Evaluation Report

Combating Trafficking in Persons in Mongolia
Return and Reintegration Victims’ Assistance and Capacity – Building

Submitted to International Organisation on Migration

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1. Introduction

2. Objectives of the evaluation

3. Methodology of the evaluation

4. Project Implementation and effectiveness
   4.1 Capacity building
      4.1.1 Exposure trip to Macau
      4.1.2 Training on human trafficking
   4.2 Awareness – raising
   4.3 Direct assistance

5. The impact of programme
   5.1 Capacity building
   5.2 Awareness – raising
   5.3 Direct assistance

6. The project management

7. Management of victim assistance

8. Coordination with national anti-trafficking efforts

9. Recommendations
   9.1 Capacity building
   9.2 Awareness raising
   9.3 Direct assistance
   9.4 Project management

Annex 1. List of informants

Annex 2. Meeting schedule

Annex 3. Guidelines of questions

Annex 4. Scope of Work

Annex 5. Abbreviations
1. Introduction
Trafficking in persons is a recent phenomenon in Mongolia that came along with the socio-economic and political transformation from a socialist state to an open democracy with market oriented production system. The problem is growing in magnitude with limited expertise to handle it by the state agencies and civil society. Therefore it is timely that IOM has initiated and conducted the first phase of its counter trafficking project in Mongolia.

The IOM’s project aims at 1) building capacity amongst concerned government representatives primarily consular officials, NOGs and civil society stakeholders in Mongolia and in key destination community to develop a return and reintegration mechanism, effectively identifying, protecting and assisting victims, 2) raising awareness about trafficking issues among potential victims of trafficking and other stakeholders, 3) providing protection to Mongolian and international victims of trafficking, including shelter, medical and psycho-social support, return transportation and reintegration assistance.

Target beneficiaries of the project are:
- Government and law enforcement agencies, particularly consular officials
- NGOs and other civil society groups working on assistance to victims of trafficking in Mongolia and key destination countries
- Potential victims of trafficking
- Identified trafficked persons, particularly young women.

The project has been implemented from March 1, 2007 - April 2008 in cooperation with the official focal point at the Consular Department, Ministry of Foreign Affairs, Mongolian Gender Equality Centre (MGEC) and other civil society groups and stakeholders. Within a period of one year the project provided assistance to 142 victims of trafficking of which 109 were female and 33 were male and 13 were minors (with a total budget for victim assistance of US$ 92,000) financed by the United States State Department, Office of Population and Refugee Management. In cooperation with governmental partners various trainings were organized to raise awareness on the issue and identify potential victims. A passport insert was developed and distributed by relevant agencies to potential victims.

2. Objectives of the evaluation
In order to increase the effectiveness and impact of the project IOM requested an evaluation to examine and assess the following:
- Assess the overall progress and effectiveness of the programme as it is currently being implemented by IOM and its partner organizations;
• Assess the impact of the programme as regards the three separate components of the project, which are i). Capacity building – examining the quality and impact of both formal and informal capacity building efforts aimed at both governmental and non-governmental counterparts, ii). Awareness raising - assessing the actual and potential impact of the passport insert activity (limited to insert design, related training and current distribution mechanism, with recommendations on how to conduct a future impact assessment), iii). Direct assistance – assessing the project and NGO (partner) management, staff capacity, appropriateness of procedures and forms utilized, case monitoring mechanism, the medium and long-term impact of the provided assistance to victims and their families;
• Assess the overall management of the project by IOM;
• Assess the management of the victim assistance portion of the project by MGEC (IOM’s local partner);
• Assess the coordination of the project with other anti-trafficking efforts in the country.

3. Methodology of the evaluation
The evaluation was conducted from August 9 – 19, 2008 in Ulan Bator with the facilitation of IOM’s local partner, the Mongolian Gender Equality Centre (MGEC). Interviews were conducted with participants of the capacity building training, project stakeholders/partners, service providers and survivors of human trafficking (see Annex 1 for a complete list of those interviewed). Questionnaires were designed for different target groups to provide guidelines for those interviews (see Annex 3). In addition, the Evaluator made visits to two families of victims of trafficking who received long-term accommodation assistance. Apart from individual interviews, focus group discussions, and family visits, a desk review of relevant documents was also conducted to give a full picture of project implementation.

