



# EVALUATION REPORT

Final Internal Evaluation of the Project:

**“Enhancing capacities to fight trafficking in persons in Niger”**

## General Information

**Implementing agency:** International Organization for Migration (IOM)

**IOM project code:** CT.1150

**Donor:** Office to Monitor and Combat Trafficking in Persons, US Department of State (“J/TIP”)

**Commissioned by:** IOM Country Office in Niger

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## 1. LIST OF ACRONYMS

<b>ANLTP/TIM</b>	Agence Nationale de Lutte contre la Traite des Personnes et le Trafic Illicite des Migrants – Ministère de la Justice
<b>AVRR</b>	Assisted Voluntary Return and Reintegration
<b>CEPPP</b>	Social Centre for Prevention, Promotion and Protection – from the French <i>Centre Social de Prévention, Promotion et Protection</i>
<b>CNCLTP</b>	Commission Nationale de Coordination de Lutte contre la Traite des Personnes
<b>CT</b>	Counter Trafficking
<b>DGPE</b>	General Directorate for Child Protection – from the French <i>Direction Générale de la Protection de l’Enfant</i>
<b>DRPE</b>	Regional Directorate for Child Protection – from the French <i>Direction Régionale de la Protection de l’Enfant</i>
<b>ECOWAS</b>	Economic Community of West African States
<b>IOM</b>	International Organization for Migration
<b>IRC</b>	International Rescue Committee
<b>MoU</b>	Memorandum of Understanding
<b>MPA</b>	Migrant Protection and Assistance
<b>MPFPE</b>	Ministry for the Promotion of Women and the Protection of Children – from the French <i>Ministère de la Promotion de la Femme et de la Protection de l’Enfant</i>
<b>MRRM</b>	Migrant Resource and Response Mechanism
<b>NAP</b>	National Action Plan Against Trafficking in Persons in Niger
<b>NFI(s)</b>	Non-Food Item(s)
<b>NGO</b>	Non-Governmental Organization
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>PMU</b>	Project Management Unit
<b>TiP</b>	Trafficking in Persons
<b>UMC</b>	Unaccompanied Migrant Children
<b>UNEG</b>	United Nations Evaluation Group
<b>UNICEF</b>	United Nations International Children’s Emergency Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>VOT</b>	Victim of trafficking

## 2. EXECUTIVE SUMMARY

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This report details the findings of the final evaluation conducted in the framework of the project *Enhancing capacities to fight trafficking in persons in Niger*, and formulates practical recommendations to help strengthen the design and implementation of similar activities in the future. In accordance with IOM's Evaluation Policy, six standard OECD evaluation criteria have been used to guide the evaluation process, namely: relevance, coherence, effectiveness, efficiency, impact and sustainability. Gender equality and social inclusion (GESI) approach has also been considered in the drafting of key findings, conclusions and recommendations.

### 2.1 Evaluation purpose

This final, summative evaluation was commissioned by IOM Niger and conducted by the IOM Niger Monitoring and Evaluation Officer, with the support of the IOM Regional Office for West and Central Africa. The purpose of the evaluation is to assess the progress of the project towards achieving its objectives and expected results in terms of support to the Government of Niger in the strengthening the national institutional framework for identification and assistance to victims, as well as awareness of the general population to the risks of human trafficking. As such, the evaluation provides the donor with a comprehensive analysis of the impact of the project at the end of its implementation. Moreover, it offers IOM in Niger and the region some lessons learned and recommendations to internalize in future programming.

### 2.2 Evaluation scope

The evaluation covers the entire period of the project implementation, from 1 February 2018 until 30 November 2020. Part of the evaluation also pertains to the development phase, which took place in 2016-17. The field visits took place in November and December 2020, in person in Niamey and Zinder, and remotely with key stakeholders in Agadez, Dakar and Washington.

### 2.3 Project Objectives

The main objective of the Project was to contribute to enhance and strengthen the Government of Niger' capacities to fight human trafficking and to improve comprehensive services for victims of trafficking (VOTs). The revised specific objectives of the Project are to:

1. Improve comprehensive services for VoTs in Niger through the establishment of a shelter (revised) for VOTs in Zinder.
2. Strengthen anti-trafficking in persons legal framework by developing a Referral Mechanism, followed by trainings of key stakeholders. Establish regulations and monitoring committees.
3. Increase awareness of human trafficking and risk factors among target populations.

The project started on 1 February 2018 and was scheduled to end on 31 January 2020. The total budget allocated was of 750,000 USD. Over the course of project implementation, two no cost extensions (NCE) were requested by IOM and approved by the donor, extending the total duration of the project of 10 months and bringing adjustments to the project targets and budget allocation. The project ended on 30 November 2020.

## 2.4 Key findings, conclusions and recommendations

### *On the relevance of the project:*

- The project clearly supported national strategies and contributed to the achievement of key elements of the National Action Plan to combat human trafficking 2014-2018.
- Participation and consultation with institutional partners were well integrated as part of the project cycle. However, the extent to which the stakeholders and beneficiaries felt involved in the project varies between regions, and type of stakeholders, with a higher sense of engagement and ownership among institutional partners.
- More qualitative indicators would have improved the quality of the logical framework, to provide evidence of the impacts of the project and its contribution to the overall objective.
- The needs identified in the original proposal remain valid and pertinent in regards of the evolution of the situation, and the needs and priorities identified upon project closure.
- Changes in project's plan contributed to increase ownership, accountability and efficiency.

### *On the coherence of the intervention:*

- The MRRM contributed to a greater coherence between various projects implemented by IOM Niger in terms of capacity-building, protection and counter-trafficking.
- With regards to complementarities with counter trafficking projects implemented by other partners, the PMU is generally well aware of ongoing projects and works diligently towards improving linkages and complementarity with stakeholders delivering similar projects. However, open divulgation by ANLTP/TIM could contribute to more synergies. To avoid appearance of duplications, IOM proposals should clarify the nature of the work to be performed when building on an activity that started under a previous project.
- Coordination with the CNCLTP/TIM on all aspects of projects tackling TiP, especially when they directly contribute to objectives of the National Action Plan, would be beneficial to assess the degree of realization of the current Plan, and inform the next strategy.
- Coordination with UNODC and UNICEF and MPFPE/DRPE at the onset of the project could have been more thorough, but the relationships with these key partners have improved significantly over the course of the project, leading to productive exchanges and results.
- Collaboration between ANLTP/TIM and DRPE is critical to reconcile the need to inform judicial authorities in the event of trafficking, with the imperative of victim protection.
- Reintegration assistance and direct assistance to VOTs could be more interlinked.

### *On the effectiveness of the implementation:*

- Based on the feedback of partners, beneficiaries and the donors, the PMU was able to adopt effective strategies to implement the project in coordination with the ANLTP/TIM. Close monitoring of activities allowed to adjust the priorities and strategies used to maintain the course of the project. Moreover, the donor was kept informed of the changes anticipated, and participated in decision-making during project implementation.
- The initial plan to have an NGO manage the shelter was not well aligned with the vision of ANLTP/TIM for a center operated by the government. In the perspective of the evaluator, this was a critical aspect that should have been discussed when the proposal was written.
- The main state partner was not always responsive, which delayed the delivery of some key activities. Based on the findings of the evaluation, ANLTP/TIM had difficulties to

establish a realistic workplan for its project's commitments. This was partly due to the fact that they had multiple projects and partners to respond to, but also to inefficiencies.

- IOM adjusted its approach to ensure milestones were met, sometime at the detriment of the capacity-building aim of the project. In the same vein, significant changes were made to adapt to external factors, such as the global COVID-19 pandemic.
- Generally, beneficiaries were satisfied with the services provided, although there is limited feedback available on the satisfaction of beneficiaries assisted in the shelter or with reintegration support. Institutional partners are mostly satisfied of the trainings and capacity-building offered through the project, indicating that the consultations dynamized the sector and facilitated new synergies and collaboration among stakeholders.
- The modifications brought throughout the course of the project led to other positive outcomes, particularly in the region of Zinder, where closer collaboration between ANLTP/TIM and DRPE facilitated rapid assistance to vulnerable migrant children.

#### *On the efficiency of the intervention:*

- For the most part, the evaluator has found that the resources used have been adequately converted into results. This is due to the flexibility and diligent management strategies adopted by the PMU throughout the duration of the project period.
- Narrative reports show that the progress on activities was not linear and that some key activities were not delivered according to the schedule. In fact, many if not most activities were delayed, and two no-costs extensions were required to achieve the expected results.
- The lack of financial resources on the part of the state, and expectations of partners regarding financial compensations from IOM, affected the delivery of project activities.
- Financial monitoring effectively safeguarded project assets and resources.

#### *On the impact of the project:*

- The impact of the assistance provided to beneficiaries in the shelter and/or reintegration was direct and tangible. As outlined by some of the young VOTs assisted in the region of Zinder, the reintegration assistance provided had a profound impact on their perspectives for the future, their impetus to migrate again, and the livelihood of the whole family unit.
- The extent of the impact of capacity-building and sensitization activities was more diffuse and challenging to measure at the time of the evaluation, because important milestones, such as the formal launch of the NRM, were achieved towards the end of the project. This left little time to collect data, or correlate results with ongoing changes and trends.
- Primary and secondary data indicate that the project positively contributed to the fight against TiP in Niger. However, the project being part of a wide ensemble of TiP and protection projects, it is difficult to assess its specific impact. The capacities of the state partner, the administrative and legislative procedures in Niger, the priorities and agendas of other partners, and the sanitary situations also influenced the overall impact.
- The evaluator found that the project activities fostered a critical analysis of the impacts of TiP policies and responses by state partners and others. For instance, the impact of the new laws to combat migrant smuggling, and the increased vulnerability of people on the move, were discussed at length in trainings. As such, the evaluation concludes that the stakeholders involved in the project were provided with many opportunities to reflect on the positive and negative impacts of their respective work in this thematic field.

### *On the sustainability of the project:*

- Overall, the new synergies and collaborations documented through the evaluation demonstrate that the project has fostered durable linkages with and between local partners and structures. This is particularly true in the region of Zinder.
- Ownership of the ANLTP/TIM on certain results of the project, notably the establishment of the shelter in Zinder, reinforces the sustainability of the project results. The decisions made by the team with regards to the shelter in Niamey also support this aim.
- IOM has secured funds to continue to support the shelter in Zinder in 2021. However, at the time of the evaluation, there are no clear indications that additional resources will be assigned to the running of the shelter by the state of Niger.
- With regards to the NRM, the ownership by key stakeholders is not complete, and more efforts will be needed to support its effective and durable use over time.
- Reintegration assistance has long-term benefits for the beneficiaries. However, project partners did not explore how this form of assistance could continue beyond the project.
- Awareness raising activities will also be limited in the absence of new funding, but other community structures could offer effective avenues to sensitize the most vulnerable. Nevertheless, key stakeholders have identified a number of important actions to consider for the benefits to continue after the end of the project.

**Based on the findings and conclusions presented above, the following recommendations are made by the evaluator for consideration in the implementation of future activities:**

**Recommendations to IOM Niger:**

1. During the project design phase, actively engage state partners in the development of the proposal, workplan, and budget, and strengthen the results matrix by including qualitative indicators for the outcomes. Furthermore, plan mitigation measures to avoid delays in delivery, and develop a formal accountability framework for project partners. Finally, integrate a sustainability strategy/handover as integral parts of the of the project workplan.
2. During the implementation phase, prioritize activities and methodologies designed to capacitate the partners durably. To ensure that key deliverables are maintained on track, and key mechanisms, such as the committees, continue to perform as planned, consider deploying a technical advisor or a liaison officer to provide ongoing support and monitoring. Finally, maintain full oversight of financial monitoring and expenditures, and support state partners in acquiring accounting, monitoring and project management capacities.
3. Discuss with other partners the necessity to respect existing compensation grids, and communicate these guidelines to the state partners prior to the start of the project. Ensure that compensations are understood, by transparently divulging the information prior to the project start, and integrating it as part of the project budget and accountability framework.
4. To strengthen project's governance and root it into local structures, support multi-stakeholders/multi-disciplinary governance models (e.g., mixed committees with state and non-state members, representatives of various NGOs and groups including vulnerable and at-risks persons). Similarly, privilege community-led sensitization approaches.
5. Adopt a more holistic approach regarding direct assistance and reintegration assistance within projects, to provide a continuum of services to VOTs who return to the region Zinder. Consider working with communities most at risks, as well as humanitarian and relief partners present in those communities, to develop livelihood projects that will help VOTs return with dignity, and stabilize communities by offering viable alternatives to migration.

**Recommendations to ANLTP/TIM:**

6. Acknowledge the synergies between projects implemented by different partners (e.g., IOM, UNODC, UNICEF and others) and proactively divulgate information regarding projects supporting the ANLTP/TIM to avoid duplications, surprises, or confusion among partners.
7. Assign adequate human resources to the implementation of project activities to ensure that results are delivered. For instance, ensure that the committees are functioning and provide the level of oversight for which they were created. Should concerns emerge regarding the capacity of the Agency to deliver on simultaneous projects, discuss these concerns with partners to rapidly adapt the workplan or obtain additional support.
8. Prioritize community-led awareness raising activities, and if possible, use the DRPE village committee structure to conduct sensitization campaigns and activities in the future.
9. Inform IOM and other partners of the resource mobilization efforts made to achieve the objectives of the National Action Plan against trafficking in persons, and ensure that the lessons learned during the implementation of the 2014-2018 National Action Plan are well integrated into the planning of the next Plan.



### 3. CONTEXT OF THE PROJECT

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The Republic of Niger is a vast, landlocked country in the Sahel region of West Africa. Characterized by complex migration flows, the country is at the crossroads of several major migration routes, and both a transit and a starting point for circular migration to Maghreb countries and within the Economic Community of West African States (ECOWAS) region. Agadez, the northern city known as the “gateway to the Sahara Desert”, is a key rotating plate for migrations in the region, with smuggling deeply embedded in its local political economy.

In recent years, reports have emerged of women and children being smuggled into Algeria to be forced into domestic labour and begging.<sup>1</sup> Most of these children were originating from Zinder (Department of Kantche), one of Niger’s poorest region. The “Kantche phenomenon” was observed even more acutely as Algeria started expelling thousands of Nigeriens and third-country nationals in Niger in 2015, through official convoys and forcible expulsions. Meanwhile, reports of large-scale abuse and slavery started emerging from migrants returning from Libya<sup>2</sup>. Exploited and victimized, migrants in Libya were often put in camps, or sold in open markets. With the rising instability, thousands of West Africans migrants decided to return “home”, including Nigerien returning to Niger, and third country nationals transiting through Niger.

The Sahel country is indeed host to both domestic and international human trafficking, being a key departure, transit and destination point migrants, hence, for victims of trafficking (VOTs). In all cases, victims are lured, isolated, and forced to deliver various services, perform domestic work, or engage in illicit activities. Large urban centres, border cities and other strategic economic centre points such as mining sites or industrial areas are the main destination points, which explain why Niger – who shares border with seven countries – continues to see be a hub for criminal networks involved in transnational crimes. Beyond its geostrategic location, some of the key factors fuelling trafficking in persons (TiP) Niger include traditional practices and customs, endemic poverty, illiteracy, gender inequality and limited capacities and financial means to prosecute offenses, protect victims, and implement robust prevention strategies.

In 2010, Niger adopted a legislative framework to combat TiP, notably through the creation of a Commission and an Agency to fight against trafficking in persons and smuggling of migrants, with the respective mandates to plan and execute the State’s anti-trafficking strategies. As a signatory to most international and regional instruments aimed at combatting human trafficking, Niger has taken concrete steps, including the adoption of a National Action Plan to combat Human Trafficking (2014-2018).

In 2015, the state of Niger also enacted law 2015-036 against the smuggling of migrants, which had major repercussions on migration and mobility in Northern Niger, notably because Algeria and Libya are not part of the ECOWAS zone of free movement of persons. Intended to limit the smuggling of migrants, the law has contributed to pushing irregular migration underground, therefore increasing migrants’ vulnerability to abuse by criminal networks.

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1 Organisation internationale pour les migrations (2016), « Des femmes et des enfants de Kantché sur la route de l’Algérie, Analyse socio-anthropologique d’un phénomène mal connu ».

2 International Organisation for Migration (2017) ‘IOM Learns of ‘Slave Market’ Conditions Endangering Migrants in North Africa’, IOM press release, 4 November, Available at: <<https://www.iom.int/news/iom-learns-slave-market-conditions-endangering-migrants-north-africa>> [Accessed 29 November 2018].

Reports show that the levels of abuse, exploitation and experiences that might amount to human trafficking were increasing when the project started, with greater vulnerability for migrants coming from West Africa and transiting through Libya and Algeria<sup>3</sup>. Expulsions of vulnerable migrants from Algeria were ongoing, but there was no formal referral mechanism to address the issue and assess its scope. Despite notable progress since the ratification of Order 2010-086, stakeholders were deploring “*a lack of coordination and collaboration between local authorities and actors involved in the protection of victims of trafficking.*”<sup>4</sup>

IOM, the UN Migration agency, has been active in Niger since 2006, and has established a fruitful cooperation with the Government of Niger on TiP and counter trafficking. IOM has been implementing a variety of initiatives across the region to advocate for and contribute to better protection of migrants’ rights. Among those, several projects have focused on trafficking, typically tackling protection of vulnerable migrants and building the capacities of state partners.

Between 2010 and 2015, IOM Niger implemented the JTIP project to *Enhance the government of Niger capacities to implement anti-trafficking legislation and to promote protection of victims*, with the overall objective to strengthen the national response to human trafficking through building the capacity of law enforcement, Government and civil society to operationalize the Ordonnance 2010-86, as well as to contribute to the improved protection of VoTs.<sup>5</sup> Through this project, IOM helped the Government of Niger develop key documents to support the fight against human trafficking; contributed to events and trainings on TiP, the identification of VoTs, legal framework and assistance to VoTs; and supported the operationalization of the ANLTP/TIM and the CNCLTP.

Since 2015, IOM Niger implements the Migrant Response and Resource Mechanism (MRRM), which allows various projects and donors to contribute to the same set of objectives. Building on 7 key pillars, the MRRM aims to promote a dignified and secure migration for all, and support government efforts in developing an effective approach to migration flows. As such, many of the projects implemented through the MRRM contribute to strengthening the capacities of the Government of Niger in migration management, to protecting and assisting vulnerable migrants in transit in Niger, or to raising awareness of the risks associated with irregular migration, migrant smuggling and human trafficking. IOM Niger has implemented several projects with CT components with donors including Canada<sup>6</sup>, Denmark<sup>7</sup>, the European Union<sup>8</sup> and Switzerland<sup>9</sup>.

