The project document is somewhat incoherent in nature. The internal logic clearly interlinking which activities lead to which results, and which results lead to which objectives is missing and objectives and results are not supplemented with verifying indicators. This makes it difficult to monitor and evaluate project progress and to measure the extent to which project results have been achieved.
- Most expected results and activities as set out in the project document have been achieved and conducted in a satisfactory manner with a few exceptions (cf. third bullet). Some activities are still being implemented under the one-year no-cost extension phase.
- All three aspects of THB contained in the overall objective of the project have been addressed by the IOM in a well balanced way.

⁵¹ E.g. Interim Report to the Swedish International Development Cooperation Agency (Sida), Combating Trafficking in Women: Belarus Prosecution and Criminalization, Phase III, 1 January 2007 to 31 January 2007.

⁵² Beslut om Insats, 2004-002676, 2.5.1, 2.5.2, 2.5.3. and 2.6.1.

⁵³ See Sida Assessment Mission Update, 1 October 2002– 31 December 2007.

- The immediate objectives of the project have been achieved, with the exception of the one aiming at enhancing Belarusian facilities to conduct research on trafficking. Within the project period no scientific or applied research has been carried out or initiated. Research necessary for the development of training material has been produced by IOM itself.
- The implementation system benefits from a holistic approach to THB addressing all three aspects of combating THB (prevention, prosecution and protection) that enables IOM to create a platform for dialogue and cooperation with all relevant implementing partners...
- ...however, the project suffers from a lack of donor coordination which leads to a potential risk of intransparency and overlapping activities. The conduction of parallel activities within an interlinked implementation system is by stakeholders seen as constituting a threat to effective achievement of the objectives in an overall and shared anti-trafficking strategy.

Based on the above, the evaluation team recommends that

- Activities and project focus should continue to address all three aspects of trafficking (i.e. prevention, prosecution and protection) in a well-balanced manner.
- The project document for the next phase be structured with an internal logic clearly interlinking activities with outputs, results, immediate and overall objectives. In addition, objectives and results should be supplemented with verifying indicators facilitating monitoring and evaluation of project progress and achievements.
- Progress reporting should be based on the same logic as the project document..
- In order to increase effectiveness, a central donor coordination body should be established with a clear mandate to facilitate coordination of donor funding. IOM has the experience, the skills, the contacts and network to take the lead in such coordination.
- The existing project organisation with IOM as the project manager should be maintained. However, IOM should to a higher degree focus on strategic planning, coordination, overall project management, monitoring and evaluation, establish and maintain contacts with relevant national and international organisations partners, provide of technical assistance to partners and to a lesser degree get involved in actual operational activities.

3.3 Efficiency of the Project

Efficiency is *“the extent to which the desired effects are achieved at a reasonable cost level”*⁵⁴.

The chapter provides a brief discussion of administrative costs versus operational costs of the Sida financed project and list factors influencing efficiency of the current set-up

3.3.1 Administrative and operational costs

The establishment of clear and meaningful benchmarks for making judgements on efficiency of a unique project functioning in a unique context is notoriously difficult. It has been possible to some extent to assess the results and impacts of the project and the assessment is in general positive. However, it is not possible to assess if the costs are justified by the results.

The proportional distribution between administrative costs and operational costs is: 301.000/674.000, i.e. 31%/69%. Administrative costs constitute a relatively large part of total costs, however, this should be seen against the type of activities conducted by the project which are mainly process activities, e.g. trainings, seminars and capacity building activities, which in general are quite staff intensive⁵⁵.

⁵⁴ OECD: DAC Criteria for Evaluating Development Assistance, http://www.oecd.org/document/22/0,2340,es_2649_201185_2086550_1_1_1_1,00.html

⁵⁵ Expert assessment, Henrik Brade Johansen, COWI:

The IOM overhead is 12%. This is relatively high compared to NGO overheads which are typically 6–7%⁵⁶.

According to stakeholders interviewed for the purpose of this evaluation it is the general perception that the project is managed professionally by the IOM⁵⁷. The presence of the IOM adds efficiency to the implementation system and thereby stimulates constructive cooperation with the Belarusian authorities⁵⁸.

3.3.2 Factors influencing efficiency of the project

A number of factors have been identified that influence efficiency of the project negatively.

Bureaucracy

One factor is constraints imposed by the Government. The most important constraint experienced by the project is the complicated registration and approval process of international projects as well as of international organisation and local NGOs. The aim of the detailed registration process is to monitor incoming funds and combat corruption, but interviewees report that it is exhaustive and time consuming to organisations⁵⁹. Both the UNDP and the La Strada anti-trafficking programs suffer from pending registration of activities⁶⁰.

Lack of coordination among donors

Lack of donor coordination runs the risk of overlapping activities. An outstanding example contesting this issue is the fact that both La Strada and the Business Women Club of Brest (with the IOM's support) run trafficking hotlines. It has been raised in the 2006 review report as well as during the present evaluation if there is a risk of overlapping of activities and if it makes sense to have two separate hotline infrastructures or if they should be merged.

According to IOM and staff at both La Strada and Business Women Club claim that the demand for hotline support is large enough to allow for two co-existing hotlines and their importance is illustrated in that most t VoTs are identified through the hotlines. While this may be the case, it should however, still be considered if cost-efficiency could be improved by for examples just having one hotline telephone number which would also allow for sharing of information material about the hotlines.

3.3.3 Summary of findings

- The establishment of clear and meaningful benchmarks for making judgements on efficiency of a unique project functioning in a unique context is notoriously difficult. It has been possible to some extent to assess the results and impacts of the project and the assessment is in general positive. However, it is not possible to assess if the costs are justified by the results.
- The general perception of stakeholders is that the project is managed professionally by the IOM. The presence of the IOM stimulates constructive cooperation with the Belarusian authorities and adds efficiency to the implementation.
- Factors negatively influencing project efficiency are government bureaucracy and lack of coordination of activities supported by different donors.