4. Project implementation and effectiveness

4.1 Capacity building
4.1.1 Exposure trip to Macau
The objectives of exposure trip to Macau in June 2007 were to build a network of government representatives, NGOs and civil society stakeholders in Mongolia and Macau to develop a mechanism for the identification, protection, return and reintegration of Mongolian victims of human trafficking. The participants of the exposure trip were representatives from the Ministry of Foreign Affairs (Consular Department), the Mongolian Embassy in Beijing, the Ministry of Justice, a police inspector and the Mongolian Gender Equality Centre (MGEC). The exposure trip to Macau was implemented with a budget of US$ 9,000 and designed as a pilot activity to familiarize responsible agencies with the situation of cross-border trafficking of Mongolians and initiate contact with local agencies. Information received from the Director of MGEC who took a separate trip to Macau with representatives from Consular Department and Intelligence Agency, reflected the importance of continued support from IOM to strengthen the network between NGOs in Mongolia and Macau. Two of MGEC staff participated in the exposure trip and at present, another MGEC staff is conducting outreach in Macau and Hong Kong for six months under the auspice of IOM. She is working closely with Zi Teng an organisation that conducts outreach to women in prostitution. This outreach activity, which was funded by IOM during phase II of this
project, could facilitate the communication between agencies in Mongolia and Macau and has already facilitated the rescue and repatriation of two victims of human trafficking (one girl and one woman), who have been repatriated to Mongolia. After their return to Mongolia they were able to access MGEC’s assistance, which is another component of IOM’s support programme. One of the victims was fourteen years old, another in her 20s. The rescue assistance to the adult victim has led to the arrest and prosecution of at least one trafficker in Mongolia who recruited Mongolian women for forced commercial sexual exploitation in China, Macau and Malaysia.

Such concrete cases demonstrate that the exposure trip organised by IOM (and a second one by another agency) has increased awareness on trafficking of Mongolian nationals to China and Macau and has led to pro-active action to assist VOTs in Macau and Mongolia. The network building is yet to be seen in its effectiveness only if there are more cases as such. At least at this time there is an effort among MGEC and Zi Teng to work together for better coordination of tracking and rescue of identified victims to facilitate their safe and due repatriation to Mongolia where they can access direct assistance for recovery and reintegration.

It is noted that the active partner of IOM at the Consular Department who also joined the exposure trip has taken a new post as Consul at the Mongolia Embassy in Beijing. There is a need to further observe how this transfer will affect the cooperation between IOM and the Ministry of Foreign Affairs particularly the Consular Department which is a focal point designated by the Government for IOM. Actually, his relocation to Beijing could further improve cooperation with Macau on identification and assistance to trafficked Mongolians as often the necessary documents for their repatriation are processed through the embassy in Beijing. He also expressed the need to have more expert skills training that should involve counterparts in other destinations such as Hong Kong, China, Singapore and Malaysia.

4.1.2 Training on human trafficking

IOM organised training on human trafficking to various stakeholders by utilizing IOM Counter-Trafficking Training Modules. The IOM’s training module is comprehensive on the contents relating to human trafficking that include concept and definition of trafficking, the interconnection with smuggling and migration and the process of identifying and assisting victims in the right-based framework. The methodology of training aimed at promoting participation and interaction of participants in the form of role-play, case study and group discussion. The objectives of trainings were to enhance understanding of the issue in order to further develop national capacity for a return and reintegration mechanism, identifying, protecting and assisting victims.

The total budget spent on training was US$ 39,000 - this included a three-day training and a one-day training. The three-day training was delivered two times to two groups of participants from the government and civil society organisations. Altogether there were 130 participants attending the three-day trainings. The one-day training was conducted two times for a total of 60 border guards to prepare them to effectively distribute the newly developed passport inserts (see 4.2).

The interviewed participants of the three - day training on human trafficking and direct assistance were all satisfied with the content and methodology of the training. They appreciated the participatory, interactive methodology of training that put participants in different role to stimulate discussion and understanding the problem from other
positions/viewpoints rather than their own routine duty. The selection of participants, which represented various sectors including different governmental agencies, civil society organisations and international organisations, brought in diverse experiences that enriched and deepened the participants' understanding of the human trafficking problem. The case study encompassed crucial elements and all forms of human trafficking that occur both in the national context and across borders. The training on direct assistance provided knowledge about how they can assist victims of human trafficking. The certificate provided at the end of the training ensured the participants that they have gained basic knowledge on human trafficking and how to assist victims.

The transfer of knowledge into practical assistance for victims is yet limited as most of the participants do not have direct contact with victims and their organisations do not have concrete programmes on human trafficking and victim assistance. In addition to IOM’s partner MGEC and the Mongolian Consular officials who attended the training, there are at least two other participants who later got involved in developing and implementing programmes on human trafficking in Mongolia. The knowledge gained in the training and the handbook distributed at the training, ensure a common understanding of human trafficking among stakeholders. There is concrete evidence that participants from MGEC and relevant consulates have been involved in providing direct assistance to victims of trafficking. The high number of trafficked cases referred to MGEC during 2007 and early 2008 is an indicator reflecting the awareness of relevant agencies, especially police, on the problem and their willingness to help the victims and their families.

4.2. Awareness - raising

A tailored-made communication in the form of a passport insert was designed and produced under the auspices of this programme. Mongolian border guards have a mandate to attach the passport inserts to migrants who might be potential victims of trafficking. The amount spent for the production of the passport insert was US$ 16,000. The design of the passport insert, which was done in consultation with project partners, gave a sense of ownership to the agencies involved. The passport insert was found at the immigration passport control at the airport and other border check-points to distribute to travellers who fall in the criteria formulated by the government. The blue passport insert provides basic information on contact addresses and phone numbers of embassies and consulates as well as service providing organisations in Asia and Europe where migrants can seek assistance when facing difficulties. It also includes the hotline number of MGEC. The criteria which the border guards are using for distribution are men and women in the age group of 16 - 40 years old who are travelling for the first time. The passport insert was introduced in a one-day training on human trafficking to border guards to familiarize them with the document and enhance their understanding on the issue of human trafficking.