The JTIP project *Enhancing capacities to fight trafficking in persons in Niger* is an integral part of the MRRM projects implemented in Niger. When it was launched in 2018, Niger was still on the Tier 2 watchlist released by JTIP. Today, Niger has been taken out of the Tier 2 watchlist. This means that the Government of Niger does not fully meet the minimum standards for the elimination of trafficking but is making significant efforts to do so. In accordance with the “3P” approach of prosecuting traffickers, protecting victims, and preventing TiP, the JTIP project which is the subject of the present evaluation supported CT efforts in Niger, with specific a focus on the region of Zinder.

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<sup>3</sup> GMDAC Chapter 15 - Vulnerability to Exploitation and Abuse (2020).

<sup>4</sup> IOM ANLTP - Rapport sur la situation des femmes dans la région d'Agadez (2017), p.23.

<sup>5</sup> JTIP Project Code: S-SGTIP-10-GR-0046

<sup>6</sup> IOM Project “*Prevention of human trafficking through women empowerment and assistance to victims of trafficking in Zinder region*”, funded by Canada and implemented between August 2015-August 2016.

<sup>7</sup> IOM Project RT.1414 “*Strengthening Migration Management in Niger*”.

<sup>8</sup> IOM Project RT.1258 “*Migrant response and resources mechanism – Phase II*”.

<sup>9</sup> IOM Project RT.1410 “*Assistance to Nigerien returnees in Agadez and Zinder - Phase II*”.

## 4. EVALUATION FRAMEWORK AND METHODOLOGY

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### 4.1 Data sources and collection methods

The Evaluation Matrix, which is provided in Annex 3, provides a detailed overview of the evaluation criteria, questions and sub-questions which have guided the evaluation process. It also underlines the 10 key performance indicators that have been selected for the evaluation.

**In total, the evaluator met with 42 key informants over the course of the field visits, mostly in persons (39). Several other stakeholders were met or observed during the field mission. Moreover, 56 project documents and 24 external reports and references were reviewed.**

Several methods were used by the evaluator to gather and analyze data, including:

- **Documentary review:** Relevant project documents (project proposal, logical framework, quarterly reports, activity reports, M&E reports, correspondence), financial monitoring reports, external reports on trafficking in persons, etc. Annex 1 provides a list of the secondary data reviewed, which includes 40 IOM project documents and a dozen of external reports from other UN Agencies and stakeholders engaged in the fight against trafficking in persons in Niger and the sub-region.
- **Key informant interviews (KIIs):** Semi-structured and non-structured interviews with key project staff, authorities, partners, donor and beneficiaries, adjusted prior to each interview to reflect the role and involvement of the interviewee as part of the project implementation, and to allow for additional probing questions. Annex 2 provides the framework of the interview questionnaires that were developed for the KIIs. A total of 20 interviews with 32 key informants were completed as part of the evaluation process, including 15 external (non-IOM) informants.
- **Focus group discussions (FGD):** The guidelines and instructions have been slightly adjusted to develop on certain themes/feedback that came up during the discussion. Annex 3 provides the guidelines developed in preparation of the focus group discussion held with the project partners, with 11 members of the VOT Shelter Management Committee in Zinder, most of which are employed by the Ministry of Justice, the Ministry for the Promotion of Women and the Protection of Children, and the Ministry of Health.
- **Observation visits:** Visits of key project implementation sites, notably the VOT Shelter Management Committee in Zinder, which was visited three times over the course of the field visits. It should be noted that only one observation visits was scheduled a the VOT Shelter, however, a group of 27 VOTs arrived during the field visits, which provided a good opportunity for the evaluator to observe first-hand the coordination and response capacities of the ANLTP/TIM in Zinder. As a result, the evaluator visited the Centre on three occasions during the field mission in Zinder.

**i) Primary data sources: 43 key informants met in Niamey, Zinder and Agadez**

Data collection methods	Nb KIIs	Mode	Type	Organizations or partners met	1.1	1.3	2.1	2.2	2.3	3.1	3.2	3.3
Interview 1	1	In person	External	Consultant for the National Referral Mechanism Niamey			X					
Interview 2	2	In person	External	ANLTP/TIM Niamey	X	X	X	X	X	X	X	X
Interview 3	2	In person	External	ONUDC Niamey			X					
Interview 4	2	In person	External	ANLTP/TIM Zinder – Focal Point/Coordinator Management Committee	X	X	X	X	X	X	X	X
Interview 5	1	In person	Internal	IOM Senior Reintegration Assistant Zinder		X						
Interviews 6, 7 & 8	3	In person	External	Reintegration beneficiaries (VOTs) Zinder		X						
Interview 9	2	In person	Internal	IOM Zinder HSO and Protection Assistant	X	X	X	X	X	X	X	X
Interview 10	3	In person	External	CNLTP Niamey			X		X			
Interview 11	2	In person	Internal	IOM Niger Reintegration Team Niamey		X						
Interview 12	1	In person	External	MPFPE Niamey			X		X			
Interview 13	1	Remotely	External	ONG AEFEN Niamey			X		X			
Interview 14	3	In person	Internal	IOM Niger MobComs Niamey								X
Interview 15	1	Remotely	Internal	IOM JTIP Project Team in Niamey	X	X	X	X	X	X	X	X
Interview 16	1	Remotely	Internal	IOM former PM in Niger, RTS MPA Dakar	X	X	X	X	X	X	X	X
Interview 17	1	In person	Internal	IOM Niger Senior Resource Management Officer								
Interview 18	3	Remotely	Internal	IOM Niger MobComs Agadez								X
Interview 19	1	Remotely	Internal	IOM Protection Officer IOM Agadez								
Interview 20	1	Remotely	Internal	IOM JTIP Grant Officer Washington	X	X	X	X	X	X	X	X
Focus Group Discussion	11	In person	External	FGD Center Management Committee Zinder	X	X						
Observation visit 1	Multiple	In person	-	ANLTP/TIM Zinder – Center for assistance to victims of trafficking	X	X		X				
Observation visit 2	Multiple	In person	-	ANLTP/TIM Zinder – Center for assistance to victims of trafficking	X	X		X				
Observation visit 3	Multiple	In person	-	ANLTP/TIM Zinder – Center for assistance to victims of trafficking	X	X		X				
<b>TOTAL</b>	<b>42 KIIs</b>	<b>18 P</b>	<b>26 E</b>		<b>10</b>	<b>13</b>	<b>11</b>	<b>9</b>	<b>9</b>	<b>6</b>	<b>6</b>	<b>8</b>

**ii) Secondary data sources :**

Overview of documents reviewed by sources	
Government of Niger	7
International Organization for Migration – JTIP Project	56
International Organization for Migration – General information and resources	12
Other international organizations	5
<b>Total number of documents reviewed</b>	<b>80</b>

## 4.2 Data analysis

As with data collection, the data analysis was guided by the Evaluation Matrix (Annex 3). The analysis relied primarily on qualitative analysis of data collected through document review and notes from semi-structured interviews. The evaluator strived to ensure that the assessments were objective and balanced, with accurate and verifiable findings, and useful recommendations. Findings were shared with the project management team following completion of the fieldwork. Based on the feedback provided by the project management team during the restitution meeting, key analytical questions were developed to assess each evaluation criteria, and inserted in a contribution matrix that clearly articulates the significance of the factors identified, in perspective of other contributing factors. Finally, the preliminary report was reviewed by the Regional Monitoring and Evaluation Officer and the Regional Thematic Specialist in Dakar for quality control and validation.

## 4.3 Limitations and mitigation strategies

The following limitations have been identified for the implementation of the evaluation:

- Limited access to stakeholders and beneficiaries in the region of Kantché, due to the security restrictions and the COVID-19 pandemic. Access to beneficiaries in remote villages would have been costly and difficult, as military escorts are now mandatory. To overcome these barriers, beneficiaries were invited to travel to the IOM office.
- Limited time to assess the impact, as some activities took place at the very end of the project. To mitigate this limitation, the field missions were scheduled concurrently to some activities, and the timelines of the data collection phase were regularly updated.
- Focus of the logical framework, which eludes some outcomes, such as increased awareness and understanding of human trafficking and related risks. Evaluation sought to address this question while also acknowledging that a larger impact evaluation would be required to measure the extent to which the project led to behaviour changes.
- Small sample size with limited quantitative data analysis, but extensive qualitative data based on direct observations. Comprehensive secondary data review contributed to mitigating this limitation, and gaps were highlighted in the evaluation report.
- Internal evaluation led by a staff of the commissioning mission, mitigated through regional peer reviews. Contradictions in data noted on a few occasions, mitigated by counterfactual probes and further analysis.
- Cultural factors that may have limited the communication between the evaluator or and the beneficiaries, particularly young VOTs who were very shy during their interviews. Mitigation measures implemented to mitigate this limitation included establishing trust with the beneficiaries, ensuring them confidentiality, engaging (or not) other stakeholders such as the parents, asking questions multiple times, etc.
- Lack of statistical data on TiP in Niger, and absence of baseline data to benchmark project progress. This includes financial data on activities, which would provide additional information to assess the efficiency of the project.

## 5. RESULTS AND FINDINGS

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### 5.1 Relevance

*Relevance is the extent to which the project's objective and intended results remain valid and pertinent either as originally planned or as subsequently modified.*

#### *Outcome 1*

- With respect to the relevance of the outcomes and outputs, the review of the project proposal and reports, together with the interviews and field visit, show that the outcomes and outputs were and are still relevant to address the needs of returnees to Niger. This is supported by the increasing numbers of Nigeriens returning from Algeria during the implementing period (6,800 in 2017; 14,919 in 2018; 10,772 in 2019), and the fact that 69% are from the region of Zinder. As such, the provision of protection and assistance to VOTs in Zinder has been identified as an important priority, and the opening of the shelter for VOTs in July 2019 fills a critical gap.
- The shelter had been built under a previous project, but many additional steps were required for it to become operational. These steps, including the regulatory decrees required to officialise the centre, as well as the financial support needed to kick-start the assistance, were successfully completed during the project period.
- Today, the shelter is managed by ANLTP/TIM, who works with various other state agencies to provide direct assistance including shelter, food and non-food items (NFI), as well as medical, psycho-social, and legal services. ANLTP/TIM coordinate with IOM to procure the food and the NFI and offer reintegration assistance to VOTs upon their return. While there is room for improvements in the procedures to deliver assistance to VOTs and the coordination required from ANLTP/TIM and its partners, the existence of the shelter in Zinder is a major achievement for as it constitutes the first such shelter in West Africa.
- IOM had initially planned to support the opening of two shelters, in Zinder and Niamey. However, the ANLTP had significant problems identifying a suitable building or lot to establish the shelter in Niamey. After many months of discussion, the PMU deemed the completion of this activity unlikely, and decided to reorient the resources that were planned for the shelter in Niamey. The change was made taken into consideration that existing protection structures, notably the IOM transit centres, were available for VOTs in Niamey. This provides a useful example of the ways the IOM was able to adapt its interventions when faced with challenges in the delivery of its activities. However, in the long term, the need for shelter assistance in Niamey remains.
- The need to provide VOTs with reintegration assistance is highlighted in most of the documents reviewed as part of this evaluation. For instance, the evaluators of IOM's ANRAZ project, which also focused on protection of vulnerable returnees, highlighted "how important IOM's reintegration activities [...] are in the region in order to provide an alternative to migration", reporting that "several of the individuals choosing to migrate from the villages in Zinder are in vulnerable situations; in particular, many persons with disabilities migrate throughout Niger up to Alegria for begging purposes".
- That being said, the reintegration envelope included as part of this project is not commensurate with the scope of the needs of VOTs in Niger. This is why a strategy that builds on the capacities of the state and key stakeholders, with the aim to create durable bring durable and systemic changes, is so relevant.

## Outcome 2

- According to the latest UNODC report on trafficking in person (TiP), sub-Saharan countries still record *“by far the lowest conviction rates compared to other regions of the world”*.<sup>10</sup>
- Documenting the challenges related to detecting and convicting TiP in the region, the 2018 calls for the international community to accelerate progress to build capacities and cooperation to stop human trafficking. In this context, the project’s objective to strengthen the capacities of the state of Niger to combat TiP meets a critical need.
- The need for one harmonized document providing comprehensive information on the legislative framework in Niger, the roles of states parties in the referencing of VOTs, the foundations of rights of VOTs, the steps in the referencing of VOTs (e.g., identification, orientation, assistance, reinsertion) as well as the penal aspects of TiP in Niger, was clearly identified in the National Action Plan (NAP) to combat human trafficking adopted in 2014. As such, the development of the National Referral Mechanism (NRM), which was finalized in December 2019 and launched in September 2020, is an important milestone in the state’s strategy to detect, and eventually convict, TiP offences in Niger.
- Stakeholders interviewed during the evaluation agreed: the NRM, along with the cartography of TiP stakeholders, fill gaps and have become key references in Niger. Even though the NRM is now complete, the need to disseminate its content and ensure it is known and used by all relevant stakeholders remains valid and relevant.
- The trainings that have been provided following the validation of the NRM were also identified as important contributions in the process to disseminate the NRM and ensure its appropriation among the wide range of actors involved in the fight against trafficking in Niger and the subregion. Through these trainings, a variety of prosecution, protection and prevention actors have been sensitized on TiP: the concept, the legal framework in Niger, the rights of VOTs, the referral partners and steps, and the various forms of assistance available. This includes prosecutors, judges, police forces, protection actors, international and local NGOs and frontline workers, in Niamey, Zinder and also Agadez.

## Outcome 3

- The need for large-scale information campaigns on trafficking is well documented in all secondary sources reviewed during the evaluation. With this project, IOM has contributed to develop informational materials on TiP, and sensitize communities most at risks.
- The efforts of ANLTP/TIM to raise public awareness, notably since the promulgation of September 28 as the National Day against TiP, have helped to engage key institutional partners and traditional leaders in the fight against TiP. Many of the topics brought forward in public debates also helped address the cultural practices that reproduce exploitative systems or put children at risks. The awareness campaigns organized in the regions of Zinder, Maradi and Tahoua, also contributed to achieving some of the objectives that were set in the National Action Plan. By targeting communities most at risks in the Departments of Kantché, Magaria, Goure and Tanout, the project’s objectives were therefore well aligned with the needs identified by local stakeholders.
- The relevant of the sensitization activities is also greater considering that these activities would be very unlikely to happen without the financial support of partners. Therefore, the activities conducted as part of this project continue to be a relevant contribution to the global effort to raise public awareness on TiP, despite the fact that the needs for information remain immense, widespread, and recurrent.

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<sup>10</sup> UNODC 2018 report.

*Does the project still meet the needs of the beneficiaries of the project, and to what extent have the benefits been adapted to local needs?*

- The evaluation seeks to assess the capacity of the project to adequately adjust to meet the needs of beneficiaries, and provide examples of the ways local needs were considered for project adaptation. Review of documents and reports available at the time of the launch indicate that the need to provide shelter, protection and assistance to VOTs in the region of Zinder; the need for a formal National Referral Mechanism to help partners coordinate their action in the fight against TiP; and the need to raise public awareness of TiP in communities most at risk were all clearly identified as priorities before the project started.
- Institutional stakeholders, notably the ANLTP/TIM, were consulted and involved at all stages of the project cycle. As such, the needs of the partner appear to have been assessed and discussed regularly, and new requests for support were communicated regularly to adapt to emerging needs. The fact that considerations were given to local needs was echoed in interviews with stakeholders, and the desk review completed as part of the evaluation shows that a consultative approach was adopted to validate key documents. In the words of an ANLTP/TIM informant, *“IOM has fully engaged us at all steps”*.
- However, some beneficiaries, including VOTs and state partners who were engaged in project activities, do not appear to have participated as actively in the project design and implementation. While all the beneficiaries met by the evaluator have expressed gratitude to the IOM for the activities performed under this project, some stakeholders would have appreciated being more involved and consulted. This was mentioned in the case of the DRPE and the Ministry of Health regarding the launch of the shelter in Zinder; as well as the CNLCTP regarding the early design and development of the NRM. During the interviews, other stakeholders expressed the feeling that the project was mostly managed from Niamey, without many consultations in the regions where the activities took place.
- Documents pertaining to TiP in Niger all point to Agadez as a strategic location in the fight against trafficking. Similarly, a few key informants interviewed as part of the evaluation enquired about activities in Agadez. Indeed, the scope of the activities implemented in Agadez as part of this project is not commensurate to the needs identified. However, due to the size of the project, the targeted focus on the region of Zinder, which was clearly identified as the first region of origin of vulnerable migrants being trafficked to Algeria, was a judicious choice to ensure the impacts would be felt locally. As evidenced in project reports, the strategic importance of Agadez was discussed and in some instances, other MRRM projects helped fund and increase the scope of activities.<sup>11</sup>
- An example of adaptation by the IOM team based on local needs pertains to the reintegration assistance provided to young female VOTs assisted in the region of Zinder, whereby socioeconomic assessments of the communities of return were conducted for the first time by IOM to ensure safe returns and reintegration. The form was elaborated by the IOM reintegration assistant in Zinder. For instance, the three VOTs beneficiaries met by the evaluator were young female around the age of 15. In addition to assessing the socioeconomic conditions of their villages of return, the reintegration assistant also assessed the power dynamics within the families. As a result, he was able to arbitrate in favour of the beneficiaries, to ensure that the reintegration activities selected were well adjusted to their need and preferences; not only or mostly serving the interests and preferences of other family members.

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<sup>11</sup> See specifically activity 3.3, where the JTIP project funded Protection training for 16 key stakeholders, and another project funded by France contributed to the training of 11 additional people.