⁵⁶ Expert assessment. Henrik Brade Johansen, COWI.

⁵⁷ Interviews with La Strada and Belarusian Red Cross.

⁵⁸ Interview with La Strada.

⁵⁹ Interviews with local NGOs.

⁶⁰ Interviews with UNDP and La Strada.

3.4 Impact of the Project

Definition of impact

Impact is defined as “...the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended”⁶¹.

Focus of impact assessments normally rests with the long-term effects. Since the project has not ended yet, the evaluation cannot provide precise answers to the impact theme which by definition shall be analysed some time after an intervention has ended. Nevertheless, it will be possible to describe impacts of an initial nature, i.e. the extent to which the project has contributed to combat trafficking in women and children.

This raises the issue of how to establish clear relations between causes and effects in a situation where Sida financed activities can hardly be separated from other influencing factors and have often been co-funded with other donors.

3.4.1 Impact on beneficiaries

Prevention and advocacy

The project has affected both *victims and potential victims of THB*. By reaching out to groups vulnerable to trafficking and to VoTs returning to Belarus from exploitation abroad, as part of preventive and protective activities, the project has had a direct impact on affected persons:

- VoTs have been supported in the process of returning to Belarus and recovering from sexual exploitation and many have participated in reintegration programs.
- The number of victims having enrolled in these programs, see above, reflects a high degree of confidence in programs offered by NGOs.

It is noteworthy that only a smaller number of women agree to witness against the traffickers in a court case. This may be a result of lack of confidence in the official prosecution system or as a response to expected negative responses from the surrounding society.

Concerning the impact on potential victims, the Brest hotline has proven to be relevant for many people.

Vis-à-vis the *general public*, the Sida project has had a direct impact on the

- development, production and dissemination of information material on THB.

The significant increase in awareness about the THB problem within the general public that was revealed for the assessment team during interviews may not solely be seen as an impact of the Sida project, but as closely linked to the media campaigns launched by the Government and other preventive efforts targeted at the public in general. It is however, likely that a certain unintended and positive impact may be ascribed to the activities carried out under the Sida project.

The main beneficiaries of the Sida project working with preventive measures are NGOs, including Business Women's Club, Belarusian Red Cross and YWCA. During this period the skills and competences of the NGOs have improved considerably. When phase I of the Sida financed project was initiated in 2002, the civil society resource base hardly existed. In 2008, the national network of NGOs currently consists of 18 registered NGOs and it continues to grow.

⁶¹ OECD: DAC Criteria for Evaluating Development Assistance, http://www.oecd.org/document/22/0,2340,en_2649_201185_2086550_1_1_1_1,00.html

As a specific result of the project, is the establishment of an

- NGOs CT network throughout Belarus, engaged in prevention and reintegration assistance to VoTs.

In this light, the direct and intended impact of the project to build capacity in NGOs and Red Cross as well as in the judiciary, LE etc. has been reflected in extraordinary and highly visible changes in the qualitative and quantitative work of the NGOs, including:

- increased understanding of the individual consequences for trafficked women has led to greater awareness on the problems experienced by men who have been victims of trafficking with the purpose of labour exploitation, and susceptibility towards setting up adequate and relevant measures to receive and assist male victims.
- NGOs seem ready to explore and develop new and effective measures for society to meet the needs of minors who have been trafficked or are potential victims.

Protection and criminalization

The focussed strategy of the Government to combat trafficking together with the focussed implementation of IOM activities, especially in the field of prosecution and criminalisation, has had the intended impact of enhancing knowledge of THB and CT measures as well as the understanding of the consequences for the VoTs within governmental agencies:

- increase in the number of prosecutions and convictions of traffickers and in the increased number of identified and assisted VOTs.
- capacity and level of knowledge within government agencies is a result of trainings, seminars, meetings, and visits a.o. to neighbouring countries and countries of destination. Especially, the establishment of CT units within MOI and LE and the opening of the MOI International Training Centre may have a long term positive impact on prosecution of traffickers and on investigation of illicit crimes.
- enhanced THB knowledge has changed the mentality and attitude to VoTs by LE staff
- cooperation among CT units in Governmental structures
- enhanced structures of both formal and informal contacts, cooperation and information exchange between Belarus and CIS countries, especially the Russian Federation, and with EU Member States.
- increased Governmental acknowledgement and inclusion of NGOs in the overall strategy on combating trafficking in Belarus.

Protection and reintegration

Improved quality of reintegration assistance to VoTs is probably the most visible direct result of the Sida project. The skills of staff and volunteers providing assistance to VOTs have been upgraded and their network strengthened.

This impact of the activities carried out by IOM and partners of cooperation with the purpose of providing VOTs with legal assistance, other forms of direct assistance and reintegration assistance is clearly reflected in the numbers of VOTs having received support.

Adding to this picture is the setting up of the rehabilitation centre in Minsk with facilities to receive 6 VoTs and their children for up to three weeks or more if necessary.

3.4.4 Summary of findings

IOM – i.a. by means of Sida funds – has been able to set up an anti-THB program embracing all three aspects of anti-THB and including stakeholders from governmental as well as non-governmental organisations. The main impacts achieved in the framework of the Sida project are the following:

- Enhanced knowledge of THB, counter THB measures as well as understanding of the situation of VOTs within governmental agencies leading also to an increased number of prosecutions and convictions and a changed of mentality and attitude to VOTs.
- Increased NGO capacity and quality of assistance provided in the fields of prevention and protection, and creation of an NGO counter trafficking network throughout Belarus.
- Improved cooperation between Government and non-governmental organisations engaged in combating THB.
- Significant increase in awareness about the problem of THB within the general public which has also lead to a change of mentality and attitude to VOTs..
- Improved direct cooperation and frequent information exchange between Belarus and CIS countries, Russia and the EU.

Based on the above, the evaluation team recommends that:

- the project continue and strengthen the support to the MOI International Training Centre and GSU in order to maintain a high level of awareness and knowledge of THB and counter THB measures within LE and judiciary staff.
- Continue and strengthen financial and technical assistance to and cooperation with local NGOs providing protection and reintegration services in the Oblasts in order to facilitate the participation of local partners in combating THB.