The four border guards interviewed, who participated in the one-day training, shared the same view with participants of the three-day training. Prior to the training they knew only one form of trafficking - of women and girls for prostitution. The case study made them understand the elements of human trafficking and that the purpose is for other purposes.

1 Note from IOM: the total budget for the 1 million passport inserts produced was US$21,700. This includes cost share components from the Czech Republic and The Asia Foundation.
besides only sex trafficking. They agreed that the information contained in the passport insert is useful for migrants when they are in trouble. The passport insert contains the list of embassies and consulates as well as non-governmental organisations in relevant countries of destination. They suggested the colours should be made compatible with the immigration card, and contact addresses should be periodically updated. They believe the distribution of passport inserts does not discriminate against any social group, as the information is useful for them to protect themselves and seek assistance.

The border guards expressed the need to provide another set of training to junior officials in the border guard office on human trafficking and the utility of the passport insert. The training should include concrete examples of how the information as such can be useful to potential victims and why the passport inserts should be consistently distributed. Those interviewed indicated that responsible junior staff does not have equal opportunity to attend training and that superiors rarely share information they gain from training. Hence, there is a gap of knowledge sharing between senior policy makers and junior implementing officials that might hamper the progress of the work.

It is clear that the information contained in the passport insert should be reviewed, especially as regards the organisations providing assistance in destination countries. As well some consideration should be given to including in the insert a checklist to identify VOTs. Some of the organisations listed in the current passport insert do not work primarily on human trafficking and might not be in a situation to provide assistance to potential victims. On the contrary, there are organisations that provide direct services to VOTs and migrants such as temporary shelter and legal assistance in destination countries that were not included in the insert.

According to the border guards the content should be periodically updated and, in order to reach a wider audience of potential migrants, it should be disseminated in the mainstream media such as newspaper and television.

It is intended that the passport insert does not include any definition of human trafficking in order to avoid any stigma that might arise to holders of the document. In this regard there is a need to work with MGEC, which provides direct assistance, to record from which source VOTs have gained information on its hotline and other addresses for assistance (beginning after the first quarter of 2008 when passport insert was first distributed). There also needs to be a systematic assessment including observation of the distribution of passport inserts at the borders especially near Erlian border town.

4.3. Direct assistance

Direct assistance to domestic and cross-border trafficked victims is a major component of the project with a total budget of US$ 92,000. The fact-finding mission to Macau and training course targeting consular and government officials and NGOs paved the way for

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2 Note from IOM: IOM contacted every organization listed in the passport insert to explain the purpose of the insert and to obtain each organization’s consent to be included in the insert, based on their ability to provide assistance to those who might call. It was not possible to include all organizations in every country as the size of the passport insert is limited.

3 Note from IOM: The definition of trafficking was also purposefully not included so that migrants who receive the insert might identify themselves as needing help according to the insert and thus seek assistance. Studies have shown that many victims of trafficking do not see themselves as such and may not seek assistance if they perceive that the assistance is targeted for trafficked persons.
providing assistance to victims of human trafficking. The rescue and due repatriation of at least two victims after the fact-finding mission reflects the awareness of officials on the problem and their initial efforts in assisting the victims from the undesirable situation and safe repatriation to Mongolia.

IOM’s project manager has provided significant and various forms of input in the form of hands-on knowledge, coaching and backstopping to increase the professionalism of victim assistance, including the systematic recording of cases and long-term reintegration planning. There are forms adapted from the IOM original forms to be used with the assisted victims. The rules and regulations of the shelter were also formulated to use as guidelines in dealing with shelter resident. In conjunction with the programme of anti-trafficking funded by the Swiss Development and Technical Cooperation (SDC), MGEC shelter staff participated in the exposure trip to Thailand to get more insight and knowledge about running a shelter and caring for victims, including litigation issues.

While the Mongolian embassies and consulates collaborate with police and counterparts in destination countries to identify and return of VOTs, MGEC is the only organisation at present that provides direct assistance to individual VOTs. The eight staff members of the reintegration programme funded by IOM include a lawyer, nurse, social workers, psychologist and international relations officer. They work as a team to provide assistance to victims.

According to MGEC the assistance to individual victims of human trafficking in 2007 were 115 and in the first half of 2008 were 54. There are different channels by which victims came into contact with MGEC. In 2007 most of the cases contacted MGEC via the hotline and 43 by direct contact or referral from other agencies, especially the police. In the first half of 2008, direct contact and referral outnumbered those identified from the hotline. This reflects the understanding and development of the referral system (resulting from the IOM training) and the gradual recognition of MGEC services by other agencies, especially the police and border guards.