## Examples of ways participation improved ownership, accountability, and efficiency

1. The **opening ceremony of the shelter in Zinder** provides a good example of the way partners' ownership, pride and sense of responsibility have grown as the project activities rolled-out. Attended by 57 high-profile participants at the central and local levels, the ceremony was organized at the request of the state partners, and contributed to creating a feeling of ownership among state actors, who indicated "a real sense of responsibility to run the shelter successfully". The Director General of the ANLTP/TIM also reminded participants that the shelter for victims of trafficking in Zinder was not only the first such center in Niger, but also the VOT shelter in Francophone Africa.
2. The **shelter management committee**, which received technical and material support from the project, was critical to ensure the active participation and accountability of key stakeholders. With 12 institutional members and the mandate to oversee the shelter's functioning, the committee is a key coordination mechanism for project partners. Discussions held during committee meetings, which take place monthly and are coordinated by the ANLTP/TIM, contribute to increasing the efficiency of the shelter, and more importantly, to improving the ownership of the decisions regarding how the shelter operates, and the roles and responsibilities partners. To that end, the project had also supported three meetings of the Zinder local protection committee, "*in continuation of the efforts to connect the shelter to the local protection network*".<sup>12</sup>
3. Another example of the usefulness of participatory processes in the context of the project and the achievement of the objectives pertains to the extensive consultations conducted by IOM, the ANLTP/TIM and the consultant hired to develop the NRM. As such, the **validation workshop** that took place in December 2019 facilitated exchanges between 21 key stakeholders in the fight against TiP in Niger, including state agencies (9), civil society organizations (9), and international organizations (3). During these discussions, important elements were raised including the need to adapt the referral process for children VOTs; the need to support the NRM with a robust dissemination plan and a "train the trainers" approach; and the need for statistical data and collaboration on data collection. The consultations therefore increased the quality of the NRM and increased the ownership of the stakeholders involved towards this new instrument.
4. The **awareness caravan** organized by the Zinder Shelter Management Committee, with the support of IOM, is another illustrative example of the ways the leadership of local stakeholders has benefitted the project's activities, and fostered ownership. The ANLTP/TIM regional focal point, the Shelter Manager and social workers delegated from the ANLTP/TIM and the DRPE lead most of the presentations, while local representatives, including the chefs of the cantons visited, supported the planning and delivery of caravan activities. Participants involved also included high profile community leaders and representatives, such as mayors, prefects, justice officials, defence and security forces, transport unions, local associations, etc. In all the departments visited, specific TiP cases were brought forward by participants, which showed the extent of the impact TiP has in these communities. Participants were invited to help disseminate the messages, with the aim to empower key community members and maximise the impacts of the activities.

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<sup>12</sup> Project Interim Report 11 – period from 1 July 2020 – 30 September 2020.

### *Are the activities and products compatible with the desired outcomes and objective?*

- The proposal was prepared by the IOM mission in Niger in 2017. Building on a previous JTIP project, the proposal's rationale is clear, with a detailed and logical description of the objectives. At the activity level, the proposal is generally clear, although the logical link between the objectives and the activities could have been improved. For instance, activity 2.2. *to develop a standard set of regulations for the running of shelters* [...] which logically relates to the activities under Objective 1, but instead, is included as part of Outcome 2.
- The Logical Framework of the project does not follow IOM's standard template, and there is no formal theory of change in the proposal. It would have been beneficial to clearly outline the logic of the intervention and the assumptions made regarding the changes expected following each activity. However, both the vertical and horizontal logics of the results matrix are clear and coherent. What is less clear, upon reviewing the Logical Framework as presented in the interim reports, are the targets for the outputs and outcomes. Moreover, there appear to be some duplications in the indicators at the output and outcome levels (see, for instance, output/outcome 1.1 and 2.1).
- There are no qualitative indicators in the Logical Framework. Leveraging qualitative analysis of the results would have added depth to the reports and analysis, and provided critical information on the perceptions of partners and beneficiaries. This is particularly important for outcomes pertaining to capacity-building. In the absence of baseline data, it can be challenging to measure the progress achieved with regards to the outcomes.
- Notwithstanding the gaps listed above, the evaluation finds that the activities and outputs are consistent with the intended goal and purpose of the project.

### *Does the project align with and contribute to national strategies?*

- Following its ratification of the UN Convention against Transnational Organized Crime (UNTOC) and the related protocols, Niger adopted Order 2010-086, which is the principal legal instrument through which the country fights against human trafficking.
- The Project aligns with Order 2010-086 and its objectives of: Preventing and combating human trafficking, especially women and children in Niger (aligned with the Overall goal of the project); Protecting, supporting and assisting victims by enforcing their fundamental rights (aligned with Objective 1 of the project); Punishing traffickers for any infraction relating to trafficking (aligned with Objective 2 of the project); and facilitating cooperation between States that are Parties to the Palermo Protocol.
- Designed as a follow-up to a previous JTIP project, there is a clear alignment between the objectives and activities of the project and the needs expressed by institutional partners through the National Action Plan 2014-2018. The objectives of the project can easily be linked to the three first strategic areas of the plan, which are: Improvements to the Legal and Institutional System (particularly effects 4 and 5); Strengthening Mechanisms for the Prevention of Trafficking (effects 1b, 2 and 3); and Promotion of Assistance and Care for Victims (effects 1, 2, 3 and 4). Based on its experience implementing the first phase of the JTIP project in Niger between 2010 and 2015, IOM designed a project that is well aligned with the priorities identified by the stakeholders. Today, IOM also supports the development of the National Policy on Migration, bringing new insights on CT and protection gained during the implementation of the project.
- Finally, documents reviewed also highlights the alignment of the project activities with several other national strategies, including the 2018 National Strategy on Irregular Migration, and the National Development Strategy for 2017-2021.

### Conclusion regarding the relevance of the project:

- The project clearly supports national strategies and contributes to the achievement of key elements of the National Action Plan to combat human trafficking 2014-2018.
- Participation and consultation with institutional partners were well integrated as part of the project cycle. However, the extent to which the stakeholders and beneficiaries felt involved in the project varies between regions, and type of stakeholders, with a higher sense of engagement and ownership among institutional partners.
- The quality and alignment of the indicators could have been improved by adding qualitative indicators to help provide evidence of the impacts of the project and its contribution to the overall objective.
- The needs identified in the original proposal remain valid and pertinent in regards of the evolution of the situation, and the needs and priorities identified upon project closure.
- Changes in project's plan contributed to increase ownership, accountability and efficiency.

## 5.2 Coherence

*Coherence is the extent to which there is consistency across security, developmental, trade, military and humanitarian policies, and the extent to which all policies take into account humanitarian and human rights considerations.*

*To what extent are the interventions aligned with SDGs, the GCM and human rights treaties?*

- Niger has ratified all the core international human rights treaties, and endorsed the Global Compact for Migration (GCM) in December 2018. Through its 2015 law on the Illicit Smuggling of Migrants, Niger seeks to combat the smuggling of migrants, trafficking in persons and contemporary forms of slavery, in support of several compact objectives, notably objective 9 to strengthen the transnational response to smuggling of migrants.
- This project is aligned with the GCM objectives related to protection (7), reintegration (21) and information (3), as well as objective 10 to prevent, combat and eradicate trafficking in persons in the context of international migration.
- A significant aim of the GCM is to leverage the potential of migration for the achievement of the Sustainable Development Goals (SDGs) and the 2030 Agenda. Both instruments include objectives that pertain to migration. As such, the project is aligned with SDG target 10.7 to *facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.*
- Through this project, IOM support the Government of Niger in upholding its international obligations with regards to human rights, and the rights of victims of trafficking. In order to do that, the PMU has delivered a number of trainings to state partners and other relevant stakeholders. All project documents reviewed as part of this evaluation demonstrate the centrality of the notion of protection of human rights. This is true for the training materials developed and delivered; but also, for the National Referral Mechanism.
- While the intervention is generally found to be consistent with regards to human rights, there exists a tension between the imperatives to protect and to prosecute. This will be explored in the section pertaining to the impact of the project. Analysis of IOM's work with Niger on human rights is also available in the ANRAZ project's final evaluation.

*To what extent does the project create synergies and links between other interventions implemented by IOM in the same thematic area?*

- As mentioned, previous, IOM implements numerous migrant protection and assistance projects across the region of West and Central Africa, including a number of counter-trafficking projects. For instance, before the start of the JTIP project in 2018, IOM had implemented JTIP projects in Burkina Faso, Ghana, Nigeria and Zambia.
- In Zambia, IOM had supported the Government in the development of a National Referral Mechanism and the creation of a shelter for vulnerable migrants. In Ghana, the project had supported the development of standard operating procedures (SOPs) to combat human trafficking, and the creation of a National Referral Mechanism.<sup>13</sup>
- Reports and interviews with key informants indicate that the thematic expertise of IOM was well established at the time of the project development and launch. However, discussions with key informants indicated that the lessons learned from these experiences had not been shared proactively among the missions in the region. As a result, the PMU in Niger could not build on these learnings to identify successful implementation strategies, or mitigate risks.
- Later in the project implementation, these internal links seem to have developed and profited the team in Niger. For instance, the NRM training developed in Niger was and adapted from the IOM comprehensive Training of Trainers modules on the protection of victims of trafficking, which built on the original material produced by IOM Burkina Faso during the implementation of the JTIP project S-SJTIP-16-GR-1017.
- In Niger, the fact that IOM had already implemented a previous JTIP project between 2010 and 2015 greatly strengthened the coherence of the activities, building on the results of this previous project and other related projects to continue to advance the fight against TiP.
- The overall objective of the former JTIP project was to strengthen the national response to human trafficking through building the capacity of law enforcement, government and civil society, to operationalize Ordonnance 2010-86, as well as to contribute to the improved protection of VoTs. As part of the project, IOM Niger had helped the Government develop key documents to support the fight against human trafficking in Niger; contributed to events and trainings on TiP, and supported the operationalization of ANLTP/TIM and CNCLTP.
- The activities and the results sought through the second JTIP project that started in 2018 were clearly aligned, and building upon, the results achieved in the first project. They also built on projects funded by Canada<sup>14</sup>, Denmark<sup>15</sup>, the European Union<sup>16</sup> and Switzerland<sup>17</sup>. These synergies were fostered by the Migrant Response and Resource Mechanism (MRRM).
- Building on 7 common pillars of activities, the MRRM allows various projects and donors to contribute to the same objectives to promote dignified and secure migration pathways.
- Several examples of the ways other MRRM projects have complemented the JTIP project are outlined in project documents. The most obvious example is that of the Canadian project under which the shelter in Zinder was initially built and equipped in 2016.
- Another project of great synergy with the JTIP intervention is MRRM II, which was funded by the European Union Emergency Trust Fund (August 2016 - August 2019). Several activities implemented under this large project contributed to strengthening the capacities of the ANLTP/TIM, and supported activities that were not eligible under the JTIP grant.

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<sup>13</sup> See IOM reports on CT programming in Ghana [here](#).

<sup>14</sup> IOM Project "Prevention of human trafficking through women empowerment and assistance to victims of trafficking in Zinder region", funded by Canada and implemented between August 2015-August 2016.

<sup>15</sup> IOM Project RT.1414 "Strengthening Migration Management in Niger"

<sup>16</sup> IOM Project RT.1258 "Migrant response and resources mechanism – Phase II".

<sup>17</sup> IOM Project RT.1410 "Assistance to Nigerien returnees in Agadez and Zinder - Phase II".

- The project ANRAZ funded by Switzerland (December 2017 - June 2019) was also implemented in synergy with the JTIP project, due to its aim to build the capacities of the protection sector in the region of Zinder. The project notably allowed for the construction of the Centre Social de Prévention, Promotion et Protection (CEPPP) in Matameye, which is now managed by the MPFPE and provides protection assistance to returning migrant children and their families, or those considering migrating. Several Governmental counterparts were trained on protection and reintegration as part of this project.
- Finally, the first phase of the DANIDA project funded by Denmark (January 2018 – June 2019) aimed at strengthening migration management in Niger, and helped ANLTP/TIM and CNLTP with the development of the TiP Action Plan 2019-2023. With regards to the prevention of TiP, the project also supported the MPFPE to develop a Communication Strategy for the prevention of at-risk migration of women and children in the department of Kantché, in the region of Zinder. The project also funded other TiP trainings and events, and the deployment of technical assistants at the Ministry of Justice and ANLTP/TIM.
- Many other MRRM projects have contributed to activities that were closely related to this project, therefore increasing the overall coherence of IOM's interventions. This is notably the case of a complementary project funded by the European Union via the Italian Ministry of Interior's Regional Development and Protection Program for North Africa (RDPP-NA) that supports the shelter in Zinder, provides direct assistance to VOTs and vulnerable migrants in the region of Agadez, and strengthen the capacities of partners to identify VOTs<sup>18</sup>.
- Based on the MRRM structure, IOM Niger is able to build on established networks and knowledge of the sector to ensure a coherent and incremental approach in its projects. However, these synergies can also lead to, or give the impression of, duplications. For instance, the final report of project MRRM II mentions that the TiP Referral Mechanism had been updated and finalized as part of the project. After verifications, this refers to a former version of a referral mechanism, without the national scope and validation process followed for the NRM completed through the JTIP project.<sup>19</sup>

*To what extent does the project create synergies and linkages between government and the donor community interventions in the same thematic area?*

- Regarding the external coherence of the project with respect to the government, the donor community and the various stakeholders involved in TiP in Niger, the evaluation notes that the support of experienced magistrates, such as the Procuror of the Republic in Niamey, who acted as a consultant for the development of the NRM, greatly contributed to establishing solid linkages and supporting national strategies.
- With regards to Order 2010-086 and the creation of the CNCLTP and the ANLTP/TIM, the structure of the project reflects coherently the roles of these two key institutions, by making of the ANLTP/TIM the main state partner of the project, and ensuring that the technical and financial support provided help address key elements of the National Action Plan. However, the information collected over the course of the evaluation indicates that the role of the CNCLTP was not as well integrated as part of the project activities, and that there exists almost “no inter-connexion” between the two structures.
- Documents reviewed show that officials of the CNCLTP were invited to most activities related to the development of the NRM, but CNCLTP officials met over the course of the

<sup>18</sup> IOM Project PX.0123 « Direct Assistance to Returned Migrants and Victims of Trafficking in Niger »

<sup>19</sup> IOM Niger – RT.1258- Final Evaluation of the MRRM II Project: « Quant au mécanisme de référencement des victimes de traite au Niger, une première version avait été élaborée dans le cadre du projet [...] financé par le Gouvernement du Canada. Le présent projet a permis sa révision et son utilisation lors des formations dispensées aux agents de l'ANLTP/TIM. »

evaluation felt that they had not been engaged thoroughly. While this might result from different perspectives as to the role of the CNCLTP, or other factors having affected the engagement of partners over time, the evaluation notes that the CNCLTP is a key structure representative of 13 Ministries concerned by TiP, which offers a useful entryway into governmental structures and can facilitate information dissemination. Responsible to monitor and evaluate the National Action Plan, the CNCLTP also evoked the limitations and challenges the Commission face monitoring activities, which seems to be something the IOM could facilitate or advocate for with the ANLTP/TIM.

- Other external partners have mentioned gaps in coordination and communications, duplications of efforts, and missed opportunities to collaborate or maximise projects' synergies. One example pertains to an initial version of the NRM developed by ANLTP/TIM and the International Centre for Migration Policy and Development (ICMPD). In its fifth report, IOM explains: *"This quarter, we were informed that ANLTP/TIM was supported by ICMPD to develop a similar document. This document, developed by ICMPD, has been validated during a workshop held in February. To clarify the situation, we have organized a meeting between ANLTP/TIM, the US Embassy and IOM. It was decided to integrate the national referral mechanism developed by IOM with the document developed by ICMPD"*. This misunderstanding is difficult to comprehend considering that the development of the NRM was identified as a priority by ANLTP/TIM; that they reviewed the terms of reference developed by IOM to be able to proceed with this activity; and that the topic was regularly discussed in meetings. From the perspective of the evaluator, this raise concerns as to the transparency and integrity of the processes guiding the actions of the ANLTP/TIM.
- Another example pertains to UNODC and its TiP projects with the ANLTP/TIM, notably the trainings and capacity-building activities, and their projects funded by JTIP. The interviews revealed some areas of overlap, mostly on capacity-building, as well as areas of synergies, in the delivery of shared activities. At the early stage of the project design and launch, the coordination between IOM and UNODC seemed rather superficial given UNODC's central mandate on TiP, and their ongoing projects in Niger.<sup>20</sup> Later in the project life, notably during the consultations related to the NRM, the partnership grew. For instance, UNODC co-funded activities for the validation of the NRM and continued to build ANLTP/TIM's data collection capacities. Today, the NRM includes some of UNODC's key indicators, which increases coherence between UNODC, IOM and the ANLTP/TIM.
- External documents reviewed over the course of the evaluation reveal that ANLTP/TIM and CNCLTP receive financial support from many partners, but that the activities, outputs, outcomes and objectives of these projects are not always well aligned, or communicated. Such communications among external partners of the ANLTP/TIM are key to ensure synergies in activities aiming at the strengthening of capacities, and in light of the challenges experienced by the partner to deliver results on simultaneous projects.
- Another example pertains to the EUTF project *Appui à la Justice, la Sécurité et la Gestion des Frontières* (AJUSEN), which supports the capacities of Niger's criminal justice system, including the ANLTP/TIM, to allow for the implementation of the national strategy to counter irregular migration, and which is not mentioned in project documents.<sup>21</sup> For the evaluator, this situation is partly due to the breadth of stakeholders and projects active in the areas of counter-trafficking, protection and capacity-building.
- Of all the challenges related to external coherence discussed in project documents and interviews with stakeholders, the relationship between the ANLTP/TIM and the DRPE is by

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<sup>20</sup> See reports of the GLO.ACT initiative funded through the UNODC in Niger. [Online source accessible here.](#)

<sup>21</sup> MEDAM - The Political Economy of Migration Governance in Niger (2020)

far the one mentioned the most frequently. As evidenced in the reports reviewed and the interviews held with stakeholders, ANLTP/TIM and DRPE have fundamentally different roles, perspectives and strategic priorities with regards to trafficking in persons in Niger. As a sub-structure of the Ministry of Justice, the ANLTP/TIM tends to privilege prosecution goals over protection or prevention. Meanwhile, as part of the Ministry for the Promotion of Women and the Protection of Children, the DRPE focus almost solely on protection.

- Some of the issues observed in the relation between ANLTP/TIM and DRPE relate to funding. For instance, it took several months for the DRPE to start referring VOTs to the shelter. The DRPE criticized the shelter for being an “annex to the tribunal” where young VOTs were pressed for information. However, according to some key informants, DRPE agents receive compensation on the assistance they provide once children are returned in their community, hence referring children to the shelter would slow the return process.
- Beyond these considerations, the protocols and principles followed by ANLTP/TIM and the DRPE upon assisting vulnerable children differs. For the DRPE, the best interest of the child is to be with its family, therefore the return is organized in the best delays. The ANLTP/TIM conducts a more comprehensive risks assessment prior to the reinsertion of the child. However, the DRPE has structures and capacities in place to monitor its beneficiaries post-return, whereas the ANLTP/TIM assistance often ends upon return.
- Nevertheless, interviews and documents reviewed during the evaluation suggest that there is a growing synergy of actions between IOM, ANLTP/TIM and DRPE, which helped mainstream protection of children in the TiP trainings provided by IOM and ANLTP/TIM, and helped mainstream TiP in trainings on children protection provided by UNICEF/DRPE. This is particularly relevant because many of the children referred to the DRPE might be VOTs that have not been identified formally in the process of return. The fact that the two agencies now work closely together through the Shelter Management Committee, and the Protection Committee, provides additional evidence of the growing synergies.