3.5 Sustainability of the Project

Definition of sustainability

*“Sustainability of the project is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn”*⁶²

The assessment will identify the major factors influencing sustainability of the Sida project.

3.5.1 Prevention, protection and reintegration

Continuous financial assistance to NGOs

Activities implemented under the prevention and protection aspects of countering THB targeting the NGO community can only be sustained with continuous external assistance.

NGOs do not receive any financial assistance from the government and most NGOs are not able to raise funding themselves. Hence, if NGOs do not receive external support via the IOM or other IOs/donors, the operation of the rehabilitation centre, the hotline and the provision of protection and reintegration assistance to VOTs will probably stop.

Due to their financial situation, NGOs will have to “follow the money” and look for new areas of operation where funding is available. Efforts to build the capacity of NGOs within the counter trafficking sector will hereby also be lost.

⁶² http://www.oecd.org/document/22/0,2340,en_2649_201185_2086550_1_1_1_1,00.html

IOM has provided training to NGOs in order to improve their management competences and abilities to develop and implement projects. Such training is decisive for the sustainability of the project. As the situation is by now⁶³ NGOs are not adequately equipped with tools, human and financial resources to systematically track progress and results in each project, e.g. by keeping records of people trained during seminars or school visits, or the audience reached via public campaigns etc. Procedures that allows for feeding back the lessons learned in different projects into the planning and running of new projects are not in place either.

3.5.2 Criminalisation and prosecution

Maintenance of the working relationship between IOM and the Government

It is assessed that sustainability of project activities conducted by the Sida project as well as by other donors is dependent on continuous support to capacity building of government authorities.

Support to capacity building of government authorities has resulted in the development of a unique working relationship between the IOM and the Government, among other things allowing IOM to play an intermediary role between NGOs and public authorities and for IOM to strike a delicate balance between acting as the adaptable partner of cooperation to the Government and – with government acceptance – the proactive counterpart to NGOs.

If Sida support to capacity building of the government ceases it is likely that this unique situation will be lost compromising not only the achievements already obtained by the project but also future activities supported by other donors targeting the NGO community.

Government commitment

Sustainability of project activities is further dependent on continuous commitment of Government to combat trafficking and the resulting devotion of resources to the sector.

Although considerable resources have been devoted to the establishment of government entities with the mandate to combat trafficking ministerial structures are still not adequately equipped and staffed and are to a wide degree dependent on support from and cooperation with IOM and international donors. One example is the setting up of an International Training Centre as part of the MOI with the purpose of training staff from law enforcement and the judiciary. Another is the institutionalisation of a specialized curriculum at the Law Faculty at the University of Gomel in CT regulation.

Even though both initiatives are embedded in solid public institutions, the lack of adequate Governmental funding has an impact on the sustainability of the institutions.

Sustainability of these activities may be further strengthened via continuous dialogued between IOM and Government on the possibilities of ensuring basic financial support to the MOI International Training Center, to other branches of the LE and to Gomel University from the state budget.

Sustainability of capacity built within government organisations

Awareness, knowledge and skills related combating trafficking in persons is very much person dependent within the authorities. This makes project achievements vulnerable toward e.g. staff rotations. In order to strengthen sustainability of the enhanced capacity the project has sought to and should continue to institutionalise knowledge and methodologies in the form of the development of manuals and documented methodologies. No ongoing dialogue or interchange of knowledge and experience among a larger group of staff members has been introduced or has occurred along informal lines.

⁶³ Filed trip observations, February 2008.

3.5.3 Summary of findings

It is assessed that results achieved by the Sida project are not likely to be sustained if

- financial support to NGOs – either provided by Sida or other donors – is terminated as NGOs are not financially viable but follow the money.
- Diversity in the donors is not ensured, including basic financial contributions from the State budgets which makes the project vulnerable and some activities fully dependent on Sida contributions.
- Sida terminates its support to the capacity building of government authorities as this support has contributed to a unique working relationship between the IOM and the Government allowing IOM to play an intermediary role between NGOs and public authorities and for IOM to strike a delicate balance between acting as the adaptable partner of cooperation to the Government and – with government acceptance – the proactive counterpart to NGOs.

The continued active engagement of NGOs in countering THB and their willingness to contribute to the operationalisation and implementation of the state programs is imperative for the sustainability of the results achieved under the Sida program. In order to sustain capacity of NGOs, IOM has

- Provided technical assistance and operational assistance to NGOs, but has moreover contributed to the improvement of project administrative and management skills. Tools to track progress and results as well as procedures ensuring implementation of lessons learned are not available.
- The capacity and skills related to combating trafficking are closely linked to persons having participated in IOM training programs and not as such embedded in relevant organisation structures and units. The lack of institutionalisation compromise sustainability of project activities.

Based on the above, the evaluation team recommends that: the project

- Should continue to support all three aspects of anti-THB in order to sustain IOM's ability to strike the delicate balance between acting as the adaptable partner of cooperation to the Government and the proactive counterpart to NGOs.
- Should seek to sustain Government commitment to combat THB and related crimes via ongoing IOM dialogue and cooperation with the Government organisations.
- Should continue to support the capacity building of and expanding the resource base within NGOs and Government structures.
- Sustain knowledge within the resource base via knowledge building, manuals and tools relevant for THB investigation and protection as well as preventive work.
- Should strengthen the capacity building of NGOs in planning, management and implementation of projects and provide them with the necessary tools to track progress and results.
- Should explore the possibilities for diversity in the donor group via a programme approach to international funding combined with basic State budget contributions.
- Should introduce training-of-trainers program as part of a strategic approach to improve and disseminate knowledge and experience to a larger group of staff within LE and the judiciary.

3.6 Risks and Risk Management

A number of risk mitigating measures have been taken by the project in order to meet the risks of the project (Cf. section 2.5).