<table>
<thead>
<tr>
<th>Victims of human trafficking</th>
<th>2007</th>
<th>2008 (Six months)</th>
<th>Total Hotline service</th>
<th>Total Direct contact or referral</th>
<th>Total Victims of human trafficking</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women</td>
<td>72</td>
<td>47</td>
<td>NA  NA  NA  NA</td>
<td>Women 119</td>
<td></td>
</tr>
<tr>
<td>Girls</td>
<td>11</td>
<td>5</td>
<td>NA  NA  NA  NA</td>
<td>Girls 16</td>
<td></td>
</tr>
<tr>
<td>Men</td>
<td>31</td>
<td>2</td>
<td>NA  NA  NA  NA</td>
<td>Men 33</td>
<td></td>
</tr>
<tr>
<td>Boys</td>
<td>1</td>
<td>0</td>
<td>NA  NA  NA  NA</td>
<td>Boys 1</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>115</td>
<td>54</td>
<td>72 17 43 37</td>
<td>Total 169</td>
<td></td>
</tr>
</tbody>
</table>

The purposes for which those identified victims were trafficked include labour exploitation, sexual exploitation and servile marriage. The destination countries of the victims were China, Kazakhstan, Macau, Malaysia, South Korea, Turkey, Switzerland and within Mongolia.
The assistance provided includes tracing victims in destination countries, rescue from their trafficking situation and preparing for their reintegration after return to Mongolia. The reintegration assistance includes temporary shelter, psychosocial care, legal aid, education, vocational training and long-term accommodation. MGEC runs a shelter to accommodate women and girl victims of trafficking and sexual abuse. At present there is no shelter for male victims. One male minor interviewed for this evaluation shared a view there might be a need for a male shelter to provide temporary accommodation to boys and men who cannot return home immediately or lack support from their family.

Among 54 victims in 2008, fifteen stayed in the shelter and nineteen have a long-term comprehensive reintegration plan, which includes healthcare, legal assistance, educational and vocational assistance, a small stipend during the educational and vocational training, and long-term accommodation. MGEC has already provided ger to six VOTs, enabling them to have a proper place to stay or to live independently from their violent relatives. The comprehensive reintegration plan in ten cases is combined with the family social cash assistance, which is coordinated with funding from SDC. While the individual assistance to 19 VOTs varies from US$ 177-US$ 2450 each depending on the pertinent need of each case, the SDC’s family social cash assistance to each family is US$ 1725 for each family. The combination of the individual reintegration assistance with family social cash assistance effectively helps victims and their family to develop options for steady income and prevent them from re-migration that might lead to re-trafficking.

Table 2: Forms of assistance to victims

<table>
<thead>
<tr>
<th>Forms of assistance</th>
<th>2007</th>
<th>2008</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Legal assistance</td>
<td>115</td>
<td>43</td>
<td>158</td>
</tr>
<tr>
<td>2. Psycho-social counselling</td>
<td>115</td>
<td>16</td>
<td>131</td>
</tr>
<tr>
<td>3. Repatriation</td>
<td>26</td>
<td>28</td>
<td>54</td>
</tr>
<tr>
<td>4. Healthcare</td>
<td>25</td>
<td>8</td>
<td>33</td>
</tr>
<tr>
<td>5. Stipend</td>
<td>10</td>
<td>7</td>
<td>17</td>
</tr>
<tr>
<td>6. Shelter</td>
<td>9</td>
<td>3</td>
<td>12</td>
</tr>
<tr>
<td>7. Vocational training</td>
<td>7</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td>8. Formal education</td>
<td>-</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>9. Permanent Accommodation (ger)</td>
<td>3</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>10. Job placement</td>
<td>4</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>11. Other temporary accommodation</td>
<td>2</td>
<td>-</td>
<td>2</td>
</tr>
</tbody>
</table>

**4.3.1 Legal assistance**

Legal assistance has been provided to all of the victims that came into contact with MGEC in 2007. Of the 115 cases assisted in 2007, 66 were referred to legal authorities and 19 are still under investigation at the Criminal Police, 45 are under investigation at

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4 Interview with a boy trafficked to China on 11 August 2008.
5 Ger is the traditional moveable lodging in Mongolia in which there is a common space adequate for a small family to use for sleeping and cooking. The cost of a fully furnished ger is about US$ 1500.
6 According to MGEC’s records eight victims received ger for long-term accommodation but from the interview with beneficiaries, two are still under the process thereby only six victims have received ger.
the State Investigation Department, and 2 cases were terminated. One was terminated by court verdict, another was withdrawn by the victims. Amongst the 43 cases that received legal assistance and referred to legal authorities in 2008, 12 cases are under investigation at the Criminal Police, 5 cases with eight victims are under the State Investigation Department, one case with 18 victims was resolved out of court and two cases with 5 victims were solved by the tribunal court. According to MGEC the case was resolved out of court after the VOTs made a successful deal with their traffickers who promised to pay back the money owed to them.