#### *Conclusion regarding the coherence of the intervention:*

- The evaluation found that the experiences and tools developed through previous projects were not always disseminated or used to strengthen new project design and delivery.
- The MRRM significantly contributes to the coherence between the various projects and activities implemented by IOM Niger in terms of capacity-building, protection and TiP.
- With regards to complementarities with other projects active in the same areas, the PMU is generally well aware of ongoing projects and works diligently towards improving linkages and complementarity with stakeholders delivering similar projects. However, more open divulgation by ANLTP/TIM could contribute to more synergies. To avoid appearance of duplications, IOM project proposals should clarify the nature of the work to be performed when building on an activity that started under a previous project.
- Coordination with the CNCLTP on all aspects of projects tackling TiP, especially when they directly contribute to objectives of the National Action Plan, would be beneficial to assess the degree of realization of the current Plan, and inform the next strategy.
- Coordination with UNODC and UNICEF and MPFPE/DRPE at the onset of the project could have been more thorough, but the relationships with these key partners have improved significantly over the course of the project, leading to productive exchanges and results.
- Collaboration between ANLTP/TIM and DRPE is critical to reconcile the need to inform judicial authorities in the event of trafficking, with the imperative of victim protection.
- Reintegration assistance and direct assistance to VOTs could be more interlinked.

## 5.3 Effectiveness

*The effectiveness criterion assesses the extent to which a project achieves its intended results.*

*What are the main factors influencing the achievement of the expected results of the project?*

- In its initial proposal, IOM stated that its previous experience implementing projects in the same thematic area, with the same partner, would allow for an immediate project start. However, project start and the opening of the shelter in Zinder were significantly delayed. Based on its experience establishing the CEPPP in Matameye through the ANRAZ project, IOM Niger should have been able to anticipate delays and plan project roll-out on more accurate estimates of the time required to set up a functioning, state-run shelter.<sup>22</sup>
- According to project staff, *“the risks in the delays for the centre creation was flagged at the beginning so donor was very well aware of the project risks. It was discussed and they decided to have a specific space for VOTs in the IOM TC to mitigate the issue”*.<sup>23</sup>
- Even if the Niger Government had stated that the running of the shelter was on the top of their agenda prior to the project start, political and administrative issues linked to the ownership, management and funding of the shelter caused important delays in the delivery and it took over a year for the draft decree to be adopted, even though the General Director of the ANLTP had stated that she would *“push for the adoption of an official decree”* early in the project. In reports, the PMU linked this delay to conflict of interests between the regional and national authorities. As presented in the section on coherence, the ANLTP/TIM might also have been overwhelmed by the requirements of delivering to multiple donors and partners simultaneously.
- The capacities of the state partner to deliver on agreed results, with quality and within the expected timeframe, constitutes the most prominent factor influencing the achievement of the project results. The performances of the ANLTP/TIM and its ability to respond to the demands made as part of the normal implementation of project activities are mentioned regularly in reports. Factors include lack/changing leadership in the agency; internal dynamics hindering communication and coordination; lack of preparation and anticipation regarding the project activities, notably those involving regulatory processes; lack of time and capacities of the focal points; competition between state agencies, etc.
- During the interviews with key informants and focus group discussions held with members of the shelter committee, the coordination capacities of the ANLTP/TIM were questioned. Whether deliberate or accidental, the gaps observed in ANLTP/TIM’s collaboration with other state partners outside of the Ministry of Justice generated frustrations and tensions that affected the functioning of the coordination mechanisms supported by the project.
- Two no-cost extensions were required. Moreover, several changes were made to the targets of the project, which are highlighted in the following table.
- Beyond the delays in the delivery and the performances of the state partners, the COVID-19 also greatly impacted the course of the activities. Reports and interviews show that the PMU was able to adapt its approach, for instance by reorienting community sensitization resources towards larger media broadcasting events. However, in light of the delays experienced at the beginning of the project, the emergence of the global pandemic represents yet another factor that has negatively affected the course of the project.

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<sup>22</sup> As reported in the ANRAZ Project Evaluation, the opening of the CEPPP took 18 months instead of the 6 months that had been planned initially.

<sup>23</sup> Interview with key IOM staff involved in the project development and delivery in Niger in 2017 and 2018.



## Summary of the project results

<b>Outcomes and Outputs</b>		<b>Achieved or not?</b>	<b>Evidence</b>
<i>Output 1.1</i>	Shelter of Zinder established.	Yes	The Zinder shelter is equipped and staffed.
<i>Outcome 1.1</i>	Shelter of Zinder functions and receives VoTs (target adjusted from 60 to 40).	Yes	Since its opening in July 2019, the shelter assisted 49 VoTs with the JTIP grant.
<i>Output 1.2</i>	Shelter in Niamey identified, renovated, equipped and supplied with functional expenses	No	There is no shelter for VOTs in Niamey. IOM assists VOTs when needed.
<del><i>Outcome 1.2</i></del>	<del>Shelter of Niamey functions and receives VoTs (initial target of 40; revised and removed).</del>	<del>No</del>	<del>There is no shelter for VOTs in Niamey. IOM assists VOTs when needed. Outcome removed.</del>
<i>Output 1.3</i>	Direct assistance is provided to VoTs in Niger (targets adjusted from 100 to 40 for assistance in shelter and reintegration; new target of 40 for TC assistance).	Yes	95 vulnerable women received NFI kits in IOM's transit centres; 49 VoTs received direct assistance in the shelter and were returned to their community; 34 beneficiaries received reintegration assistance.
<i>Outcome 1.3</i>	VoTs are assisted and protected in coordination between IOM and GoN institutions	Yes	Direct assistance is available in the shelter for VoTs in Zinder since 18 July 2019 and outside the shelter via IOM assistance.
<i>Output 2.1</i>	Referral mechanism documents for VoTs are developed and disseminated/presented	Yes	500 copies of the NRM and cartography printed and distributed; 1 Validation workshop held; 1 launch conference held.
<i>Outcome 2.1</i>	Government, institutions (ANLTP/TIM, CNCLTP, Ministry of Justice, Ministry of Interior) own a document on referral mechanism for VoTs procedures in Niger	Yes	NRM validated by 21 partners. 52 actors trained on the NRM, incl. 12 CSOs and 38 governmental counterparts. 5 state partners (Police, Defense, Justice, Health, Child Protection) refer VoTs to ANLTP/TIM's shelter or to IOM.
<i>Output 2.2</i>	Regulations for the running of shelters in Niger, including the shelter in Zinder are developed; Monitoring committees for the running of shelters in Zinder is set up.	Yes	Shelter regulation adopted and Shelter Management Committee set up. Monitoring ensured through 4 meetings of the committee; 2 meeting with IOM Project team; 1 meeting with DRPE, 1 meeting with the Shelter manager, 1 meeting with the Judge of Minors.

<i>Outcome 2.2</i>	Shelters managed by set up committees	Yes	Zinder shelter managed by a committee composed of 9 stakeholders (ANLTP Committee Coordinator, Shelter Manager, IOM Social Worker, Psychologist, Judge of Minors, Minors' brigade, DRPE).
<i>Output 2.3</i>	Key front-line officials, governmental representatives and stakeholders trained on Referral Mechanism document (target revised from 40 to 30 for front-line workers trained).	<i>Mostly</i>	5 trainings delivered instead of the 2 planned initially, with 90 stakeholders including 22 front-line officials and 18 stakeholders.
<i>Outcome 2.3</i>	Trained officials, governmental representatives and stakeholders effectively and appropriately identify and refer VoTs	<i>N.A. More data needed</i>	49 VoTs were identified and referred to the shelter.
<i>Output 3.1</i>	National media campaign conducted on human trafficking (initial target of 10,000 raised to 26,000)	Yes	3 media campaigns reaching up to 2,358,068 Nigeriens in all regions.
<i>Outcome 3.1</i>	Population is aware of and understands migration issues generally and of human trafficking issues particularly	Yes	Campaigns included: i) 3 debates focused on TiP in Niger; ii) 36 rebroadcasting of the ANLTP/TIM sketch on human trafficking; and iii) 2 debates on slavery, one conference on the NRM.
<i>Output 3.2</i>	Sensitization activities on human trafficking conducted in rural areas impacted by migration (targets raised from 2 to 4 for activities/areas).	Yes	4 sensitization activities conducted; 561 participants reached directly; 6 rural areas and 1 urban area reached directly; 13 indirectly.
<i>Outcome 3.2</i>	Rural areas communities impacted by migration are aware of and understand human trafficking issues and the NRM for VoTs	<i>Yes, but more data needed</i>	6 rural areas sensitization activities and 1 in urban area; 108 traditional local or religious community leaders; 49 local authorities; 24 prosecution actors involved.
<i>Output 3.3</i>	Information material on human trafficking and protection mechanisms disseminated among migrants	Yes	8,554 information materials printed for IOM (6,500) and ANLTP/TIM (2,000) plus 50 USB keys, 4 banners.
<i>Outcome 3.3</i>	Migrants in general, and VoTs/potential VoTs particularly are aware of migration risks and referral mechanisms existing in Niger; VoTs apply for assistance with the authorities and IOM	<i>Yes, but more data needed</i>	835 flyers disseminated among migrants by IOM's MobComs; 32 migrants contacted IOM for further information.

## Were the outputs and outcomes of the project achieved in accordance with established plans?

### Outcome 1

- The operationalization of the shelter in Zinder is one of the main challenges that faced IOM and ANLTP/TIM in the implementation of this project, most notably because it took more than a year to obtain the decree required to launch the shelter in Zinder, and because the launch ceremony had to be postponed due to lack of funding. Moreover, the ANLTP/TIM was never able to identify a suitable place for the shelter in Niamey to be established. Nevertheless, in light of the results achieved and the mitigation strategies deployed to minimize the impact of the delays and lack of responsiveness of the national counterpart, the evaluator finds that the process followed by the PMU was effective. This is based on the fact that the regulations supporting the operationalization of the shelter have been adopted and adapted, and that there is now a shelter for VOTs in Zinder, operated by the ANLTP/TIM, with assigned staff and running costs partly ensured by the state. Despite having been in operations for a relatively short period upon the evaluation, site visits also indicated that the partners involved observe the procedures established, while also demonstrating the capacity to adapt to meet the specific needs of VOTs.

### Outcome 2

- Regarding the development of the NRM, the evaluator finds the process followed by the PMU since the start of the project to be appropriate. The person selected to develop the document was highly qualified, and possessed the knowledge and the network required to successfully navigate the development and validation phases. Upon getting a first draft in July 2019, IOM organized a training on the draft NRM with the staff of the Zinder shelter, whose feedback helped to adapt the document in prevision of its validation. In December 2019, the consultant and the PMU organized the formal validation workshop, during which 28 participants, representing 20 critical state and non-state actors, were consulted. Eventually, the NRM document and the related cartography were finalized, and a total 250 copies each were printed for distribution. Following its launch during the 2020 National Day Against Trafficking in Persons, the NRM was presented to key stakeholders' groups through two trainings in Niamey and Zinder. As put by the consultant who developed the NRM, prior to the NRM, "*local authorities did not know what to do with the victims*". Today, the NRM provides clear and effective guidance to handle cases of trafficking.

### Outcome 3

- With respect to sensitization and awareness-raising, the evaluator finds that the process followed by the PMU was effective despite the challenges encountered in relation to the responsiveness of the state partner. This was particularly acute at the start because IOM was waiting for the ANLTP/TIM to develop its Communications Strategy. Eventually, as shown in reports, the PMU decided to adopt a different strategy to be able to implement activities. This was observed more acutely in activities related to the distribution of printed materials, where IOM decided to develop its own flyers. Otherwise, activities pertaining to the national media campaigns were held as planned, and provide evidence of ways the PMU worked towards maximising the impacts, and building synergies with other partners. Finally, community sensitization sessions were organized at regular intervals, first in Tchintabaraden (February 2019) and Mayahi (June 2019), in the department of Tahoua; then in Kantché, Magaria, Gouré and Tanout (March 2020), in the department of Zinder. Despite challenges related to access, reports of these activities show satisfying participation rates from local leaders and communities, and from ANLTP/TIM.

*To what extent has the project adapted or can it adapt to the changing external situation to ensure that direct effects are met?*

- The main challenge faced in the implementation of the project pertains to the capacities of the main partner and the inter-agency dynamics between ANLTP/TIM and other important ministries and agencies. In order to overcome these challenges, the PMU has adapted its approach. As reported in project documents, towards the end of the project, IOM adopted a dual strategy to keep the Government at the center of the project implementation, while at the same time diversifying the activities in order *“to rely less on the feedback or participation of said authorities”*.<sup>24</sup> This strategy to start leading and delivering directly was particularly adapted for Outcome 3 on sensitization, where IOM was able to use the time and resources left to develop, print and distribute flyers, while waiting and supporting the state partner in finalizing its own awareness raising materials.
- For activities under Outcome 1, however, IOM could not simply substitute itself to the State partner in order to deliver results. Hence, the PMU continued to hold regular meetings with the ANLTP/TIM and tried to *“imagine new way forwards [to] accommodate their constraints”*<sup>25</sup>. On the topic of the shelter in Niamey, the decision to stop looking for a building and reallocate the resources towards the shelter in Zinder and other activities was taken late in the project, following several months of hesitation. However, informants in the JTIP office indicated that those *“changes were a necessary part of keeping the project relevant”*. Based on several interviews with IOM staff, this decision was difficult to make. The donor appreciated the honesty of the PMU and their ability to identify issues and propose solutions to move forward. *“IOM did a good job to change the project to ensure it follows its course instead of trying to stick to the initial plan”*.<sup>26</sup>
- ANLTP/TIM also demonstrated a willingness to adapt to emerging needs in order to ensure that its actions would continue to effectively respond to the needs and priorities identified. For instance, the sensitization strategies were adjusted to reflect new migration patterns and the communities most at risks. Since the opening of the shelter in Zinder, the ANLTP/TIM also identified a number of changes that would enhance the assistance provided, both in terms of procedures (e.g., shortening the length of the profiling form, ensuring immediate medical screening to detect contagious disease) and in terms of the infrastructure (e.g., setting a reception, an infirmary, a child-friendly area). The ANLTP/TIM is not always proactive in searching for efficient solutions to find solutions to address the needs identified. For instance, the current layout of the shelter could be improved instead of considering building new blocks. However, site observations indicate that the Agency is progressively gaining more experience in the management of the shelter, and able to work with its partners to adapt the procedures to be more efficient.
- Finally, with regards to the engagement of the ANLTP/TIM, reports and interviews indicate an adequate level of involvement of the senior management of ANLTP/TIM in Niamey and Zinder, especially at the beginning of the project. However, as the activities became more concrete and direct, the decisional structure did not adapt to allow for the flexibility that was required to deliver efficiently. Issues regarding delegation of authority were discussed both at the central and local levels, in regard to the role of the ANLTP/TIM Director General, and the Procuror of the Republic of Zinder, who is the chair of the shelter committee. As it appears, their busy schedule hindered progress on some key results.

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<sup>24</sup> Project interim report, July 2019.

<sup>25</sup> Project interim report, July 2019.

<sup>26</sup> Interview with a JTIP informant.

### *Have the expected results in the project document had unintended positive effects?*

- The decision not to open a shelter in Niamey provided an opportunity to redirect funds to other priorities and needs. In relation to the “*the need to strengthen capacities for child protection frontline workers throughout the country, but notably in the Agadez region*”<sup>27</sup>, IOM organized two trainings on protection and TiP in Agadez and Zinder, this time to front-line workers from IOM and other partners. Participants included community mobilizers and IOM staff from other units (e.g., reintegration, transit centre assistance, flow monitoring) as well as social workers from the Ministry of Justice and the MPFPE/DRPE. The training allowed participants to discover the NRM, and discuss locally relevant points with regards to sensitization and communication, adapted procedures from VOTs, referrals among partners, and assistance outside of IOM’s AVRR programmes. Additional sensitization activities were also organized in Zinder in order to strengthen awareness of TiP among local communities and promote awareness of the shelter and its services.
- Eventually, with the emerging pandemics and the mass returns of *talibés* from Niger to Nigeria<sup>28</sup>, IOM and JTIP also agreed to use some of the funds available to make a contribution to four Integrated Health Centres in the region of Zinder. This donation was coordinated with other protection actors such as UNICEF, the Red Cross, Save the Children and FAO, and recognized by the Governor of the Zinder region as an important support that contributed to the effective management of the COVID-19 outbreak in the region. However, in the view of other respondents, IOM could have done more when 13,000 *talibés* were returned from Nigeria to Niger in March, April and May 2020.
- The consultations and trainings organized as part of the NRM validation process also generated interesting positive effects outside of the improved TiP knowledge and understanding of the referral procedure. NGOs have mentioned that these meetings provided them with a privilege access to state actors, as well as police forces, and that these exchanges created some form of momentums in the fight against trafficking in Niger. During one of the meetings, the idea to reactivate a former platform gathering all civil society organizations active in this field was also discussed. Similarly, the NRM consultations provided a strategic opportunity for stakeholders to discuss data collection. Through all its outcomes, the project also promoted changes in knowledge, attitude and behaviour with respect to rights among duty-bearers and rights-holders.

### *Are the targeted beneficiaries satisfied with the services provided?*

- For activities performed under Outcome 1, interviews with key informants indicate that the partners supported in the operationalization of the Zinder shelter were satisfied of the level of collaboration and support provided by IOM in the framework of the project. Some dissatisfaction was expressed in relation to miscommunications that happened at the start of the project implementation. The fact that IOM could not provide financial support for salaries of state employees was not well understood by all stakeholders, and generated a feeling that IOM did not understand the needs of the partners. In relation to the satisfaction of the beneficiaries assisted with reintegration, the three VOTs met in the region of Zinder were all very satisfied of the assistance they had received, both in terms of the value of the reintegration package provided, and in terms of the guidance and support received from the IOM reintegration unit.

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<sup>27</sup> Project Interim Report 11 – period from 1 July 2020 – 30 September 2020.

<sup>28</sup> Talibés are children enrolled in Coranic schools.