3.6.1 Summary of findings

- It is assessed that the IOM has taken the necessary precautions in order to meet the risks.

Based on the above, the evaluation team recommends:

- that the IOM continues to maintain a close dialogue with government authorities and to build the government resource base related to combating trafficking in order to increase government awareness and knowledge about the seriousness of the problem and maintain government interest in the counter-trafficking reform process already initiated.

3.7 Value-added of the Sida Support vis-à-vis Other Donor Support

IOM is supported by different donors. The value-added of the Sida support vis-à-vis other donor support is summarised below:

- Sida has been a dedicated and flexible donor supporting the criminalization and prosecution component (during the first two phases) and all three aspects of anti-THB in the in the third phase.
- Sida is the only donor supporting capacity building of government authorities. According to IOM, Sida's apolitical attitude/neutral position towards the Government and the LE has contributed to the establishment of a good working relationship between the IOM and the Government
- Sida is the only donor supporting all three components of the IOM program simultaneously. According to the IOM, failing to addressing all three components simultaneously reduces the effectiveness of each of the components⁶⁴

Sida provides substantial support to the sector. Sida is by far the largest donor with a total funding provided of almost USD 1,7 million, i.e. 60% more than the second largest donor: USAID; and almost 40% of the total support by donors to the sector. In total USD 4,537, 224 has been provided by donors to the IOM program in the period September 2002 to date.

Based on the above, the evaluation team recommends that:

- Sida continue to support the project to combat trafficking in human beings in Belarus.

3.8 SWOT

The most important strengths, weaknesses, opportunities and threats which have been identified during the evaluation is outlined in table

⁶⁴ Sida Assessment Mission Update, 1 October 2002 to 31 December 2007.

Strengths	Weaknesses	Opportunities	Threats
Strong organisational set-up. IOM, as the executing agency. – IOM is a recognised expert organisation on migration and trafficking issues and possesses strong competences and skills in the field – IOM has access to a comprehensive regional and international network of experts engaged in anti-trafficking activities. – holds a unique position vis-à-vis the government of Belarus – has the ability to act as an intermediary between NGOs and public authorities as well as the access to negotiation with public authorities. - IOM is perceived as a trustworthy and competent organisation by all stakeholders which adds credibility to the organisation, its counterparts and activities Flexible approach which makes it possible to react fast on the partner organisations needs Close cooperation (informal relationship) with (some) state authorities Close cooperation with NGOs /IO/ neighbouring countries and the EU Activities under all 3 aspects of THB (3 Ps)	IOM has failed to present an overall anti-trafficking programme/strategy which could create transparency among donors and partners on funding gaps and help avoid overlaps Weak project document – lack of clear relationship between overall objectives, immediate objective, outputs and activities. No system of indicators for results and effects of the project activities No consistency between project document and reporting format Poor progress reporting – does not report on lessons learned and recommendations and Sida does not clearly see the results generated by the IOM Inadequate coordination mechanism between the IOM, donors and other THB stakeholders Risk of duplication of activities supported by different donors Lacking cooperation btw. IOM and La Strada – and other international NGOs	Central coordinating body could be established Internal re-organization is necessary (transparency of decision-making, improvement of reporting procedure) For many NGOs that do not have capacity to seek funds themselves and/or to lift the burden of administration, the possibility to approach IOM for funding and training is of vital importance. Raising the partner organisational skills in relation to project preparation and project cycle management will make them more qualified to attract support from other donors IOM cooperation with the Government of Belarus on CT provides an opportunity to advance democracy in Belarus Capacity building in the field of combating THB opens up new perspectives (e.g., adoption of improved legislation) in other (related) areas, such as combating trade in men and children Sida's apolitical attitude/neutral position towards the Government and the LE has contributed to the establishment of a good working relationship between the IOM and the Government Prepare LFA and related reporting framework which will make transparent the value of IOM activities in relation to Sida's cooperation strategy with Belarus. Documentation of experience and lessons learned and further methodological development	Government reverts from the initiated counter-trafficking reform process; The risk of corruption; Government restraining procedures will become even more restraining and will threaten the existence of implementing partner organisations. State authorities may be hostile towards NGOs Sida or other donors are pulling out of the sector The interest of the government to CT is more an expression of government wanting to uphold control in society, e.g. with regard to people leaving the country for employment or studies abroad, rather than a real interest in combating THB. The Government's use of IOM as a platform to promote its national efforts

4 Recommendations

Based on the above findings, the main recommendations are as follows:

The overall recommendation is to continue to support the project to combat trafficking in Belarus.

In a new project phase, the project should

Project focus

- Activities and project focus should continue to address all three aspects of trafficking (i.e. prevention, prosecution and protection) in a well-balanced manner and thereby further develop the dialogue and cooperation between Government organisations and NGOs.
- be open towards targeting new target groups and addressing new forms of exploitation, in particular with regards to trafficking for the purpose of labour exploitation, so that the project continues to reflect and accommodate the actual trafficking situation in Belarus.
- should aim to raise awareness within Belarus authorities about the importance of having female police officers attending female VOTs and potentially increasingly target female police officers in capacity building activities.
- identify areas where awareness raising and capacity building activities among authorities and NGOs would need attention if the VOT focus is extended more explicitly address the problem of trafficking in men – and initiate activities within these areas.

Project document

The project document for the next phase should be restructured in order to establish an internal logic clearly interlinking activities with outputs, results, immediate and overall objectives. In addition, objectives and results should be supplemented with verifying indicators facilitating monitoring and evaluation of project progress and achievements.

Progress reporting should be based on the same logic as the project document.

Implementation system

The existing project organisation with IOM as the project manager should be maintained. However, IOM should to a higher degree focus on strategic planning, coordination, overall project management, monitoring and evaluation, establish and maintain contacts with relevant national and international organisations partners, provide of technical assistance to partners and to a lesser degree get involved in actual operational activities.