For cases completed at the first court, they received court verdicts of imprisonment of perpetrators ranging from five to twenty-five years. (It should be noted that the severe punishment of 25 years is for the charge that the father sexually abused his two daughters over a period of few years. The other offense, of commercial sexual exploitation of the two children, was not charged because the mother did not want to accept or expose this to the public. Currently, the father’s relatives have appealed the case.)

MGEC’s lawyer provides legal counselling in the first stage and hires external lawyer to work with the prosecuting attorney on the case preparation and court proceedings. MGEC, through this programme, pays for the lawyer’s fee and the expenses for communication and travel of the attorney in charge of the legal case. Apart from external lawyer’s fee, which varies from US$ 500 to US$ 1450 depending on the number of VOTs and difficulties in each case, MGEC also pays US$ 200-400 for attorneys’ expenses and extra costs on each case. According to MGEC there has been an improvement in collaborating with judicial personnel on legal cases, especially when they work with those who attended the three-day training on human trafficking (see section 4.1.2).

The documentation on legal cases is not systematically recorded and the role of the MGEC lawyer is limited to legal counselling and not much on court proceedings. There is no official record on the result of each legal case, name of prosecutor and judge in charge. One interviewed girl victim of domestic trafficking, who was promised to get a ger to live with her mother and other siblings after the court case is finished, does not know the detail of her case and duration of the court proceedings. According to MGEC her legal case is complicated as her mother was suspected of having a role in trafficking of other women. Actually, there must be for this case a systematic record as it is a case of domestic trafficking that involved abduction and forced prostitution of a minor, which according to the interpretation of the Supreme Court will not be considered as human trafficking. Depending on the interpretation, trafficking of a person is limited to cases

7 The trafficking case to Kazakhstan was terminated with the court verdict of 5-6 years imprisonment of the traffickers.
8 A brother and sister, who were recruited by their relative for forced labour in China, did not want to continue with the legal case in Mongolia as it might result in charges against their relative as an accomplice.
9 Interview with the trafficked girl on 16 August, 2008
10 Note from IOM: The case is still in progress. However, the provision of ger was not withheld because of the court proceedings. Rather, the situation with the girl’s family is very complicated. MGEC has reason to believe that the mother will dispose of the ger for money. Therefore MGEC wants to wait for the girl to reach maturity in order to supply the ger to the VOT herself.
involving cross-border movement. Therefore, a well documented case of such domestic trafficking can prepare MGEC and others involved to challenge the narrow interpretation of the Supreme Court on Criminal Code Article 113 on trafficking of persons that equates human trafficking only to cross-border trafficking.

Further consideration of this case is on the provision of a ger, which should be done without any condition. If MGEC has properly evaluated the vulnerability and living situation of the girl’s family and whether it requires a long-term solution for accommodation, it should be provided according to their pertinent need and in due time. The social assistance and legal proceeding of the case should be done separately without any conditional sequence.

The number of legal cases (158) during 2007 to the first half of 2008, shows that the VOT can now access legal justice and the state has been obliged to prosecute perpetrators of this crime. This is different from the situation before the project began. The systematically documented information on legal proceeding of each case including prosecuted criminal code and conviction, can build the knowledge of MGEC and other related agencies on prosecution of human trafficking and draw lessons learnt from these cases to identify legal loopholes and improve legal assistance.

MGEC also assists victims with other legal cases, such as divorce. In one case of trafficking for servile marriage to Korea, the victim want to divorce from her foreign husband, which seems to be difficult as the court recognised the validity of her official marriage and requires the consent of her husband for divorce. There is a need for MGEC to challenge the court deliberation on her case by arguing that servile marriage is a form of human trafficking.

4.3.2 Psychosocial care
Psychosocial counselling was also provided to all 115 victims in 2007 and to 16 in 2008. In 2007 MGEC had difficulty to find a full-time psychologist. The service was done by an external psychologist who came whenever a case was in need. Since early 2008 there is one full-time psychologist as programme staff. According to the interviews with six beneficiaries and two mothers of beneficiaries, the counselling they received from MGEC helped them cope with the situation and they feel free to share all of the information with MGEC even on problems they did not tell their family members for fear of stigma and causing worry to their family. They keep contact with the psychologist and social workers and talk with them whenever they have problems. Another woman victim of servile marriage in South Korea felt MGEC helped her gain self-confidence and self-esteem including the courage to move forward with her own life.

4.3.3 Shelter
MGEC within the direct assistance programme opened a separate shelter for trafficked victims. The on-going backstopping role of the IOM project manager aimed at strengthening capacity of MGEC staff in providing direct assistance especially to administer the shelter was highly appreciated as they gained knowledge in taking care of VOTs staying in the shelter. Rules and regulations, as well as standards of care, were formulated for running the first shelter of this kind in Mongolia.