- With respect to outcome 2 and the NRM, most of the partners met during interviews were satisfied with the quality and usefulness of the trainings provided, as well as the validation process followed. Some of the institutional partners trained in Niamey were disappointed that the recommended approach to organize a training of trainers was not implemented. They mentioned that the length and format of the trainings were not sufficient for them to start training their own colleagues or partners. On the other hand, front-line workers who received the training in Niamey and Agadez were highly satisfied with the quality of the training, and indicated it had increased their knowledge and helped them adjust some of their strategies. With regards to the support provided by IOM to secure the regulations required to operate the shelter, ANLTP/TIM representatives were satisfied.
- In relation to activities under Outcome 3, there is limited evidence of the satisfaction of the general public reached through media campaign, or awareness raising activities. However, the participation rate observed during the awareness caravan, and the quality of the community discussions held thanks to the participation of local leaders, support the idea that the activities were likely appreciated by the participants. With regards to the printed materials developed, the community mobilizers that distribute the TiP prevention flyers indicated that the content was clear and well adapted to the audience groups. Lastly, state partners are grateful of the support received for important events, such as the National day against TiP.

*Conclusion regarding the effectiveness of the intervention:*

- Based on the feedback from partners, beneficiaries and the donors, the PMU was able to adopt effective strategies to implement the project in coordination with the ANLTP/TIM. Close monitoring of activities allowed to adjust the priorities and strategies used to maintain the course of the project. Moreover, the donor was kept informed of the changes anticipated, and participated in decision-making during project implementation.
- The initial plan to have an NGO manage the shelter was not well aligned with the vision of ANLTP/TIM for a center operated by the government. In the perspective of the evaluator, this fundamental aspect should have been clear when the proposal was finalized.
- The main state partner was not always responsive, which delayed the delivery of some key activities. Based on the findings of the evaluation, ANLTP/TIM had difficulties to establish a realistic workplan for its project's commitments. This was partly due to the fact that they had multiple projects and partners to respond to, but also to inefficiencies.
- IOM adjusted its approach to ensure milestones were met, sometime at the detriment of the capacity-building aim of the project. In the same vein, significant changes were made to adapt to external factors, such as the global COVID-19 pandemic. As a result, some of the outputs and outcomes were not achieved in accordance with established plans. This explains, in part, why two no-costs extensions were requested.
- Generally, beneficiaries were satisfied with the services provided, although there is limited feedback available on the satisfaction of beneficiaries assisted in the shelter or with reintegration support. Institutional partners are mostly satisfied of the trainings and capacity-building offered through the project, indicating that the consultations dynamized the sector and facilitated new synergies and collaboration among stakeholders.
- The modifications brought throughout the course of the project led to other positive outcomes, particularly in the region of Zinder, where closer collaboration between ANLTP/TIM and DRPE facilitated rapid assistance provision to vulnerable migrant children.

## 5.4 Efficiency

*Efficiency is how well human, physical and financial resources are used to undertake activities, and how well these resources are converted into outputs.*

*Did the project implementation strategy demonstrate increased efficiency compared to other implementation strategies?*

- The documents examined as part of the evaluation could not substantiate section D of the project proposal, which states that “M&E is considerably integrated as part of the project”. For instance, there is no M&E plan or results monitoring framework, and some of the tools elaborated at the onset of the project were not used or updated during implementation. That said, field monitoring visits took place in strategic times, with reports providing detailed information on the objectives, participants, key messages and actions discussed.
- Additionally, the reports, meeting notes, emails and feedback from stakeholders indicate that the PMU monitored diligently the implementation of activities and expenses. Internally, IOM staff met regularly to discuss progress on results. Externally, the project staff maintained close communication with state counterparts. According to the PMU, most of their time was used supporting effective performances of the state partners.
- The financial monitoring system in place within IOM is comprised of several layers of controls and verifications. Based on the monthly financial monitoring done by the project manager, with oversight of senior resource monitoring officer, the IOM Regional Office in Dakar formally endorses all financial reports submitted to donors. According to interviews, the financial monitoring of expenses under this project was conducted diligently.
- Throughout the project implementation, the PMU performed regular assessments of the state partner’s capacities to fund project activities, in part or in full. This is especially true for Outcome 1 and the creation of the VOT shelter, as the salaries of state officials could not be covered through this project. As a result, IOM found other projects to complement the JTIP grant, and asked state partners to contribute to some of the costs. The partners mobilized a commendable number of resources in order to ensure the running costs for the shelter, which helped direct funds towards assistance and capacity-building.
- IOM compensated the capacities of its partners by using internal expertise and resources. For instance, the ANLTP/TIM asked IOM to draft the shelter rules and running budget, as they did not have prior experience. Rather than hire an external consultant, IOM drafted the regulation, using documents such as the IOM Direct Assistance Handbook, rules of shelters established in other countries, and external reference documents such as the JTIP Guidance for shelters and the UK Trafficking Survivor Care Standards.
- IOM continues to manage all project aspects that involve financial or material resources. For instance, IOM stores the NFI kits distributed to beneficiaries assisted in the shelter in its own premises. Similarly, the per diems and compensations to stakeholders are directly handled by the IOM staff, and the expenses related to repairs done at the shelter are carefully monitored to ensure that the services provided matched the services charged. IOM staff provided a number of examples of the safeguards they put in place to guarantee transparent use of resources, and effective distribution to beneficiaries.
- Unlike other international organizations, IOM is present in Zinder and other regions in Niger, with many local staff engaged in the delivery of assistance to vulnerable people. According to some key informants, IOM’s hands-on approach is effective at preventing fraud and abuse, but can negatively impact the perceptions of local partners.

## *To what extent were activities carried out as planned?*

### *Outcome 1*

- Delays in the development and validation of the regulation required to open the shelter in Zinder, and the incapacity of the state partner to identify a suitable building to open the shelter in Niamey, partly explain why some activities were not carried out as planned. IOM also experienced challenges and delays in supporting the launching ceremony of the Zinder shelter. However, the PMU was able to complement the JTIP fund with other donors, and therefore contribute to the results of the project through its own resources. With respect to the reintegration assistance, the resources utilized for most of the beneficiaries were slightly under the amount that had been planned (USD 1,200 instead of USD 1,500), because 22 of the 27 beneficiaries were not identified as VOTs initially.

### *Outcome 2*

- With regards to the NRM and the cartography, a few issues were raised that prevented the most efficient delivery: first, the misunderstanding that led to two different ANLTP/TIM partners developing the first draft of the NRM; second, the discrepancy between the time taken to develop the NRM versus what had been envisioned and agreed on in the terms of reference; and third, the fact that the NRM and cartography were developed by different consultants that did not communicate or collaborate to ensure coherence between the documents. However, with regards to the development of other important documents, the PMU used its own time and expertise to complete some of the activities rather than hire external support (e.g., shelter procedures). Furthermore, many of the capacity-building activities were organized in complement of other events, to optimize the resources used, and five trainings were conducted instead of two. IOM often used its own resources, staff and training premises to provide trainings at the lowest costs.

### *Outcome 3*

- Most of the activities and results planned under this outcome were delivered according to plan, within the anticipated budget. Due to the COVID-19 pandemic, the sensitization campaign in the region of Zinder could not be completed. However, the PMU proposed alternatives that contributed to leveraging existing resources, and effectively raise awareness of the phenomenon in Niger. Discussions with IOM staff also demonstrated the extent of the financial monitoring exercised with the partner.

### *Conclusion regarding the efficiency of the intervention:*

- For the most part, the evaluator has found that the resources used have been adequately converted into results. This is due to the flexibility and diligent management strategies adopted by the PMU throughout the duration of the project period.
- Narrative reports show that the progress on activities was not linear and that some key activities were not delivered according to the schedule. In fact, many if not most activities were delayed, and two no-costs extensions were required to achieve the expected results.
- The lack of financial resources on the part of the state, and expectations of partners regarding financial compensations from IOM, affected the delivery of project activities.
- Financial monitoring effectively safeguarded project assets and resources.



## 5.5 Impact

*Impact assesses the positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally.*

*What are the positive / negative and intended / unintended effects of the project?*

### *Outcome 1*

- The positive effects of the activities implemented under outcome 1 are that VOTs in Niger have received assistance and protection upon return in their communities of origin. Despite the difficulties, the State of Niger now operates a shelter for VOTs in a region that is strategically central in the fight against TiP. Moreover, the functioning of the shelter management committee has generated a fruitful collaboration with other key state partners involved in the protection of vulnerable migrants and children.
- JTIP 2020 reports recognize the progress made with the opening of the shelter in Zinder, but states that *“victim protection services remained unavailable for many victims”*. Among other things, the report underlines the limited resources available to assist victims, which further reduces the Government’s investigation and prosecution capacities. Access to justice continues to be an important area of work, to inform VoTs about their legal rights, and guide them through the steps required to seek punitive action against their traffickers.
- Interviews with beneficiaries who received reintegration assistance through the IOM sub-office in Zinder provide a glimpse of the profound impact the reintegration project has on the trajectories of migrants who return in their communities of origin.
- The reintegration assistant involved worked closely with the beneficiaries and their families to develop reintegration plans that would sustainably help support the family, but primarily benefit the young females assisted. His understanding of the local markets and realities, his acute skills deciphering family dynamics and power structures, and his knowledge of *Do no harm* principles, positively influenced the process of development of the reintegration plans. In the three interviews conducted with VOTs who received reintegration assistance in Zinder, it was apparent that a trusting relationship had developed between the IOM staff and the beneficiaries, and that the IOM staff involved were personally invested in the success of the families and individuals they had assisted.
- One point that was unequivocal in the meetings with reintegration beneficiaries is that the community very much envied the assistance they had received, which is equivalent to 1,500 USD. All three beneficiaries met during the evaluation mentioned that community members visited the family and congratulated them on their new acquisition. Despite the largely positive impact of reintegration activities, it is clear that erroneous community perceptions constitute unintended negative effects of reintegration assistance.
- One limitation in the impact of the reintegration assistance pertains to the fact that the reintegration unit it not always informed that beneficiaries were VOTs, as the divulgation of this information is only made to trained staff. In some countries of return, reintegration staff also have a protection function, which can facilitate a more adapted approach to reintegration. In the perspective of the evaluator, and based on the impact the reintegration staff can have on the overall return and reintegration experience of VOTs, it would be relevant to involve protection staff in the reintegration pathways of returnees, when the reintegration staff is not trained, if only to speed up the delivery of the reintegration assistance upon return, and help the person connect with other partners to be able to access specialized support and resources if they need it.

## Outcome 2

- JTIP 2020 reports states that the Government of Niger “*is making significant efforts*” to fight against TiP, notably through increased identification capacities. The report also highlights prosecution of cases and increased budget for CNLTP and ANLTP/TIM. However, the report deplors gaps in the dissemination and implementation of the NRM.<sup>29</sup>
- Nevertheless, front-line workers trained during the project indicated that they were now much more comfortable discussing issue of TiP with migrants in transit in Niger, and that they had modified the way they conduct interviews with migrants since the training. That provided an opportunity to hear from the perspectives of many partners concerned by TiP, and that referrals had increased in recent years. MobComs work a lot with a lot of diasporas in Niger, and these associations also started referring possible VOTs to IOM. The flyers distributed are helping stakeholders to reach out, sometimes many months after they were in contact. MobComs also indicated that there are periods in time (e.g., festivals) when TiP stakeholders should be more visible.
- One positive effect of the work with the ANLTP/TIM pertains to the agency’s increased awareness of the rights of migrants and vulnerable children, and their ability to mainstream topics related to human rights in the training and consultations that they organize with key stakeholders, notably police and defence forces. Among all of the other factors that likely contributed to this outcome, the evaluator notes that the activities conducted as part of outcome 2 appear to produce encouraging effects on the capacities of stakeholders to safeguards the rights and dignity of VOTs and potential VOTs in Niger. This appears particularly important given the fact that this project has primarily involved actors of the judicial systems, rather than social protection agencies.
- Due to the prevalence of the “Kantche phenomenon” in the region of Zinder, the evaluator has observed prominent detection of groups comprised of older women travelling with younger children. The profiles of the VOTs or suspected VOTs assisted in the shelter in Zinder tend to support this assertion, with the exception of the first group of VOTs assisted, who had been intercepted in Nigeria, on their way to Saudi Arabia.
- The capacity of the Nigerien stakeholders to detect possible cases of human trafficking beyond these very « visible » might require additional capacity building and external support. To maximise the impact of the TiP measures, the state of Niger and the actors engaged in the penal chain will have to develop strategies to focus on organized criminal groups, rather than marginalized women and children on the move. As noted in the 2020 JTIP report, observers report that “*Nigerien trafficking networks became more sophisticated over the course of 2019 in response to increased government enforcement efforts as well as rising instability motivating individuals to migrate irregularly*”.<sup>30</sup>
- For any assistance provided in relation to forced returns, ensure that measures are also taken with the aim of furthering respect for the rights of individuals subject to returns which are not in line with international standards, such as advocacy and capacity-building on human rights. Advocacy for returns in line with international standards does not have to be taken only at the local level but assistance and support from HQ and RO should also be provided. Continue to ensure that the methods used to discouraging individuals from migrating are empowering migrants to make informed choices rather than trying to limit their freedom of movement.

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<sup>29</sup> Increased funding to the CNLTP and ANLTP/TIM from 73.5 million FCFA (\$126,290 USD) in 2018 to 117 million FCFA (\$201,030 USD) in 2019.

<sup>30</sup> See JTIP 2020 Report.

### *Outcome 3*

- Sensitization activities are estimated to have reached over 2 million Nigeriens in all regions of Niger, although the actual impact of these activities is difficult to verify. Televised debates covered important topics including sexual exploitation, domestic labour exploitation, exploitation into forced begging of women and children, caring for victims of trafficking, forced child labour and traditional forms of slavery.
- In the JTIP 2020 report, prevention strategies including tackling sensitive cultural topics (e.g., forced marriage, role of Quranic schools and traditional chiefs in hereditary slavery practices and the enslavement of children) is identified as an important step in the context of Niger. However, as observed by some key informants, sensitization on sensitive topics will always lead to *“some people who understand, and some who don’t”*.
- Ways to ensure that the messaging is well adapted include involving local stakeholders in the delivery and using illustrative examples that will speak to the target audience.
- The presence and engagement of high-profile state officials, such as the Minister of Justice, contributes to increasing the impact of the media campaigns. To support the planning of the Day against trafficking in persons in Niger, and take advantage of this event to maximise the impact of the activities, appears as a judicious choice by the PMU.
- The printing of informational materials to be distributed by key front-line workers is also an effective way to reach out to migrants who could hesitate to speak at first, but eventually decide to contact the IOM to seek assistance or discuss a situation.
- Many of the recommendations formulated as part of the 2020 JTIP Report demonstrate that the needs addressed through the project remain important priorities. As such the report proposes to expand awareness of TiP throughout the country and enhance the ability of community members to identify and report to law enforcement officers.

### *Conclusions regarding the impact of the project:*

- The impact of the assistance provided to beneficiaries in the shelter and/or reintegration was direct and tangible. As outlined by some of the young VOTs assisted in the region of Zinder, the reintegration assistance provided had a profound impact on their perspectives for the future, their impetus to migrate again, and the livelihood of the whole family unit.
- The extent of the impact of capacity-building and sensitization activities was more diffuse and challenging to measure at the time of the evaluation, because important milestones, such as the formal launch of the NRM, were achieved towards the end of the project. This left little time to collect data, or correlate results with ongoing changes and trends.
- Primary and secondary data reviewed as part of the evaluation indicate that the project positively contributed to the fight against TiP in Niger. However, the project being part of a wide ensemble of TiP and protection project, it is difficult to assess its specific impact.
- The evaluator found that the project activities fostered a critical analysis of the impacts of TiP policies and responses by state partners and others. For instance, the impact of the new laws to combat migrant smuggling, and the increased vulnerability of people on the move, were discussed at length in trainings. As such, the evaluation concludes that the stakeholders involved in the project were provided with many opportunities to reflect on the positive and negative impacts of their respective work in this thematic field.

## 5.6 Sustainability

*Sustainability refers to the durability of the project's results or the continuation of the project's benefits once external support ceases.*

*Is the project supported by local institutions and integrated into local social structures?*

- The project proposal states that “the sustainability of the project will be ensured through the involvement of beneficiaries, including central and local authorities as well as population, in the development of the proposed activities [...] and that sustainability will also be ensured through the training on the [NRM], which will allow trainees to train governmental officials and stakeholders beyond the end of the project”.
- The team that developed the proposal mentioned they had learned important lessons on the participation of state partners during the implementation of the Canadian project that funded the construction of the shelter in 2016. Hence, the ANLTP/TIM was engaged in the writing of the JTIP proposal, and the design of the project fostered co-development at all steps of the process. This contributed to increasing the ownership by the partner.
- As the Deputy Secretary General of the Ministry of Justice pointed during a visit of the shelter in 2017, right before the launch of the JTIP project: *“IOM will accompany the center for a certain period of time [but] everything must be done so that after the withdrawal of this institution, the center can continue to function normally”*. This was supported by the IOM Project Manager, who said: *“The shelter has the potential to significantly improve assistance to VOTs in the future, but this can only happen with continuous support from the ANLTP/TIM and other state partners, notably the MPEPF and the Ministry of Health”*.<sup>31</sup>
- As highlighted throughout the analysis conducted for this evaluation, coherent, open and collaborative relationships between ANLTP/TIM and MPFPE/DRPE are essential in the provision of effective protection services, especially in the region of Zinder, because the DRPE is in a position to refer VOTs to the ANLTP/TIM, who in return, supported the DRPE by providing shelter to over 200 unaccompanied children, when it became clear that the welcoming structure of the DRPE in Zinder, which relies on families, would not suffice.
- The fact that the project supported the functioning of the DRPE Child Protection Committees also fostered the interconnectedness between the ANLTP/TIM and the DRPE. Another example of the growing integration of local structures pertains to the Village Committees supported by the DRPE. During the evaluation, these local structures created to facilitate access to communities at risks, and leverage the leadership and capacities of local and traditional authorities, were mentioned many times as potential structure to use, by the ANLTP/TIM, to continue its awareness raising activities. While the Village Committees have not been used by the ANLTP/TIM at the time of the evaluation, the fact that the DRPE offered to use its structures a positive indication of the durable relations the two ministries have developed in recent years. Similarly, at the time of the evaluation, the new Director General of the ANLTP/TIM had started attending the meeting of the sub-group on protection of children and migration, which is chaired by the MPFPE/DRPE.
- On the other hand, the reintegration of VOTs in their communities illustrates some of the gaps that remain in connecting the initiative and its objectives to local social and cultural structures. Based on the documents reviewed, there is little evidence of outreach to other NGOs and local associations who could provide long-term assistance to VOTs assisted by the ANLTP/TIM following return in the communities.