In order to increase effectiveness, a central donor coordination body should be established with a clear mandate to facilitate coordination of donor funding. IOM has the experience, the skills, the contacts and network and should take the lead in such coordination.

Impact/Sustainability

In order to increase impact and strengthen sustainability, the project should continue to develop the resource base of government as well as non-governmental organisations

- with regard to government authorities, among other things, through support to the MOI International Training Centre and GSU in order to maintain a high level of awareness and knowledge of THB and counter THB measures.

- with regard to national NGOs, through financial and technical assistance to and cooperation with NGOs providing protection and reintegration services in the Oblasts in order to facilitate the participation of local partners in combating THB

Try to influence Government commitment to combating THB via ongoing IOM dialogue and cooperation with the Government organisations.

Increase focus on developing manuals and document tools relevant for THB investigation and protection as well as preventive work.

In order to ensure sustainability, the project should

- Strengthen the capacity building of NGOs in planning, management and implementation of projects and provide them with the necessary tools to track progress and results.
- Introduce training-of-trainers programs as part of a strategic approach to disseminate and institutionalize knowledge and experience to a larger group of staff within LE and the judiciary.
- Explore the possibilities for diversity in the donor group via a programme approach to international funding combined with basic State budget contributions.

Appendix I Terms of Reference

1 Evaluation Purpose

Sida has given support to the project for several years. Before taking a new decision on support of any kind to continue project activities in Belarus, Sida needs to know how efficient the past support has been, its strengths, weaknesses and main results as well as past and future risks and challenges. Sida would also like to have more information on pros and cons, should Sida continue in its present form or change the project's direction. Sida more over needs more analysis and information on the current cooperation and implementing partners of the support, their comparative advantages and any alternatives which may be relevant.

The intended user of this evaluation is Sida's department for Europe.

2 Intervention Background

Please refer to appendix 1 (Sida's memo).

3 Stakeholder Involvement

The evaluators shall interview stakeholders from the project's activities in Belarus, when gathering information. These should include, among others, the Swedish partner organisations (if there is one), the Belarus implementing organisation(s), selected groups of project beneficiaries and other NGO's representatives. Other persons involved in the Sida financed projects should also be included.

4 Evaluation Questions

4.1 General questions

- Have the Sida financed interventions achieved its objectives or will it do so in the future?
- How do the interventions fit and contribute to the operationalisation of the new Country Strategy for Development Cooperation with Belarus 2007–2010?
- What are the overall effects and results of the Sida financed interventions, intended and unintended, long term and short term, positive and negative?
- What have been the main risk, and risk management, in the ongoing implementation, and which are the specific risks foreseen for any future implementation?
- Have there been deviations in implementation, and how have these been handled by the project?
- How have the activities contributed to gender equality, both in qualitative and quantitative terms?
- Are the Sida financed interventions consistent with the needs and priorities of its target group and the policies of the partner country and Sida?
- Will the benefits produced by the Sida financed interventions be maintained after the cessation of external support?
- Can the costs of the Sida financed interventions be justified by the results, and what is the calculated cost efficiency of the intervention in measurable terms?

4.2 Project specific questions

- How is Sida's support related to the total support, in size and impact? Does Sida's support make any difference?
- Provide pros and cons as a background for the Sida decision whether to continue to support this project. Why?/Why not, strengths and weaknesses with regards to implementation and partnerships?

5 Recommendations and Lessons

If the evaluation concludes that Sida shall be active in this area, the recommendations shall focus on what Sida can do within the present Country Strategy of Development Cooperation 2007–2010 with Belarus and resources, considering also other possible initiatives besides support of this particular project. The pros and cons with different interventions shall be presented.

6 Methodology

The methodology is to be proposed by the evaluator and decided upon together with Sida. The chosen methods should be described, and justified in relation to possible alternatives, in the tender document. If a qualitative approach will be part of the methodology, a draft questionnaire should be attached.

7 Work Plan and Schedule

The evaluation shall include field visits to Belarus, possibly by two evaluators, where Sida welcomes one of them to be locally based (such as either Belarusian, Russian or Ukrainian). Information on which sites should be visited and how evaluator's time should be divided between field and reporting phases is to be discussed with the evaluator. *SEK 500 000 may be allocated altogether (per evaluation).*

8 Reporting

The evaluator shall adhere to the terminological conventions of the OECD/DAC Glossary on Evaluation and Results-Based Management as far as possible.

Evaluation activities performed shall be included in the report. Any obstacles encountered shall be reported immediately to Sida as well as included in the report.

The evaluation report shall use the report format presented in Annex 2 of this ToR. *Moreover a completed Sida Evaluations Data Work Sheet should be presented along with the report.*

The draft final report shall not exceed 50 pages (excluding annexes), be written in English, and submitted to Sida in two printed copies and one digital. Sida shall comment on the report within three weeks.

The final report shall not exceed 50 pages (excluding annexes), be written in English and submitted to Sida in two printed copies and one digital.

The presentation of the evaluation should be included into the work scheme and budget, and to be done as proposed by Sida, such as in a form of a seminar or workshop.

Evaluation reports will be assessed against standard quality criteria for evaluation reporting.

9 Evaluation Team/Criteria for Sida's Tender Assessment

The evaluation team shall possess advanced knowledge about Belarus and development problems as well as possessing relevant competence for the assignment. At least one of the members of the evaluation team shall have participated in at least one Sida financed evaluation during the past four years. The evaluators should be independent of the evaluated activities and have no stake in the outcome of the evaluation. The proposed methodology will also be taken into consideration in the tender evaluation.

Tenders should be sent to Sida via e-mail: max.inverin@sida.se 2nd of December at the latest.