11 Note from IOM – see note 10 above.
12 Interview with a woman victim of servile marriage in South Korea on August 16, 2008
The number of beneficiaries who have made use of the shelter is small (12), but women and children who stayed in the shelter felt the necessity of having such a temporary place to stay after rescue and repatriation. The stay in the shelter is for them a time for reflection and getting guidance to live their life in the future. They joined the routine activities; interviewed residents did not feel that regulations and rules set in the shelter limited their freedom and privacy. While staying in the shelter two girls were able to continue attending secondary school and a few others were able to participate in training courses outside the shelter. As the average stay of women and girls at the shelter is not long, it’s a good policy not to organise any vocational training in the shelter.

The VOTs who stayed in the shelter reflected satisfaction with their stay in the shelter. However there was a report that at least one adult resident decided to return home as she was not satisfied with the rules against smoking in the shelter. In such cases there is a need for group discussion to find out whether the rules and regulations should indiscriminately apply to adult woman and girl child. A rights based approach that promotes the agency of women and the protection of the rights of minors should be emphasized in treating individual women and girls who take refuge in the shelter.

While the interviewed women and girls felt free to talk with social workers individually, they never had a chance to share their individual problem with others who stayed in the shelter. It reflects that the shelter staff members keep privacy and confidentiality of cases strictly. But it also reflects an individual approach rather than group counselling, where beneficiaries can learn from each other’s experiences to understand the problem of human trafficking, which is a structural form of violence against women and children. The sharing and learning from each other’s experiences could be empowering for the victims while staying in the shelter.

4.3.4 Long-term accommodation assistance
Apart from providing temporary shelter, MGEC also offers long-term accommodation assistance by buying ger for families of VOTs who are in need. Six VOTs have already received a ger as the long-term solution to their housing problem.

A mother with two daughters who were sexually abused and later forced into prostitution by their father could not continue to live in the same place with her husband’s relatives who disapproved that she reported the case of sexual abuse in the family to the authorities, resulting to the long-term imprisonment of her husband. The two girls were blamed and ridiculed by their relatives and friends for the crime of which they were victims. The mother and daughters including another small son could not continue to live in the same place near these relatives. After sheltering the two girls for nearly two months and supporting them to finish their schooling, MGEC decided to provide ger to the family and move them to a new rented plot of land far from their relatives.

Another girl who was trafficked to China received a ger to live with her mother and sister. The girl reported sexual abuse from her step-father who also used violence against her mother. By having a new place to live on her own with her two daughters, the mother decided to divorce her abusive husband and takes care of her family by running a small restaurant in the city.

The evaluator visited these two families living in ger who are grateful for this assistance as the ger gave them a space to live on their own and the ability to be independent from
abusive husbands and relatives. Providing ger is a good solution for long–term accommodation for family’s facing abuse in the family. Comparing the price of a fully furnished ger, which costs about US$ 1500, to the rental of a small place for temporary shelter, the purchase of a ger is a more appropriate and effective solution.

4.3.5 Vocational training
MGEC provided vocational training support to 14 women and children with a total cost of US$ 2480. In average it costs about US$ 177 per person for vocational training. In addition, a monthly stipend of US$ 25 is provided while they attend vocational training. Four minors also received support to attend non-formal education to complete compulsory education before joining the training. The vocational training that the women and children choose for themselves varies from feminine stereotype of work like hair dressing, beautician, and cooking to new technology such as information technology. It is not clear whether they will find employment from the training because, at the time of the evaluation, nearly all of them were still undergoing the training course. One returnee from Malaysia received support for hairdressing equipment after she completed training. It is yet to be seen whether she can sustain herself from this vocation. A boy who learned cooking was confident that he would get employment after receiving his certificate. Similarly one girl who received training on information technology believed she would get employment in this area after finishing the course. There are, however, some young women who do not have clear plans for their vocation and need close guidance from MGEC.

4.3.6: Other reintegration issues
All of the beneficiaries interviewed still have regular contact with the MGEC social workers and psychologist to talk about their situation and follow-up on legal proceedings. It is evident that VOTs need different kinds of support to encourage them to press charges against their traffickers. MGEC’s various forms of assistance, especially in counselling and care, ensures that VOTs are not alone in the legal struggle, which might jeopardize their own security and the well-being of their family. During the evaluation a beneficiary came for an interview and at same time she consulted the psychologist on her sister who was also victimized by their abusive father. She was afraid that her sister might have gone astray as she did not return home and kept things to herself. She wanted MGEC to talk with her sister. The other worry was about the effort of her father’s relatives to appeal his case (he was sentenced to 25 years imprisonment for sexual abuse of his two daughters)\(^\text{13}\). This concrete incident shows that direct assistance to VOTs is an ongoing process to reduce the vulnerability and prevent young women and girls from being lured into other forms of sexual exploitation or to move again with unscrupulous agents.

It was found that among adolescent victims, both boys and girls, there is a desire to migrate for work and to gain new experiences. The boy interviewed for this evaluation who attended cooking lessons has an aspiration to move to China where he was once a victim of forced labour. This time he would be more cautious and try to get a work contract from a restaurant\(^\text{14}\). Hence, the reintegration programme cannot only focus on the negative side of human trafficking and expect that returnees would remain in their

\(^{13}\) Interview with a girl sexually abused by her father on August 16, 2008

\(^{14}\) Interview with a boy victim of forced labour in China on August 16, 2008
place of origin, but needs to provide accurate information and counselling on safe migration to protect them from being re-trafficked.