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<sup>31</sup> Both citations are taken from the report of the visit of the shelter in Zinder produced by the ANLTP in 2017.

*Do the project partners have sufficient capacity (technical, financial, managerial) to continue to provide the benefits / services of the project?*

- With respect to the sustainability of the Zinder shelter, the local government provides support in the form of a lot for the building, and the State of Niger covers a number of the shelter running costs (e.g., electricity, water, security). In addition, staff have been assigned by a number of ministries, including social workers from the Ministry of Justice and the MPEPF, and nurses from the Ministry of Health. This demonstrates the level of ownership that the partners have towards the shelter. However, interviews with key stakeholders reveal that some of the staff assigned to the shelter have not received compensation for their work. While the State of Niger has progressively directed more financial resources to the project and its activities, the gaps pose risks to the capacities of the state to remain fully engaged after the project closure. This issue was raised several times, with state officials acknowledging that the state had not allocated the resources required to fulfil its role as part of the project, which impacted the “motivation” of key stakeholders. For instance, the shelter management committee never met between March and November 2020. Committee members invoked COVID-19, but the financial aspects appear to explain, at least in part, the committee’s dysfunction. This raises concerns on the capacity of the state to maintain the shelter operational in the long-term.
- IOM and the ANLTP/TIM have explored several options to be able to achieve activity 1.2 and build a shelter in Niamey. However, “*in view of the low sustainability*” of the options presented by the ANLTP/TIM and the absence of earmarked resources for the shelter in the budget allocation of the Ministry of Justice, IOM decided to focus on strengthening the shelter in Zinder, with the assumption that it would “*form a solid basis to advocate for the allocation of a building in Niamey and the inclusion of the running of a second shelter in the annual budget of the Ministry of Justice*”. In the perspective of the evaluator, the decision to consolidate the shelter in Zinder and ensure its sustainability over time were well advised to ensure an optimal outcome with the resources available for the project. This decision was also received positively by the donor.
- As discussed in the section on efficiency, IOM was able to compensate for the delays and limitations experienced during delivery by using its own resources and capacities. This was observed in relation to the assistance for VOTs in Niamey, and to the development of materials (e.g., shelter procedures; information flyers on TiP). This helped IOM ensure that project outputs were achieved whenever possible. However, in view of the sustainability of the project, this strategy might have limited the strengthening of capacities. Similarly, with regards to outcome 2 and the NRM, the idea to train the trainers would have reinforced the capacities of the state partners to continue beyond the project period.
- Based on interviews with key informants and documents reviewed, the ANLTP/TIM has not taken the full ownership of the project activities, especially in regard to awareness-raising. The Agency has relied on IOM to do much of the administrative work required. This is a tension that would need to be addressed in future projects, if IOM wants to demonstrate greater capacities of its partners, and if the partners want greater autonomy in the management of the financial and material aspects of the project.
- The evaluator found that some key resources to support the transition from IOM to ANLTP/TIM were not available in project documents. For instance, the ANRAZ final evaluation report had clearly highlighted the importance of facilitating the handover process of capacity-building project through “exit strategies” or “critical paths”. In the absence of such strategies, it is difficult to conceive a scenario where ANLTP/TIM would be able to take the responsibility over all of the activities promoted through this project.

### *Will the benefits of the project continue after the end of the project?*

- The shelter is now a formal structure of the state, that will likely continue to operate and provide assistance to VOTs in the region of Zinder in the future. Now that it is operational, the shelter it is one of ANLTP/TIM's "*biggest achievements*".<sup>32</sup>
- The NRM is a comprehensive and nationally-validated document that has been designed to provide guidance, without needing to be updated – unlike the cartography, which provides a helpful map of TiP stakeholders, but will likely need regular updates in order to remain complete and accurate. Despite the validation workshops and the trainings delivered to well-selected state and non-state partners, the necessity to further disseminate the NRM in all sectors and regions of the country was raised by almost all of the key informants met. While it is not possible to determine whether this will continue after the end of the project, the training modules have been developed and will likely continue to be used.
- The feedback received from the capacity-building training indicate that the sessions were useful, but due to staff turnover, it is difficult to say if the trainings will have a durable impact on the partners' capacities. That being said, the evaluator observed many stakeholders that have been engaged in the project from the beginning to the end, which has contributed to increased institutional learning and professionalization of the ministries supported.
- It also transpires from the interviews conducted with key stakeholders, that the workshops organized in the framework of the NRM validation have galvanized the partners engaged and helped them work more closely together.
- For many stakeholders interviewed during the evaluation, the reintegration assistance provided to returnees, and sensitizations in the communities most at risks of migrating, remain two of the most important aspects affecting TiP in Niger. However, in light of the observations and findings of the current evaluation, the long-term continuation of these activities is unlikely unless the state partner secures another grant.

### *Conclusions regarding the sustainability of the project:*

- Overall, the new synergies and collaborations documented through the evaluation demonstrate that the project has fostered durable linkages with and between local partners and structures. This is particularly true in the region of Zinder.
- The ownership of the ANLTP/TIM on certain results, notably the establishment of the shelter in Zinder, reinforces the sustainability of the project results. The decisions made by the team with regards to the shelter in Niamey also support this aim.
- IOM has secured funds to continue to support the shelter in Zinder in 2021. However, at the time of the evaluation, there are no clear indications that additional resources will be assigned to the running of the shelter by the state of Niger.
- With regards to the NRM, the ownership by key stakeholders is not complete, and more efforts will be needed to support its effective and durable use over time.
- Reintegration assistance has long-term benefits for the beneficiaries. However, project partners did not explore how this form of assistance could continue beyond the project.
- Awareness raising activities will also be limited in the absence of new funding, but other community structures could offer effective avenues to sensitize the most vulnerable. Nevertheless, key stakeholders have identified a number of important actions to consider for the benefits to continue after the end of the project.

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<sup>32</sup> Statement of the Director General of the ANLTP during the Shelter opening ceremony, July 2019.

## 6. CASE STUDIES AND BEST PRACTICES

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As documented in the JTIP Trafficking in Persons Report 2020, undocumented sub-Saharan migrants are frequently exploited by human traffickers in Algeria. Unaccompanied women and women traveling with children are also at-risk to sex trafficking and forced domestic work. Based on information reported in the 2018 UNODC Global Report on TIP, criminal begging bring children from Niger to Algeria with the consent of their parents, and force them to beg for several months before returning them to their families in Niger.<sup>33</sup> Beyond gender, age and status, other risk factors affecting migrants' vulnerability to traffickers include the length of stay in transit and transit through Libya.<sup>34</sup> The following case studies provide insights into these stories and how the project contributes to protecting VOTs against exploitation.

### Case study 1 – Nigerien female from Magaria trafficked to Saudi Arabia through Nigeria

*In the fall of 2019, the first group of VOTs, comprised of 7 women between the age of 15-21, was assisted in the shelter in Zinder. The women had been intercepted at the International Airport of Katsina, in Nigeria, while travelling with fake passports, on their way to Saudi Arabia. The group has spent over a month, locked in a house in Nigeria, while waiting departure. Upon being identified and referred to the Nigerien police, the 7 VOTs were transported to Zinder, and assisted in the shelter for VOTs managed by the ANLTP/TIM. Six of the girls spent six nights at the shelter, and one spent eight nights. They all received food, NFI kits, medical (when needed) and psychosocial assistance. Their parents were contacted by the ANLTP/TIM, and travelled to Zinder to come pick them up. Parents were then sensitized on the risks of irregular migration and trafficking in persons. Five of these beneficiaries received reintegration assistance from IOM. Based on the socioeconomic evaluation of the households realized by the IOM reintegration assistant in Zinder, returns to the families were deemed safe. Interviews with the beneficiaries indicate that most knew the people they were going to meet upon arrival in Saudi Arabia. One of the young females met said her mother and her four sisters were already in Saudi Arabia, and that she would attempt to go again when provided with the opportunity, despite the risks and conditions in which they were held in Nigeria. The following is the story of Amina; the two other young females interviewed presented very similar profiles and post-reintegration stories.*

*Amina\*, 15 years old, has 12 siblings. Her dad works at the bus station; her mom imports condiments from Nigeria that she sells in Niger. It was the second time Amina was taken to Nigeria to travel to the Mecca, and the second time she was getting caught, both times with the same trafficker, a man from her village. The first time she wanted to go; the second time she did not want to go. Two months had elapsed since she had received her reintegration assistance upon the interview with the evaluator. Of her stay in the centre, Amina said she felt secure and that the assistance was good. However, she said nobody explained what trafficking in persons is. For her reintegration assistance, Amina elected to split the package between sheep to expand the family flock, and clothing for resale. Amina had initially refused to go back to school, despite the encouragements of the reintegration assistant. However, upon meeting with the evaluator, she declared she was back in school and wanted to finish middle school. One interesting fact about the family of Amina, is that her dad works in the Magaria bus station, which is an important corridor between Niger and Nigeria. Based on the sensitization he received when his daughter was returned to Niger, he is now well aware of trafficking activities at his workplace, and has even raised the topic with the bus drivers' union.*

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<sup>33</sup> UNODC - Report Global Report on Trafficking in Persons (2018), p.72

<sup>34</sup> IOM - Migrant Vulnerability to Human Trafficking and Exploitation (2017)

VOTs need assistance upon returning from Algeria and Libya and other countries in the region (Benin, Burkina Faso, Ghana, Nigeria, Tunisia, Sudan) and beyond (Kuwait, Saudi Arabia).

While forced begging is well documented in the context of Niger, other forms of exploitation include abuse by militias and armed groups in Libya and Nigeria; forced marriage; and free labour based on intricate debt-based coercion schemes. As both a major transit country in the region, and also a country of return for thousands of people having stayed in Algeria and Libya for extended periods, Niger is very much at the forefront of the global fight against trafficking in persons. During the field visits done as part of the present evaluation, the evaluator was able to observe and meet victims of trafficking that had been assisted by the project.

### **Case study 2 – Nigerien children from Kantche transported to Diffa for begging**

*Between the opening of the Centre in July 2019 and the site visits of the evaluator in November 2020, 33 minors VoTs intercepted en route to Agadez and referred to the Zinder shelter by the DRPE. Another group of 13 vulnerable migrants identified in the Tahoua Region, and transferred to the Zinder shelter. All were intercepted on their way to Algeria to beg for money and were originally from the Zinder region. No VOTs were projected to be at the shelter during the evaluation field visits. However, on the second day of the visit, a group of 27 VOTs arrived at the centre. These mostly consisted of young children, accompanied by a group of 6-7 women. Based on the statistics collected thus far with regards to the people assisted in the shelter, this group presented a “typical” profile of VOTs in the region. What was striking, during the visit, was the level of anxiety of the kids upon their arrival at the shelter, as most of the adults travelling with them were still being held at the Zinder court of justice.*

*The observation visit done the next day provided a glimpse into the morale of the group, which seemed much better as some of the adults had returned to the shelter. Moreover, the group had had food, assistance and a night of sleep. As a result, they appeared a lot less distressed. During this second visit at the shelter, the evaluator also witnessed the distribution of the NFI kits, and the coordination among state partners. Based on the information collected by the social workers at the centre, the group was headed to Diffa, in Niger. Kids, as well as adults, were going to beg or find off jobs such as domestic work. Following their apprehension and return to Zinder, some of the adults might be prosecuted. At the time of the last visits in the shelter, the evaluator could witness the discussions taking place between IOM and the shelter manager regarding family reunification and reintegration. ANLTP/TIM was preparing for the return of the group to their village, in the Department of Matameye. The project being almost finalized, no reintegration assistance was provided to these returnees.*

A few **lessons learned and good practices** are identified below, as they present the potential to improve future project design and delivery. These examples have been selected because they echo some of the conclusions of this evaluation, or demonstrate learnings and adaptations that proved successful in the experience of IOM Niger.

- In relation to capacity-building and working with state partners, the UNODC’s GLO.ACT project highlighted a number of important learnings in the conduct of complex CT initiatives. Notably, the community of practice set up by the project across 13 countries, including Niger, emphasized the importance of inter-sectional committees with governmental and non-governmental members, to improve project governance.<sup>35</sup>

<sup>35</sup> UNODC, GLO.ACT Community of practice workshop – Peer to peer exchange (2019). [Available online](#).



- As part of the launch of the new *Handbook on the protection and assistance to migrants vulnerable to violence, exploitation and abuse*, IOM thematic experts indicated that in addition to supporting the development of practical guidance on the development and implementation of referral mechanisms, CT projects aiming at strengthening governmental capacities should provide practical guidance on assessing the need for response, the most appropriate responses, the planning processes and the budgeting.
- In the context of the project being evaluated, one promising practice to foster collaboration among key partners was to use unspent funds to re-dynamize structures managed by other state actors than the main state partner. By supporting Protection Committee meetings, which are led by the MPFPE/DRPE and include the ANLTP/TIM, IOM effectively contributed to bringing closer these two agencies and fostering an interdisciplinary approach in the implementation of project activities.
- Partnerships for skills development and economic empowerment of VOTs can be inspiring and contribute to decrease the gap observed between direct assistance provided in shelters, and reintegration assistance provided upon return. Instead of targeting mostly third-country nationals with reintegration assistance, IOM could work with partners to support livelihood initiatives in the communities of return of VOTs.
- With regards to reintegration, another interesting practice identified in the conclusions of the Operationalizing and Integrated Approach to Reintegration (ORION) project is the critical role played by reintegration mentors in the communities of return. IOM recognizes that a holistic, needs-based approach to reintegration needs to respond to the economic, social and psychosocial needs of returnees, while also benefitting communities of origin and addressing structural challenges to reintegration. Such approach could prove relevant to reduce migrations of people at risk.<sup>36</sup>
- With regards to sensitization, IOM's Project X provides a comprehensive list of promising practices specific to CT. Many of the lessons learned from experience discussed on the platform pertain to the direct participation, and leadership, of communities in designing effective sensitization activities. IOM's migrants as messengers' campaign is a good example to draw upon, as youth and women who became victims of trafficking can deliver powerful messages about the risks of irregular migrations in the region.
- Another promising practice observed during the evaluation pertains to the community approach developed by the MPFPE/DRPE to raise awareness in target communities. By creating a network of village committees that can effectively pass on information, the MPFPE/DRPE has a durable footprint to ensure community awareness. During the field visits of the evaluator, representatives of the MPFPE/DRPE in Zinder and in Niamey offered that the ANLTP/TIM use the village committees for their awareness objectives. In view of the close linkages between the issues the two ministries tackle in their sensitization initiatives, this would be a positive development.
- Finally, in light of its commitment towards *Accountability to affected populations (AAP)* principles, IOM has developed three toolkits to assist project staff in developing effective AAP mechanisms. The need to inform the local population and beneficiaries about project activities, and involve them in other aspects of the programming, is a practice that can help mitigate the risks of negative leverage from local authorities, and increase access to information and transparency. Mainstreaming AAP in programming is therefore a practice that deserves more attention, and can be promoted by IOM when working with state partners delivering direct assistance.

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<sup>36</sup> GMDAC edited volume, *Migration in West and North Africa and across the Mediterranean: Trends, Risks, Development, Governance*. Chapter 29 : Approach to reintegration (ORION). [Available online](#).

## 7. RECOMMENDATIONS

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### Recommendations to IOM Niger:

1. During the project design phase, actively engage state partners in the development of the proposal, workplan, and budget, and strengthen the results matrix by including qualitative indicators for the outcomes. Furthermore, plan mitigation measures to avoid delays in delivery, and develop a formal accountability framework for project partners. Finally, integrate a sustainability strategy/handover as integral parts of the project workplan.
2. During the implementation phase, prioritize activities and methodologies designed to capacitate the partners durably. To ensure that key deliverables are maintained on track, and key mechanisms, such as the committees, continue to perform as planned, consider deploying a technical advisor or a liaison officer to provide ongoing support and monitoring. Finally, maintain full oversight of financial monitoring and expenditures, and support state partners in acquiring accounting, monitoring and project management capacities.
3. Discuss with other partners the necessity to respect existing compensation grids, and communicate these guidelines to the state partners prior to the start of the project. Ensure that compensations are understood, by transparently divulging the information prior to the project start, and integrating it as part of the project budget and accountability framework.
4. To strengthen project's governance and root it into local structures, support multi-stakeholders/multi-disciplinary governance models (e.g., mixed committees with state and non-state members, representatives of various NGOs and groups including vulnerable and at-risks persons). Similarly, privilege community-led sensitization approaches.
5. Adopt a more holistic approach regarding direct assistance and reintegration assistance within projects, to provide a continuum of services to VOTs who return to the region Zinder. Consider working with communities most at risks, as well as humanitarian and relief partners present in those communities, to develop livelihood projects that will help VOTs return with dignity, and stabilize communities by offering viable alternatives to migration.

### Recommendations to ANLTP/TIM:

6. Acknowledge the synergies between projects implemented by different partners (e.g., IOM, UNODC, UNICEF and others) and proactively divulgate information regarding projects supporting the ANLTP/TIM to avoid duplications, surprises, or confusion among partners.
7. Assign adequate human resources to the implementation of project activities to ensure that results are delivered. For instance, ensure that the committees set-up are functioning and provide the level of oversight for which they were created. Should concerns emerge regarding the capacity of the Agency to deliver on simultaneous projects, discuss these concerns with partners to rapidly adapt the workplan or obtain additional support.
8. Prioritize community-led awareness raising activities, and if possible, use the DRPE village committee structure to conduct sensitization campaigns and activities in the future.
9. Inform IOM and other partners of the resource mobilization efforts made to achieve the objectives of the National Action Plan against trafficking in persons, and ensure that the lessons learned during the implementation of the 2014-2018 National Action Plan are well integrated into the planning of the next Plan.

## **8. ANNEXES**

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Annex 1. Terms of Reference for the Final Evaluation

Annex 2. Agenda of the Field Mission

Annex 3. List of Documents Reviewed

Annex 4. Evaluation Matrix

**Final Evaluation of project CT.1150 « Enhancing capacities to fight trafficking in persons in Niger ».**

**TERMS OF REFERENCE**

**I. Background and justification**

IOM Niger, with the technical and financial support of the Department of State of the United States of America, provides support to the Nigerien authorities to strengthen the national framework on countering human trafficking and assist its victims through the implementation of a project entitled: " Enhancing capacities to fight trafficking in persons in Niger".