Appendix II List of Persons Met

Organization	Name	Position
IOM Minsk	Dejan Kaserovic	Chief of mission
	Roman Pavlyuchenko	
	Natalia Zhak	CT Focal Point
	Victoria Klimova	Reintegration Assistant
IOM Rehabilitation Centre	Taisiya Zmachynskaya	Rehabilitation Centre Administrator
	Ekaterina (Vasilyevna) Babaevskaya	Psychotherapist, psychologist
Ministry of Interior	Oleg (Anatolyevich) Pekarsky	Head of the Narcotics Control and Combating in Human Beings Directorate, colonel
	Mikhail (Petrovich) Bedunkevich	Head of the Department on Combating Intergovernmental Trafficking in Human Beings
	Vladimir (Vladimirovich) Petko	Deputy Head of the Directorate on Investigation of Crimes against Human Beings, Main Directorate for Preliminary Investigations, colonel
Business Women of Brest	Larisa (Nikolayevna) Istomova	Chairperson
Business Women's Club Bona of Kobrin	Alla (Sergeevna) Sapezhinskaya	Chairperson
Business Women's Club Prestizh of Baranovichi	Svetlana (Mikhailovna) Babiy	Chairperson
Business Women's Club South-West of Pinsk	Zhanna Pavlovna Ilkovec	psychologist
Belarusian Red Cross, Brest Oblast	Larisa (Vladimirovna) Voronko	Chairperson
	Nina Vladimirovna Savanevskaya	Regional CT coordinator
	Irina	psychologist
State Committee for Border Guards	Yuri (Olegovich) Fedorov	Head of International legal Department
	Vasily (Alexandovich) Zorin	Head of Department of Main Operational Directorate
Supreme Court	Valery (Leonidovich) Kalinkovich	Deputy Chairperson
	Vitaly (Arkadyevich) Laevsky	Judge
Belarusian Red Cross	Viktor (Vasilyevich) Kilbanov	Chairperson
	Nonna (Borisovna) Klimenko	CT Focal point
	Inna Lemeshevskaya	Deputy Secretary General on Youth and Programme Activities
Belarusian Red Cross, Mogilev Oblast	Andei (Alexandrovich) Nikinit	Chairperson

MOI Academy, International Centre on Migration and Combating Trafficking in Human Beings	Anatoly Saveno	Chief of the Academy of the Ministry of the Internal Affairs of the Republic of Belarus
	Igor Belianin	Deputy Chief of the Academy of the Ministry of the Internal Affairs of the Republic of Belarus- Chief of the International Training Centre on Migration and Combating Trafficking in Human Beings
	Olga Stankevich	Chief of the Division for cooperation with International Organizations of the Department of International Cooperation of the MOI
	Svetlana Denisova	Chief of the Chair of Foreign Languages of the Academy of MOI
	Alexander Shkornik	Chief of the Division for Organizational and International Affairs of the Republic of Belarus
	Olga Velikorodnova	Chief of the Press Office of the Academy of MOI
Borisov Women's Social "Privintsia"	Elena (Nikolaevna) Avtushko	Chairperson
US Embassy, USAID	Stephen Kovacsics	Second Secretary, Political Officer
	Larissa Komarova	Programme Development Specialist
	Jahor Novikau	Activities Manager
	Chuck Howell	USAID country representative for Belarus
Swiss Agency for Development and Cooperation	Dietrich Dreyer	Head
	Vyachaslaw Kulchytski	Deputy Head of Office
	Dmitry Mikhniuk	Medical Programme Officer
OSCE Office in Minsk	Alla Krytynskaya	CT Focal point
	Ambassador Hans-Jochen Schmidt	The Head of the OSCE Office in Minsk
General Prosecutor's Office	Valeriy (Ivanovich) Kovalyev	The Head of the Unit Prosecution of MOI
	Georgij (Georgievich) Chernenko	The Deputy of the Unit Prosecution of MOI
	Igor (Sviatozarivich) Grejblo	The Head of the Unit Combating Corruption and Organized Crime
	Valerij Ivanovich	The Head of the Unit Monitoring of Youth and Minors
UNDP, UNICEF	Alina Ostling	Programme Officer
	Dzmitry Markusheuski	
	Human Rights Consultant	
Gomel State University	Alexander (Vladimirovich) Rogachev	Rector, Professor
	Irina (Igorevna) Esmantovich	Dean of the Law Faculty
	Anna (Eduardovna) Nabatova	Assistant of the Criminal Law and Process Chair
Young Women Christian Association	Irina (Alexandrovna) Alkovka	General Secretary

Appendix III List of Documents Reviewed

1. List of Agreements:

- Agreement on Cooperation between the International Organization for Migration and the Government of the Republic of Belarus, Minsk, 1999.
- Agreement on Cooperation No... 07/st4 between the International Organization for Migration and the Gomel State University, including financial and curricular annexes, Minsk, 2007.
- Agreement on Cooperation No. 02/08/st5 between the International Organization for Migration and public association “Belarusian Society of Red Cross” including financial annex as a sample, Minsk, 2008.
- Agreement on Cooperation No. 03/08/st5 between the International Organization for Migration and public association “Business Women Club”, Minsk, 2008.
- Agreement on Cooperation No. 04/08/st5 between the International Organization for Migration and Borisov Women’s Social Public Association “Provintsia”, Minsk 2008.
- Agreement on Cooperation No. 05/08/st5 between the International Organization for Migration and public association “Belarusian Association of Young Christian Women”, Minsk, 2008.
- Memorandum of Understanding between State Border Guards Committee of the Republic of Belarus and the International Organization for Migration for 2006–2007, Minsk, 2006.
- Plan of Action between State Border Guards Committee of the Republic of Belarus and the International Organization for Migration, Minsk, 2006.

2. Annexes to the agreements:

- Reintegration annexes (6) which are integral part of all NGO agreements, Minsk, 2008.

3. IOM documents:

- IOM: Belarus CT legislation overview, Minsk, 2008.
- IOM: BelRC Report. January 2008. Typical sample of reporting on general preventive and reintegration activity of 5 RC clubs in the regions (submitted by BelRC HQ for January 2008). Available only in Russian. Minsk, 2008.
- IOM: Chisenau Recommendations. Recommendations from conferences in Minsk, Kiev and Chisenau, Minsk, 2008.
- IOM: Combating trafficking in human beings: Belarus. VOT Statistics from September 2002 through September 2005, Minsk, 2005.
- IOM: Draft for reference only “Interim report to the Swedish International Development Cooperation Agency (Sida). Combating trafficking in women: Belarus. Prosecution and criminalization, phase III, date and place unknown
- IOM: Final Financial Report (Phase II) for the period from October 2003 to 30 September 2004, Geneva, 2006.