Another component related to direct assistance which requires attention is on the issue of missing persons. According to the border guards there is periodic compilation of migrants who do not return within the period they registered. The list is forwarded to the police for further action, but so far there is no collaboration between police and border guards to follow-up or trace such cases. Coincidentally, there is one category of reported cases from MGEC on missing and undefined. There were at least 7 missing (including undefined) in 2007 and 2008. This deserves further attention to collaborate with state agencies in tracing such cases in their place of destination. IOM can provide technical assistance how to start this work.

5. The overall impact of programme
The three components of programme: capacity building, awareness raising and direct assistance, are inter-connected and relevant to the needs of VOTs. The capacity building has put emphasis especially in strengthening the capacity of the main project partner (MGEC) who provides direct assistance to VOTs. While the other activities were mostly one-time events, the capacity building of MGEC is an on-going process with quarterly meeting and backstopping of project staff. Within the period of over one year the project has had significant impact on anti-human trafficking work in Mongolia.

5.1 Capacity building
The trainings that were organised for relevant agencies, either in the form of three-day intensive training or one-day to familiarize the problem and raise awareness on the passport insert with border guards, were highly appreciated by participants who can still remember the contents and method of training. The various methods of presenting the content and simulating interactive participation can deepen the understanding on human trafficking and motivate participants that the problem requires inter-agency cooperation to effectively tackle. The inclusion of human trafficking in the training module on violence against women of NCAV reflected the success of the IOM training module, which can convince the participants to realise the seriousness of the problem and make them confident to include the subject in their own training.

The participant from National Coalition against Violence (NCAV) expressed a high opinion on the training – “it was a great success because the training could convince participants that human trafficking is a crime that needs cooperation of various agencies to tackle. It is not only a task of government but of ours. Since the participants came from all sectors it was interesting for us from NGOs to learn how the officials understood human trafficking. The training also showed us the capacity of agencies in Mongolia, our national standard compared to the international and in which way we should work together to develop our new standard. The training made us critically look at the problem with new lens and gave us direction how to tackle perpetrators.”

After participating in the training NCAV included the topic on human trafficking in their training on violence against women, which covers the subject on domestic violence, sexual abuse and sexual harassment. The IOM Victim Assistance Handbook, which was distributed to participants after the three-day training is a good resource which they can

15 Interview with Narantuya, National Coalition against Violence (NCAV) on August 13, 2008
use to organise echo trainings adapted into the overall context of violence against women. The NCAV training was organised for the network against violence against women in seven rural areas. In this regard the content on human trafficking was further disseminated to raise awareness of rural population.

The other two indicators demonstrating awareness on the issue by national counterparts are the increasing referral of cases to MGEC and the assistance of embassies and consulates in issuing travel documents for the repatriation of VOTs. The rescue and repatriation of four women trafficked to Malaysia in January 2008, is a case in point, reflecting the awareness and willingness to collaborate that resulted in the timely rescue and due repatriation of the four women within a month after the initial contact of the victims\textsuperscript{16}. The key agencies involved in the case included MGEC, the IOM project manager who contacted IOM in Thailand and the Mongolia Embassy in Bangkok. These agencies coordinated to work with authorities in Malaysia and later to issue travel documents and provide airfares for their return.

The IOM training has laid a common understanding on human trafficking and set direction to work together for assisting trafficking victims. There are currently some new initiatives working on human trafficking in Mongolia. IOM and MGEC should get involved in the process of such efforts especially in the area of training to avoid repetition of training contents. There is a need to organise more training, but they should be a building block process rather than repeating the basic knowledge of human trafficking that has been adequately captured in the IOM training module. A case in point is the initiative of the National Human Rights Commission in collaboration with HSPSC to develop a training module on human trafficking. MGEC, which is a counterpart of HSPSC’s project funded by SDC and has gained experience from providing direct assistance to VOTs can provide significant input in the development of the new training module.

The fact-finding mission to Macau, which was a one-time event for national counterparts to sensitise them to the problem and build a network with agencies in Macau has resulted to the speedy tracing and rescue of VOTs including their due repatriation. The outreach activity of MGEC staff, which is being organized and funded by IOM in the second cycle of project, could pave the way to set up concrete mechanism of collaboration in assisting VOTs between Macau and Mongolia. Nonetheless the reshuffle of state officials requires more information sharing activities with the governmental counterparts to update the situation and activate the participation of new officials. For instance, the new chief of Consular Department did not want to answer any questions or share any information relating to human trafficking work. Since the Consular Department was designated to be focal point for the project there is a need to establish regular contact and activities to enhance their role in victim assistance not only in Macau but also in other destination countries.