This project was carried out from February 2018 to November 2020 with three objectives:

- Improve the accessibility and offer of comprehensive services for victims of trafficking
- Strengthen the legal institutional framework for combating human trafficking
- Contribute to awareness raising on human trafficking and risk factors among target vulnerable populations

The implementation enabled the following major achievements:

- Develop the legal framework for the creation and operation of shelters for VoTs in Niger
- Open the first state center (managed by ANLTP / TIM) for the care of VoTs in Zinder, Niger
- Direct assistance to victims of trafficking in Niger
- Carry out a national mapping of Actors in the Fight against Human Trafficking
- Write and adopt a National Referral Mechanism for the care of victims of trafficking in Niger
- Train field agents on the referral mechanism and its operationalization
- Sensitize population and leaders in key rural areas on the risks of human trafficking

As the project is coming to an end on 30th November 2020, and having completed several of its objectives, it is essential that its implementation is reviewed and evaluated.

**II. Objectives**

The general objective of this internal evaluation is to assess the progress of the project towards achieving its objectives and expected results in terms of support to the Government of Niger in the strengthening the national institutional framework for identification and assistance to victims, as well as awareness of the general population to the risks of human trafficking.

On the one hand, the evaluation shall inform an internal audience - IOM country office team, specialized units of regional and global IOM offices - so that the lessons learned and recognized good practices are internalized and benefits implementation of future responses. On the other hand, the evaluation will offer the donor an overall analysis of the impact of the project at the end of its implementation. Specifically, the evaluation shall:

- 1) Review the activities implemented, the results obtained and the progresses made
- 2) Analyze the progresses of the project to achieve the objectives, results and outcomes, as indicated in the logical framework;
- 3) Highlight the added value of the activities delivered during the project;
- 4) Highlight lessons learned and recommendations for further activities;
- 5) 5) Measure the effectiveness of project management systems and tools (M&E protocols and frameworks),
- 6) 6) Identify gaps and related recommendations.
- 7)
- 8)

### III. Evaluation Scope

The final evaluation will take place in Niamey and Zinder to reach as many key partners and beneficiaries as possible. In Niamey, the evaluation will focus on institutional beneficiaries at the national level, while in the Zinder region, the evaluation will seek to measure the impact of the intervention on the ground, in particular by visiting the center for victims of trafficking, the municipalities sensitized, and the victims having benefitted from reintegration under this project. It is to note that due to the global situation of COVID19 pandemic, remote interview solutions may become more prominent in the evaluation methodology than initially anticipated.

### IV. Evaluation Criteria

<b>Relevance</b>	<ul style="list-style-type: none"> <li>• <i>Are the activities and products of the project compatible with the desired outcomes and objective?</i></li> <li>• <i>Does the project still meet the needs of the beneficiaries of the project?</i></li> <li>• <i>Does the project align with and contribute to national strategies?</i></li> <li>• <i>To what extent have the benefits been adapted to local needs?</i></li> <li>• <i>To what extent have local stakeholders and beneficiaries been consulted and involved in the implementation of activities, so as to improve ownership, accountability and efficiency?</i></li> </ul>
<b>Coherence</b>	<ul style="list-style-type: none"> <li>• <i>To what extent does the project create synergies and links between other interventions implemented by IOM in the same thematic area;</i></li> <li>• <i>To what extent are the project interventions aligned with SDG target 10.7, the Global Compact for Migration and other relevant human rights treaties?</i></li> <li>• <i>To what extent does the project create synergies and linkages between government and the donor community interventions in the same thematic area?</i></li> </ul>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>• <i>Were the outputs and outcomes of the project achieved in accordance with established plans?</i></li> <li>• <i>Are the targeted beneficiaries satisfied with the services provided?</i></li> <li>• <i>What are the main factors influencing the achievement of the expected results of the project?</i></li> <li>• <i>To what extent has the project adapted or can it adapt to the changing external situation to ensure that direct effects are obtained?</i></li> <li>• <i>Have the expected results in the project document had unintended positive effects? To what extent have these effects contributed to the results obtained and the services / goods provided?</i></li> </ul>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>• <i>Did the project implementation strategy demonstrate increased efficiency compared to other implementation strategies?</i></li> <li>• <i>To what extent have resources (funds, technical skills and time) been converted into results?</i></li> <li>• <i>To what extent were activities carried out as planned?</i></li> <li>•</li> </ul>
<b>Impact</b>	<ul style="list-style-type: none"> <li>• <i>What are the positive / negative and intended / unintended effects of the project?</i></li> <li>• <i>Does the impact come from project activities, external factors, or both?</i></li> <li>• <i>Were measures taken in a timely manner under the project to mitigate any unintended negative effects?</i></li> </ul>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>• <i>Will the benefits of the project continue after the end of the project?</i></li> <li>• <i>Is the project supported by local institutions and well integrated into local social and cultural structures?</i></li> <li>• <i>To what extent is the project anchored in institutional structures likely to remain in place once the activities are completed?</i></li> <li>• <i>Do the project partners have sufficient capacity (technically, financially and in terms of management) to continue to provide the benefits / services of the project?</i></li> </ul>

## V. Methodology

The methodology will include carrying out an exhaustive review of the available documentation, collecting data by means of interviews with key project partners in consultation with the project manager and carrying out field visits. Project documents and reports will be made available to the evaluator. These documents will include correspondence with the Government and partners involved. Following receipt of the project documents and in coordination with the Project team, the evaluator will develop a detailed methodology for the evaluation, including quantitative and qualitative tools. The data collection tools will be chosen according to the specific needs of the project, and on the basis of available resources. The evaluation process will be carried out in accordance with the IOM's personal data protection principles.

The methodology will include:

- Review and analysis of the project proposal, reports and standard operating procedures;
- Discussions and interviews with project teams;
- Key informant interviews with government and donor officials;
- Workshops / Focus group with the participation of beneficiaries of project activities.

With the support of IOM Niger, all the actors who were involved in the project will be met. The logistical arrangements will be handled by the project team in the following steps.

Task	Activities
<b>Desk review</b>	<ul style="list-style-type: none"> <li>• Review project documents, including narrative proposal and quarterly reports.</li> <li>• Develop an evaluation matrix with its questions</li> <li>• Data collection tools (questionnaires, guides, etc.)</li> <li>• Workplan</li> </ul>
<b>Stakeholder meetings in Niamey</b>	<ul style="list-style-type: none"> <li>• Discussions and interviews with the OIM Niger project team</li> <li>• Phone call with JTIP USA office</li> <li>• Meeting with the Embassy of the United States</li> <li>• Interview with the focal points of ANLTP / TIM, the Ministry for the Promotion of Women and Child Protection, the security forces, and foreign affairs;</li> <li>• Interviews with UNODC</li> <li>• Meeting with consultants for NRM and stakeholder mapping</li> <li>• Meeting with the IOM Niger protection team; meeting with the reintegration team, meeting with the MobComs team (to be confirmed)</li> <li>• Meeting with RMO</li> </ul>
<b>Field visit in Zinder</b>	<ul style="list-style-type: none"> <li>• Meeting with local authorities</li> <li>• Meeting with the ANLTP / TIM focal point in Zinder</li> <li>• Focus group discussion with the centre's management committee</li> <li>• Meeting with OIM Zinder</li> <li>• Visit of the center</li> <li>• Meeting with three reintegration beneficiaries</li> <li>• Monitoring of an awareness-raising activity in the Zinder region</li> </ul>

## VI. Expected Outcomes

The evaluation team will be responsible for producing the following deliverables:

1. An initial report detailing the evaluation approach, methodology, data collection tools, an evaluation timeline and a discussion of its limitations, due before the field missions.
2. A draft of the evaluation report (following the IOM model) including the results of the evaluation, its conclusions and recommendations. IOM project management will provide feedback on the draft report five business days after submission. The draft assessment report is due four weeks after the end of data collection.
3. A final evaluation report and an evaluation brief, due four weeks after the field mission.

## VII. Schedule

This schedule is indicative of the distribution of working time and will be finalized after consulting the stakeholders regarding their availability. The evaluator will regularly update the project manager on the progress of the evaluation report.

### JTIP Evaluation Calendar

ACTIVITY	N. days	RESPONSIBILITY	DUE DATE (S)
Launch of the evaluation	1	PM/Team	November 1, 2020
Sharing of the project documents	1	PM/Team	November 1, 2020
Desk Review	2	Evaluator	November 6, 2020
Sharing the inception report	3	Evaluator	November 6, 2020
Planning of the field visit	2	PM/Team	November 6, 2020
Review/endorsement of the inception report	1	PM/Team	November 10, 2020
Field visit (Niamey)	3	Evaluator	November 15, 2020
Field visit (Zinder)	3	Evaluator	November 22, 2020
Restitution meeting	1	Evaluator	November 22, 2020
Sharing of the draft evaluation report	30	Evaluator	December 13, 2020
Review of the draft evaluation report	5	PM/Team	December 27, 2020
Sharing of the final report	5	Evaluator	January 10, 2021
Evaluation brief	1	Evaluator	January 10, 2021
Management response	1	PM/Team	TBD by the PM

The schedule is subject to slight modifications, based on the availability of the key informants to be met, and subject to discussion and agreements between the project team and the evaluator.

## VIII. Language

The evaluation is to be produced in English.

## IX. Budget

This evaluation is internal and does not require the recruitment of an external consultant. Only the per diems and transport costs relating to the evaluator's field visits from the Program Support unit of IOM Niger will be covered by the project.

## Annex 2. Agenda for the field mission

Date	Location	Agenda	Focal Point
		<b>NIAMEY</b>	
<b>12/11/20</b>	<i>IOM Annex 2 Meeting Room</i>	13:30 – 14:30 Meeting with the JTIP Project Manager and the Project Assistant	Eva Pons (PM) and Rahamatou Daouda (PA): 80 07 24 08
	<i>Tribunal de grande instance de Niamey</i>	15:00 – 16:00 Entretien avec le Consultant MNR	Procureur de la République de Niamey, M. Maman Sayabou Issa : 96 97 23 56
<b>13/11/2020</b>	<i>Office ANLTP/TIM</i>	10:00am – 11:00pm Rencontre avec l'ANLTP/TIM	Chef, Dpt Communications et relations publiques, Alhassane Hamidou Chef, Dpt Admin, formation et finance, Elhadji Ahma Idi Sanoussi : 96 89 73 14
	<i>Office ONUDC</i>	11:30am – 12:30pm Entretien avec ONUDC	National Project Officer, Maman Sadissou Laouali: 20 73 13 09 et Luigi Simone, Assistant Project
		<b>ZINDER</b>	
<b>17/11/2020</b>	<i>Pick Up At Airport</i>	15:00pm Pick up from Airport to Hotel	Moutari Maman: 92664944
	<i>IOM Zinder Office</i>	15:30pm Meeting with IOM Zinder HoSO & Protection Assistant	Mahamadou Halilou, Head of sub-office OIM Zinder and Ramatou Laouali, Protection Assistant: 80254216
	<i>Zinder Center VoTs</i>	16:00pm to 16:30pm Visit of the Center for VoTs with Center Manager	Abdoulaye Laouali: 96493287
	<i>ANLTP/TIM Regional Office</i>	16:30pm to 17:30pm Meeting with ANLTP/TIM focal points in Zinder	Procuror of the Republic in Zinder, Chaibou Moussa: 97009292, and ANLTP/TIM Regional Coordinator, Ousmane Moustapha: 90527674
<b>18/11/2020</b>	<i>Pick Up At Hotel</i>	8:30am	Driver
	<i>ANLTP/TIM Regional Office</i>	9:30am to 12:30pm Focus group discussion with the Center's Management Committee	ANLTP/TIM Regional Coordinator, Ousmane Moustapha: 90527674
	<i>IOM Office In Zinder</i>	15:00pm to 17:00 pm Meeting with the Senior Reintegration Assistant	Elvis Funui: 90728183
<b>19/11/2020</b>	<i>Pick Up At Hotel</i>	8:30am	Driver
	<i>IOM Office in Zinder</i>	9:30am to 15:30am Meeting with three reintegration beneficiaries	Anonymous beneficiaries Contact point: Ramatou Laouali, 80254216



	<i>IOM Office In Zinder</i>	16:00pm to 17:00pm Visit in the Center for VoTs following the arrival of 27 VoTs	Assistant to the Centre Manager, Boube: 96949093
<b>20/11/2020</b>	<i>Pick Up At Hotel</i>	8:30am	Driver
	<i>Zinder IOM Office</i>	09:00am to 09:30am Debriefing with Zinder HSO and the protection focal point	Mahamadou Halilou: 80727243
	<i>IOM Office In Zinder</i>	10:00am to 11:00am Visit in the Center for VoTs following the arrival of 27 VoTs	Assistant to the Centre Manager, Boube: 96949093
	Zinder Airport	As scheduled by UNHAS Departure to Niamey	Driver
		<b>NIAMEY</b>	
<b>23/11/2020</b>	<i>CNLPT/TIM</i>	12:30pm to 13:30pm Meeting with the CNLTP	Hamidou Moumouni, Président de la Commission Weila Iljuilas, Rapporteur de la Commission Ali Salifou Hadiza, Membre de la Commission
	<i>IOM Annex 2 Meeting Room</i>	14:30pm to 15:30pm Meeting with IOM Niger Reintegration team	Faizatou Idrissa Yaye, Assistante Réintégration, Bachir Fannami-Boulama, Assistant Réintégration, OIM Niger
<b>24/11/2020</b>	<i>MPFPE</i>	10:30am to 11:30am Meeting with the Child Protection and Trafficking Focal Point, Ministry of Promotion of Women Protection of Children	Aicha Ahmet, Directrice de la prévention et de la promotion des droits de l'enfant au MPFPE et Point Focal MPFPE
	<i>Phone (continued on 25<sup>th</sup>)</i>	14:30pm to 15:00pm Phone conversation with JTIP Grant Officer, U.S. Department of State	Melissa Verlaque, Program Advisor, JTIP
<b>25/11/2020</b>	<i>Phone</i>	14:00pm to 15:00pm Phone conversation with ONG AEFEN (MNR, Training)	Maiga Aissata, Directrice de l'ONG AEFEN
	<i>IOM Annex 2 Meeting Room</i>	17:00pm to 18:00pm Meeting with IOM Niger MobComs (training Niamey)	Nafissa Edmond et Ismael Yamdogou, MobComs + Abdoul Razak, Gestionnaire du BEO de Niamey
<b>27/11/2020</b>	<i>Phone</i>	13:00pm to 13:30 pm Phone conversation with former PM in Niger (now Regional Thematic Specialist for Migration Assistance)	Marine Buckenham, RTS Protection and MPA, IOM Regional Office in Dakar
<b>30/11/2020</b>	<i>IOM Annex 2 Meeting Room</i>	16:00pm to 17:00pm Meeting with IOM Niger SRMO	Victoria Sundukova, Senior Resource Management Officer, IOM Niger

	<i>Phone</i>	8.30am to 9.00am Meeting with IOM Niger MobComs (training Agadez)	Issoufou Ali, Mariam Ali, Magagi Amadou, Arahmat Abbo, Hubert Eminiké
	<i>Phone</i>	9.00am to 10.00am Meeting with Protection Officer IOM Agadez	Hawa Diallo, Protection Officer IOM Agadez
<b>02/12/2020</b>	<i>IOM Annex 2 Meeting Room</i>	15:00pm to 17:00pm Meeting with IOM JTIP Project Team in Niamey (PM + PA)	Eva Pons (PM) and Rahamatou Daouda (PA): 80 07 24 08

## Annex 3. List of documents reviewed

### General references and external sources

1. ANLTP/TIM - National Action Plan 2014-2018
2. ANLTP/TIM - Rapport sur la collecte des données sur la traite pour l'année 2018
3. ANLTP/TIM - Report of the visit to the Shelter in Zinder by the authorities (2019)
4. GITOC - The intersection of irregular migration and trafficking in West Africa and the Sahel (2020)
5. GMDAC Volume 9 - Chapter 15 - Vulnerability to Exploitation and Abuse (2020)
6. GMDAC Volume 9 - Chapter 29 - Reintegration Approach (ORION) (2020)
7. ICAT - 20th Anniversary of the Trafficking in Persons Protocol - Analytical Review (2020)
8. IOM - Introductory Guide on Anti-Trafficking in IDP Contexts (2020)
9. IOM - Mentoring Returnees - Study on Reintegration Outcomes through a Comparative Lense (2020)
10. IOM - Human Trafficking and Other Exploitative Practices — Analysis on Adults and Children (2017)
11. IOM, ANLTP/TIM - Rapport sur la situation des femmes dans la région d'Agadez (2017)
12. IOM, EU - Practical Guide on Existing Counter-Trafficking and Smuggling Mechanisms ECOWAS (2021, draft)
13. IOM, EU - Trafficking in Human beings in ACP countries (2018)
14. IOM, UNICEF - Harrowing Journeys - Children and youth on the move across the Mediterranean (2017)
15. IOM Niger - Des femmes et des enfants de Kantché sur la route de l'Algérie (2016)
16. IOM Niger - RT.1258 - MRRM II Evaluation Report (Nov 2019)
17. IOM Niger - RT.1410 - ANRAZ Evaluation Report (Sept 2019)
18. IOM Niger - RT.1410 - DANIDA Evaluation Report (Sept 2019)
19. JTIP - Functional Strategy (2020)
20. JTIP - Trafficking in Person Report (2020)
21. Niger - Politique Nationale sur les Migrations - Diagnostic (Mars 2020)
22. Niger - Stratégie de prévention de la migration à risque des enfants du Département de Kantche vers l'Algérie
23. MEDAM - The Political Economy of Migration Governance in Niger (2020)
24. MPFPE - UNICEF - OIM - POS Protection Enfants Migration (Ébauche en cours de validation)
25. OCHR - Human rights of migrants in Niger (2019)
26. UNODC Global Trafficking in Persons Report (2018)