IOM: handbook on direct assistance to VoTs, Minsk.

IOM: Sida Assessment mission update, Minsk, 2008

IOM: Interim financial report for the period from October 2004 to 30 September 2006, Minsk, 2007.

IOM: Interim financial statement, date and place unknown.

IOM: Interim Report to the Swedish International Development Cooperation Agency (Sida)
 “Combating Trafficking in Women: Belarus Prosecution and Criminalization, Phase III, reporting period: 1 January 2007 to 31 December 2007, Minsk, 2007.

IOM: 3P’s chart, Minsk, 2008.

IOM: IOM Minsk organizational structure, Minsk, 2008.

IOM: IOM Procurement procedures, Minsk, 2008.

IOM: Penal Code CT Articles, Minsk, 2008.

IOM: Project Management training: evaluation form. Minsk, 2008.

IOM: Proposal on Technical Cooperation in Migration “Combating trafficking in women: Belarus. Prosecution and criminalization and Prosecution and reintegration assistance”, Minsk, August 2004.

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Appendix IV Comparison of Planned and Conducted Activities

The table below provides an overview of planned activities as set out in the project document compared with actually conducted activities.

In the table comment column, activities marked with – are carried out. New activities not originally planned for in the project document are marked with “new”. Activities not carried out are marked with “no results”. Activities implemented on a continuous basis are marked with “continuous”.

In the list, results and activities have been reorganised according to all three aspects of counter trafficking; i.e. prevention, prosecution, protection. In that way, categorisation of results and activities is in alignment with the overall objective of the project and corresponds to the way in which IOM is reporting in the biannual reports.

Under each aspect of counter trafficking the categorisation reveals expected result (in italics) and IOM planned/conducted/new activities (in bullets) pursuing a common purpose.

Prevention and advocacy

Results and activities	Comment
Understanding and awareness raising	–
Information bulletin on combating THB aimed at informing general public on the problem of THB and its consequences.	–
Increased capacity to render assistance	–
Publication of a special booklet “Rights and obligations of VoTs during criminal proceedings” for distribution among service providers, working directly with VoTs, CT Mol units, and other relevant IOs , NGOs and Governmental bodies.	–
Capacity building of five Red Cross clubs	–
4 networking trips for NGOs to Germany, Lithuania, Denmark and Turkey with the purpose of information exchange with counterparts from transit and destination country, widening experience in the field of reintegration assistance to VoTs, establishing direct contacts between NGOs of the countries of origin and destination and encouraging cooperation between them.	–
Project management training for NGOs operating in the field of CT in order to raise the service providers’ managerial competence and abilities for project development and implementation.	–
Red Cross capacity building by supporting its youth clubs “Helping Hands” in 5 oblast cities around Belarus in setting up prevention campaigns around respective regions for target audience.	Continuous –
4 trainings on basic awareness raising in Mogilev, Brest, Kiev and Brest Region for Red Cross branches.	–
Brest hotline	Continuous –
Support of hotline on safe work and travel abroad. More than 7200 calls were received since 2003 and the following information was provided by the hot line specialists: useful contacts abroad, employment abroad, requests from trafficked victims, information regarding seminars and lectures, marriage with foreigners, court/legal procedures, and search of missing people, program “Au-pair”, study abroad, home country return, etc.	Continuous –
Press-conference on launching a toll-free hotline in Brest.	–

Prosecution and criminalisation

Improved legislation	Comment
Second edition of the review of the law on trafficking in persons in Belarus	No results
Capacity building of the judiciary and law enforcement (LE)	
6 regional training seminars for LE and judiciary representatives.	–
Preparation of the LE training module for CT investigators and prosecutors.	–
Training for LE in Moscow contributing to more effective joint investigations of trafficking crimes.	–
3 scientific-practical seminars for judges and prosecutors “System of measures to counteract trafficking in human beings in the Republic of Belarus” aimed at enhancing collaboration between law practitioners, focusing on social and psychological portrait of VoTs, enhancing cooperation between LE and VoTs during criminal proceedings, as well as the necessity of advocacy on THB cases.	–
Technical assistance to LE and judiciary: Mol, including regional CT Units and Mol Academy, General Prosecutor’s Office and Supreme Court.	–
2 publications of LE manuals: “Investigation of THB crimes for the purpose of sexual exploitation” and “Best practice counter-trafficking manual for LE officers and prosecutors in Belarus”.	New –
Publication of 3 LE newsletters on prosecuted criminal cases, trafficking trends, international and national legislation, events, as well as investigative recommendations, techniques, and comments.	–
Europol CT expert visit to Belarus for the purpose of delivering 2 presentations at GSU and the Mol Academy on best EU practices in combating human organs transplantation.	–
3 seminars for Border Guards on combating THB, including analysis of international and national legislation, best practices in investigating trafficking related crimes, identification of VoTs, interviewing and further referrals for reintegration assistance, cooperation with IOs and NGOs, THB situation in the regions, cooperation with other LE, witness protection and management, identification of criminals and cooperation with counterparts in neighbouring countries.	–
2 educational seminars for LE “Combating trafficking in human beings” (international and national legislation, identification and interviewing of VoTs; cooperation with IOs and NGOs in combating THB, operative-investigative activities).	–
Training for consular officials of the MFA of the Republic of Belarus devoted to THB phenomenon, its scale at the national and global level, main consequences for VoTs, etc.	–

International interaction and operational cooperation

Improved legislation	Comment
19 networking visits for LE aimed at establishing contacts with LE counterparts, information exchange, and participation in various international forums/ trainings in Belgium, Sweden, Switzerland, Cyprus, Ukraine, Israel, Russia, Germany, Norway, France, Czech Republic, Poland, Moldova, etc.	–
Round table and four-day international expert’ assessment mission in Minsk for drafting of the best practice CT manual for LE officers and prosecutors in Belarus	–
Interactive training of trainers “Combating THB” for the LE representatives, Sweden.	–
Publication of English language course book with accompanied listening materials and methodological book for LE representatives engaged in countering THB.	New –
Language training courses for CT LE and judiciary.	–
1st and 4th Annual International LE Conference “International perspectives on law enforcement co-operation in combating trafficking in human beings” as a result of which the Recommendations for international operational and judicial cooperation in combating THB were elaborated	–
University of Gomel, Faculty of Law	
Research on the mechanisms of trafficking in the Republic of Belarus.	No result
Networking visit to Moldova for students of the Law faculty of the University of Gomel.	New –
Cooperation with GSU in preparation of students under the Programme “Organization of work of LE of the Republic of Belarus in the field of combating trafficking in human beings”	Continuous –
The first group of 14 students graduated from GSU in June 2007, the second group of 9 students has started the educational course at GSU.	–

Language training courses for the Law students of the Gomel State University (GSU).	–
Round table and the press-conference upon graduation of the 1st group of students of the CT specialization at GSU.	New –
Europol CT expert visit to Belarus for the purpose of delivering 2 presentations at GSU and the Mol Academy on best EU practices in combating human organs transplantation.	–

Protection and reintegration

Assistance to victims	Comment
Red Cross capacity building by supporting its youth clubs “Helping Hands” in 5 oblast cities around Belarus in providing of reintegration assistance to VoTs.	–
4 trainings on VoTs direct assistance in Mogilev, Brest, Kiev and Brest Region for Red Cross branches.	–
Opening and upgrading of the VoTs` medical rehabilitation centre in 2006. VOTs are assisted with medical care; dental care; psychological counselling; vocational training. 96 VoTs received complex reintegration assistance in IOM Rehabilitation Centre.	–
Legal assistance to VoTs willing to testify against their perpetrators during preliminary and criminal proceedings and/or in need of other related legal assistance (including that of civil proceedings and legal counselling). 165 VoTs were assisted.	–
Direct assistance to VoTs: airport reception upon arrival in Belarus, escort and travel assistance to final destination in Belarus, overnight accommodation while receiving medical care or while in transit, legal assistance with civil issues (e.g., divorce, retrieval of property, civil liability), legal consultation and representation for victims serving as witnesses in criminal cases, medical care, dental care, psychological counselling, reintegration grants to support victims for the first three months after their return employment counselling and grants for vocational training and other required assistance determined on a case-by-case basis. Since the beginning of the project, IOM assisted 1478 VoTs, among them 378 – men and 71 – minors.	–

Appendix V Overview of Donor Support to IOM

The table (next page) illustrates the involvement of the different donors in the IOM programme according to the three components: prevention, prosecution and criminalisation and protection and reintegration:

Based on the information in the table, the following observations are made:

- In total USD 4,537,224 has been provided in the period September 2002 to date.
- In terms of funding provided, Sida is by far the largest donor with a total of almost USD 1,7 million, i.e. 60% more than the second largest donor: USAID; and almost 40% of the total support by donors to the sector.
- Sida is the only donor supporting all three P aspects of ant-trafficking simultaneously and all three project components of the Sida financed project.
- Sida and PRN, USA are the donors who have been involved in combating trafficking in Belarus for the longest period of time, i.e. since combating trafficking in persons was put on the political agenda in Belarus.

Donor	Sida	USAID	Danish MFA	INL, US State Department	PRM, USA	SDC, CH
Prevention	Hotline support Red Cross capacity building Civil society capacity building	Information campaign Economic empowerment trainings for risk groups Business trainings, Support of micro enterprises Peer-education support Networking grips NGO micro-projects	Production and distribution of movie on labour exploitation Round-tables aimed at interagency cooperation and strengthening of the national referral mechanism		Awareness raising on THB and its consequences (youth events, mass information campaign)	
Prosecution	Technical assistance to LE Trainings for LE Networking trips Conferences LE newsletter, CT programme at GSU Trainings for prosecutors and judges English language training for LE	Psychological counselling		CT Programme at GSU (invitation of international experts/I lecturers, international networking visits, publishing students' term papers) Networking visits to countries of transit and destination for law enforcement US Exchange Course for law enforcement		
Protection	Provision of basic reintegration assistance Renovation of rehabilitation centre Legal assistance		Reintegration assistance to VoTs (physical therapy, legal assistance, housing allowance, educational grants, vocational training, reinstallation grants, medical counselling, family allowance, transportation) Rehabilitation centre support		Reintegration assistance to VoTs (direct assistance/return from destination countries to Belarus) NGO cooperation and capacity building (victim monitoring and referral, networking visits, technical assistance, training, NGO and civil society project support grants)	Support of Rehabilitation centre operation for provision of reintegration assistance to VoTs
Length of involvement	1 September 2002–31 August 2008 through 3 phases (incl. 1 year no cost extension)	April 2005 to December 2007 (incl. 8 months no-cost extension)	1 May 2006–December 2008 through 3 phases	1 April 2006–30 June 2007 (incl 3 months no-cost extension)	1 October 2002–30 September 2008 through 6 phases	1 July 2004 to March 2008 through 2 phases (3 months no-cost extension requested till 30 June 2008–still pending)
Funding provided	USD 1 690 666 ⁶⁵	USD 997 270	USD 699 773	USD 99 199	USD 858 216	USD 192 100

⁶⁵ Sida has provided: 1 phase: USD 183, 477; 2. phase: USD 306,706 and 3. phase: USD 1,200,483 totalling USD 1,690,666 and corresponding to SEK 12,900,000. Source: Sida assessment mission update, reporting period: 1 October 2002–31 August 2008 (including no-cost extension), IOM, December 2007.

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