### Project Documents

#### **Reports and proposal**

27. IOM Niger - CT.1150 - Interim Report 1 - Narrative (1 Jan 2018 - 31 Mar 2018)
28. IOM Niger - CT.1150 - Interim Report 2 - Narrative (1 Apr 2018 - 30 Jun 2018)
29. IOM Niger - CT.1150 - Interim Report 3 - Narrative (1 Jul 2018 - 30 Sept 2018)
30. IOM Niger - CT.1150 - Interim Report 4 - Narrative (1 Oct 2018 - 31 Dec 2018)
31. IOM Niger - CT.1150 - Interim Report 5 - Narrative (1 Jan 2019 - 31 Mar 2019)
32. IOM Niger - CT.1150 - Interim Report 6 - Narrative (1 Apr 2019 - 30 Jun 2019)
33. IOM Niger - CT.1150 - Interim Report 7 - Narrative (1 Jul 2019 - 30 Sept 2019)
34. IOM Niger - CT.1150 - Interim Report 8 - Narrative (1 Oct 2019 - 31 Dec 2019)
35. IOM Niger - CT.1150 - Interim Report 9 - Narrative (1 Jan 2020 - 31 March 2020)
36. IOM Niger - CT.1150 - Interim Report 10 - Narrative (1 April 2020 - 30 June 2020)
37. IOM Niger - CT.1150 - Interim Report 11 - Narrative (1 July 2020 - 30 Sept 2020)
38. IOM Niger - CT.1150 - Project Proposal – Budget
39. IOM Niger - CT.1150 - Project Proposal – Narrative
40. IOM Niger - CT.1150 - Project Proposal - Performance Indicators
41. IOM Niger - CT.1150 – Project Workplan 2020

### **O1. Shelter in Zinder and direct assistance**

42. IOM Niger - CT.1150 - Arrêté 0034 - Création du Centre de Zinder (Mars 2019)
43. IOM Niger - CT.1150 - Décret 220618 - Création du Centre de Zinder (Juin 2018)
44. IOM Niger - CT.1150 - Lettre MJ audience et centre (Mai 2018)
45. IOM Niger - CT.1150 - Rapport de formation protection (Juillet 2019)
46. IOM Niger - CT.1150 - Rapport de visite terrain PM à Zinder (6-12 March 2020)
47. IOM Niger - CT.1150 - Rapport réunion - Gestion du Centre Zinder (Mars 2020)
48. IOM Niger - CT.1150 - Règlement Interne du Centre de Zinder (EN)
49. IOM Niger - CT.1150 - Règlement Interne du Centre de Zinder (FR)
50. IOM Niger - CT.1150 - Réintégration - Formulaire Évaluation Socioéconomique

### **O2. National Referral Mechanism (NRM) and related cartography**

51. IOM Niger - CT.1150 - Atelier de validation – Agenda
52. IOM Niger - CT.1150 - Atelier de validation - Participants
53. IOM Niger - CT.1150 - Atelier de validation - Rapport (Décembre 2019)
54. IOM Niger - CT.1150 - Cartographie des acteurs de la traite des personnes au Niger (2019)
55. IOM Niger - CT.1150 - Mécanisme de référencement national (2019)
56. IOM Niger - CT.1150 - Rapport de formation à Agadez (Août 2020)
57. IOM Niger - CT.1150 - Rapport de formation à Niamey (Septembre 2020)
58. IOM Niger - CT.1150 - Rapport de formation à Zinder (Octobre 2020)

### **O2. Content of NRM and Protection Trainings**

59. IOM Niger - CT.1150 - Agenda formation personnel centre Zinder - Interne
60. IOM Niger - CT.1150 - Étude de cas - Évaluation besoins – Fatouma
61. IOM Niger - CT.1150 - Exemples de scénarios à développer
62. IOM Niger - CT.1150 - Exercice confidentialité, Zeinabou et Aziz
63. IOM Niger - CT.1150 - Jeux de rôle victimes
64. IOM Niger - CT.1150 - Section 1 - Introduction à la traite et types de traites
65. IOM Niger - CT.1150 - Section 2 - Cadre juridique interne
66. IOM Niger - CT.1150 - Section 3 - sécurité éthique professionnalisme
67. IOM Niger - CT.1150 - Section 5 Techniques d'entretien
68. IOM Niger - CT.1150 - Section 6 - Assistance aux victimes de traites
69. IOM Niger - CT.1150 - Questionnaire post formation MNR – Niamey
70. IOM Niger - CT.1150 - Questionnaire post formation MobCom – Niamey
71. IOM Niger - CT.1150 - Questionnaire préformation MNR – Niamey
72. IOM Niger - CT.1150 - Questionnaire préformation MobCom - Niamey
73. IOM Niger - CT.1150 - Questionnaires post formation MNR – Zinder
74. IOM Niger - CT.1150 - Questionnaires préformation – Zinder

### **O3. Sensitization**

75. IOM Niger - CT.1150 - Rapport caravane à Zinder (7-15 Mars 2020)
76. IOM Niger - CT.1150 - Rapport de mi-parcours caravane (13-15 Mars 2020)
77. IOM Niger - CT.1150 - Rapport Mayahi (2019)
78. IOM Niger - CT.1150 - Rapport Tchintabaraden (2019)
79. IOM Niger - CT.1150 - TiP Awareness Raising Flyers 1 (French)
80. IOM Niger - CT.1150 - TiP Awareness Raising Flyers 2 (French)

## Annex 4. Evaluation Matrix

Evaluation questions	Sub-questions	Indicators (*Key performance indicators <b>bolded</b> )	Data collection tools and methods							
			Desk review	Visits	Interviews					Focus Groups
					IOM	Authorities <sup>37</sup>	Partners <sup>38</sup>	Beneficiaries <sup>39</sup>	Donor	
<b>1. Relevance: Is the intervention doing the right things?</b>										
1.1. Are the activities and products of the project compatible with the desired outcomes and objective?	<ul style="list-style-type: none"> <li>Are the objectives and outcomes of the project well supported by the indicators?</li> <li>Is there any gap or issue in the logical framework?</li> </ul>	<ul style="list-style-type: none"> <li>Quality and alignment of the indicators to support the objectives and outcomes.</li> <li>All of the results can be measured through SMART/gender-sensitive indicators.</li> </ul>	X							
1.2. Does the project still meet the needs of the beneficiaries of the project?	<ul style="list-style-type: none"> <li>What were the needs of the beneficiaries at the onset of the project?</li> <li>Did the context/needs evolve over time?</li> <li>Did the project adjust to meet the needs?</li> </ul>	<ul style="list-style-type: none"> <li>Quality of the initial needs' assessment.</li> <li><b>Capacity of the project to adequately adjust to meet the needs of beneficiaries, as reflected in needs analysis, changes in activities, targets, tools, approaches.</b></li> </ul>	X		X	X	X	X	X	
1.3. Does the project align with and contribute to national strategies?	<ul style="list-style-type: none"> <li>Which national strategies and priorities does the project address or align with?</li> <li>Did the project contribute to changes in this area?</li> </ul>	<ul style="list-style-type: none"> <li>National strategies and priorities related to the project's thematic are well known.</li> <li>Examples of the way the project influenced or contributed to strategies.</li> </ul>	X		X	X	X			
1.4. To what extent have the benefits been adapted to local needs?	<ul style="list-style-type: none"> <li>How was the project adapted to local needs?</li> <li>Does the project has a regional focus?</li> </ul>	<ul style="list-style-type: none"> <li>Examples of the ways local needs were considered for project adaption (ex. GoN needs; needs of VoTs; awareness).</li> </ul>	X		X	X	X		X	
1.5. To what extent have local stakeholders/beneficiaries been consulted and involved in the implementation to improve ownership, accountability, efficiency?	<ul style="list-style-type: none"> <li>What are the mechanisms in place to foster participation/consultations?</li> <li>How was the project adapted based on the feedback received from partners and beneficiaries in Niger?</li> <li>Did the stakeholders and beneficiaries feel involved in the project's implementation?</li> </ul>	<ul style="list-style-type: none"> <li>Participation and consultation were well integrated as part of the project life cycle.</li> <li><b>Examples of ways participation improved ownership, accountability, and efficiency (ex. active contributions to the NRM).</b></li> <li>Extent to which the stakeholders and beneficiaries felt involved in the project.</li> </ul>	X		X	X	X	X	X	

<sup>37</sup> Authorities include relevant governmental stakeholders (e.g. with mandates related to the thematic area of the project) that did not directly benefit from the project.

<sup>38</sup> Partners include any organisation that has been involved in the project, including as an implementation partner and *beneficiary* of trainings/capacity-building (e.g. Objectives 1 and 2).

<sup>39</sup> Beneficiaries include victims of trafficking assisted by the project (e.g. objective 1), as well as community partners who were reached through sensitization activities (e.g. Objective 3).

Evaluation questions	Sub-questions	Indicators (*Key performance indicators bolded)	Data collection tools and methods							
			Desk review	Visits	Interviews					Focus Groups
					IOM	Authorities <sup>37</sup>	Partners <sup>38</sup>	Beneficiaries <sup>39</sup>	Donor	
<b>2. Coherence: How well does the intervention fit?</b>										
2.1. To what extent does the project create synergies and links between other interventions implemented by IOM in the same thematic area?	<ul style="list-style-type: none"> <li>This project builds on a previous project implemented by IOM (2010-2015). How complementary are these two projects?</li> <li>Are there other similar projects within IOM Niger? If so, how does IOM ensure projects' complementarity?</li> <li>Are there other, similar projects in the region? If so, did the teams exchange on shared challenges, lessons learned, etc.?</li> </ul>	<ul style="list-style-type: none"> <li>Examples of synergies between projects and incremental changes over time (e.g. similar results; use of lessons learned, etc.)</li> <li>Coordination and communications mechanisms are in place to manage similar projects and avoid overlaps.</li> <li>Discussions took place with the RO and other COs to share experiences, learnings.</li> </ul>	X		X					
2.2. To what extent are the interventions aligned with SDG target 10.7, the GCM and other relevant human rights treaties?	<ul style="list-style-type: none"> <li>Which SDG and GCM Objectives are most relevant in the framework of this project?</li> <li>How does the project support these?</li> <li>How does the project incorporate human rights considerations into interventions?</li> </ul>	<ul style="list-style-type: none"> <li>References to relevant SDGs, GCM or human rights treaties in documents.</li> <li>Existence of guidance and protocols to uphold the human rights of beneficiaries?</li> <li>Integration of gender-sensitive approach.</li> </ul>	X		X					
2.3. To what extent does the project create synergies and linkages between government and the donor community interventions in the same thematic area?	<ul style="list-style-type: none"> <li>How was the project coordinated with other non-IOM projects conducted within the same thematic area?</li> <li>What were the outcomes of these synergies and links?</li> </ul>	<ul style="list-style-type: none"> <li>Extent to which the PMU is aware services in Niger (e.g. complementarity with shelters operated by the (DRPF/PE)).</li> <li>Existence of coordination/information-sharing mechanisms with GoN and CSOs involved in the same thematic area.</li> <li><b>Examples of synergies created to improve the outcomes of all the interventions.</b></li> </ul>	X		X	X	X		X X	

Evaluation questions	Sub-questions	Indicators (*Key performance indicators bolded)	Data collection tools and methods							
			Project documents	Visits	Interviews					Focus Groups
					IOM	Authorities	Partners	Beneficiaries	Donor	
<b>3. Effectiveness: Is the intervention achieving its objectives?</b>										
3.1. Were the outputs and outcomes of the project achieved in accordance with established plans?	<ul style="list-style-type: none"> <li>What are the project results?</li> <li>If changes were made to the targets over the course of the project, explain why?</li> <li>How do the outputs contribute to the achievement of the outcomes/objectives?</li> </ul>	<ul style="list-style-type: none"> <li><b>Extent to which the targets were reached within the timelines scheduled.</b></li> <li>Changes made to the targets were discussed and agreed with the donor.</li> </ul>	X		X	X	X		X	
3.2. Are the targeted beneficiaries satisfied with the services provided?	<ul style="list-style-type: none"> <li>Are VoTs satisfied with the assistance provided under outcome 1 (see Annex 6)</li> <li>Are the rep. of governmental institutions satisfied with the activities conducted under outcome 2 (see Annex 6)?</li> <li>Are key informants from communities satisfied with the activities conducted under outcome 3 (see Annex 6)?</li> </ul>	<ul style="list-style-type: none"> <li><b>General satisfaction of beneficiaries (quantitative and qualitative feedback, incl. suggestions, lessons learned, etc.)</b></li> <li>Existence of monitoring reports, qualitative interviews with beneficiaries.</li> </ul>						X		
3.3. What are the main factors influencing the achievement of the expected results of the project?	<ul style="list-style-type: none"> <li>What factors impacted the implementation of this project the most?</li> <li>How did these factors influence the course of the project? To what extent?</li> </ul>	<ul style="list-style-type: none"> <li>Understanding of the project contexts and risks, reflected in reports and interviews.</li> <li>Diversity of the factors enumerated (e.g. internal, external).</li> </ul>	X		X					X
3.4. To what extent has the project adapted or can it adapt to the changing external situation to ensure that direct effects are met?	<ul style="list-style-type: none"> <li>Were the initial assumptions appropriate?</li> <li>What was learned during the implementation of the project?</li> <li>How did the project change or adapt?</li> </ul>	<ul style="list-style-type: none"> <li>Assumptions helped navigate changes.</li> <li>Coordination and reporting mechanisms allow for discussions on changes.</li> <li>Extent to which the changes contributed to achieve results or mitigate risks.</li> </ul>	X		X	X	X			X
3.5. Have the expected results in the project document had unintended positive effects?	<ul style="list-style-type: none"> <li>Are there positive outcomes of the project activities outside of what is measured through the logframe?</li> <li>How can these positive outcomes be amplified or maintained?</li> </ul>	<ul style="list-style-type: none"> <li>Ability of the project to positively impact sector/stakeholders/issue beyond the activities directly implemented.</li> </ul>	X		X	X	X			X

Evaluation questions	Sub-questions	Indicators (*Key performance indicators bolded)	Data collection tools and methods							
			Project documents	Visits	Interviews					Focus Groups
					IOM	Authorities	Partners	Beneficiaries	Donor	
<b>4. Efficiency: How well are resources being used?</b>										
4.1. Did the project implementation strategy demonstrate increased efficiency compared to other implementation strategies?	<ul style="list-style-type: none"> <li>Do you think the project team structure and way of working contributed to the efficient management of the project?</li> <li>When and how were monitoring and evaluation activities carried out?</li> <li>With regards to the project's implementation strategy, what was key for its success? What did not work well?</li> </ul>	<ul style="list-style-type: none"> <li>Use of standard project management tools and coordination mechanisms.</li> <li>Examples of ways the M&amp;E informs decisions and implementation.</li> <li>AAP was discussed and incorporated.</li> <li><b>Examples of ways in which the project's implementation strategy was successful.</b></li> </ul>	X		X	X	X		X	X
4.2. To what extent have resources (funds, technical skills and time) been converted into results?	<ul style="list-style-type: none"> <li>Were the project objectives reached out with the budget, staff and time initially dedicated to the project? If not, why?</li> <li>Did the project require a cost or non-cost extension? If so, why?</li> <li>Did the project require a budget reallocation? If so, why?</li> </ul>	<ul style="list-style-type: none"> <li>Cost-benefit analysis of the results.</li> <li>Extent of the financial monitoring done as part of the project life cycle.</li> <li><b>Extent of the budgetary changes requested, and quality of the justifications provided.</b></li> </ul>	X		X					
4.3. To what extent were activities carried out as planned?	<ul style="list-style-type: none"> <li>Was the project implemented as per the initial workplan? If not, why?</li> </ul>	<ul style="list-style-type: none"> <li>Ability of the PMU to anticipate problems and delays to reduce impact on project.</li> <li>Use of standard project management tools and coordination mechanisms.</li> </ul>	X		X					
<b>5. Impact: What difference does the intervention make?</b>										
5.1. What are the positive / negative and intended / unintended effects of the project?	<ul style="list-style-type: none"> <li>What change do you observe after the project implementation in terms of identification, protection, assistance to VoTs and awareness of trafficking?</li> <li>Do you observe other positive or negative unexpected changes after the project implementation?</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of increased access to protection and assistance for VoTs (studies).</li> <li>Evidence of increased prosecution and awareness of trafficking (studies).</li> <li><b>Impacts listed by KIIs and reports (positive/negative, intended/unintended).</b></li> </ul>	X		X	X	X		X	X



Evaluation questions	Sub-questions	Indicators (*Key performance indicators bolded)	Data collection tools and methods							
			Project documents	Visits	Interviews					Focus Groups
					IOM	Authorities	Partners	Beneficiaries	Donor	
5.2. Were timely measures taken mitigate unintended negative effects?	<ul style="list-style-type: none"> <li>Is there a risks matrix for this project? What was done to mitigate internal and external risks throughout the project?</li> </ul>	<ul style="list-style-type: none"> <li><b>Extent of the mitigation and risks management efforts made to ensure achievement of outputs/outcomes.</b></li> </ul>	X		X				X	X
5.3. Does the impact come from project activities, external factors, or both?	<ul style="list-style-type: none"> <li>Do you feel the project will have a lasting impact on the fight against trafficking and the protection of VoTs in Niger? Explain.</li> <li>What other projects or developments have contributed to these changes?</li> </ul>	<ul style="list-style-type: none"> <li>External sources discussing the impact and contribution of this project/other projects.</li> <li><b>Extent to which stakeholders feel the project will have a lasting impact in Niger</b></li> </ul>	X		X	X	X		X	X
6. Sustainability: Will the benefits last?										
6.1. Will the benefits of the project continue after the end of the project?	<ul style="list-style-type: none"> <li>How did you ensure that results will last?</li> <li>What are the most critical elements for the project's outcomes to last?</li> <li>Is there a need for a next project? If so, has it been discussed (ex. funding).</li> </ul>	<ul style="list-style-type: none"> <li>Project reports and mechanisms define how the activities will be continued.</li> <li><b>Existence of formalized, functioning mechanisms for partners to continue to support the objectives of the project.</b></li> </ul>	X		X	X	X			X
6.2. Is the project supported by local institutions and integrated into local social and cultural structures?	<ul style="list-style-type: none"> <li>How did the project foster the involvement of local institutions or CSOs in support of the project's objectives?</li> <li>With regards to awareness raising, did the project build on existing structures, and was continuation discussed?</li> </ul>	<ul style="list-style-type: none"> <li>Level of institutionalization of the committees/networks involved in project (e.g. nb. of meetings, reports, activities).</li> </ul>	X		X	X	X			X
6.3. Do the project partners have sufficient capacity (technical, financial, managerial) to continue to provide the benefits / services of the project?	<ul style="list-style-type: none"> <li>Do the partners feel prepared and equipped to continue to support these objectives after the end of the project?</li> <li>Did the institutional partners earmark resources to continue the activities? If so, what will continue? What might stop?</li> </ul>	<ul style="list-style-type: none"> <li><b>Level of resources and preparation of the partners responsible to pursue activities.</b></li> <li>Value of the staff and resources earmarked to maintain assistance beyond the project.</li> </ul>	X	X	X	X	X			X