The second cycle of the project should continue with the training for governmental agencies on a regular basis, especially to capture their knowledge on the newly emerged issues regarding domestic and cross-border trafficking. The topic of training should be done in consultation with MGEC who has accumulated first-hand information

\textsuperscript{16} The four women contacted MGEC on 16\textsuperscript{th} January 2008 and were repatriated to Mongolia on 14\textsuperscript{th} February, 2008.
while providing assistance to concrete cases. Some of the concrete cases, as for example the domestic trafficking cases for which MGEC is now providing legal and social assistance, can be utilized to challenge the resolution of the Supreme Court, which limited the concept of trafficking only for cross-border cases. The resolution, as such, will certainly have an impact on the domestic trafficking of people and deny them the right to legal redress as trafficked victims. This is clear evidence that the separation of work at the macro (policy work) and micro (direct assistance) levels cannot be simply done as it needs a coherent effort between the practitioners and policy makers to move forward together to understand the national situation of trafficking and bring change to all areas of anti-trafficking work.

5.2 Awareness-raising
It was a big step for the project to involve the Ministry of Justice, which oversees the border guards and passport department, and worked with them on the content of the passport insert and instructions for distribution of the inserts to all the border posts. This initiative has not been officially done in many countries even where there is a need to inform migrants about the organisations they can seek for assistance in destination countries.

At this point in time it was not possible to assess the distribution of the passport insert and its usefulness to potential victims during the time of evaluation since distribution only began in early 2008. The border guards shared information about the criteria for distribution of the document - to first time travellers in the age group of 16-40 years. However, cases which were assisted by MGEC in the first half of 2008 who belonged to this age group did not report they received information on the hotline number from the passport insert.

The two cases that were rescued from Malaysia and Macau received information from another leaflet that MGEC developed with TAF and annexed to the train ticket, which is issued in Ulan Bator. The information in this leaflet provides a list of contact addresses in destination countries, hotline number of MGEC and the definition of human trafficking as well as instruction migrants should do while being abroad. The trafficked women to Macau and Malaysia contacted the hotline number to seek assistance. It was not clear whether the specific information on what is human trafficking helped them identify themselves in such situation as trafficked victims. Their call to the hotline for assistance was later operated in close cooperation with IOM and other agencies including Mongolia embassy.

The direct impact of the passport insert can be seen in connection with the one-day training that resulted in the growing awareness of border guards and their understanding on human trafficking, and in the cooperation with the Ministry of Justice in developing the content and criteria for passport insert distribution. The official approval from the authorities can ensure that border guards will continue to distribute the passport insert at relevant border checkpoints including the national airport. As suggested by the

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17 Four women were trafficked to Malaysia and another one was trafficked to Macau by the same trafficking ring. One woman in the Malaysia case and the one to Macau got MGEC’s flyer attached to their train ticket. They called hotline number to rescue them in respective country. The woman trafficked to Macau registered the name of the trafficker and his phone number leading to his arrest in Mongolia.
interviewed border guards the passport insert needs to be review and updated periodically and disseminated in mainstream media to inform more potential migrants.

Apart from the passport insert that targeted border guards and cross-border migrants, awareness-raising on human trafficking can be seen among participants of capacity building training. The project has generated awareness among governmental agencies particularly of law enforcers on the situation of national and cross-border human trafficking that includes sexual and labour exploitation. Another reflection on the awareness of authorities on human trafficking and their effort to suppress this crime is the increasing number of legal cases to which MGEC has provided assistance during the project period, from a few cases before 2007 to 158, of which 66 were referred to legal authorities and 19 are under criminal investigation.

5.3 Direct assistance
The assistance provided in the programme is holistic in its approach ranging from tracing and rescuing victims in destination countries and their safe return with official documents issued by embassy and or consular offices. By having the Consular Department as a focal point of the project, the official return of VOTs is recognised by the state agencies, especially in the Ministry of Foreign Affairs, and facilitates the due collaboration with various agencies especially with Mongolian embassies and consulates in destination countries. For example the rescue and repatriation of four women trafficked to Malaysia where there is no Mongolian embassy or consulate was accomplished within a period of one month after one of the victims who received the leaflet attached to her train ticket contacted the MGEC hotline. The case reflects the effective cross-border cooperation between national counterparts and organisations in destination countries with the assistance of IOM and the Mongolia embassy in Bangkok.

The direct assistance is similar to one-stop service in that after contacting MGEC, the VOTs and their family can get access to services of their choice. The assistance after their safe return includes temporary shelter and reintegration that incorporates legal redress, psychosocial recovery, health care and family reintegration with vocational and financial support to live a normal life. The goal of the reintegration programme is recovery and empowerment of identified trafficked persons.

Since the project began in 2007, nineteen VOTs who reside in Ulan Bator have comprehensive long-term reintegration plans. Among the nineteen cases that have written reintegration plans, four cases are considered by MGEC as successfully reintegrated while the other fifteen are still in the process of reintegration. MGEC set up indicators for consideration of successful cases that include gaining self-esteem, psychosocial balance, economic independence and good family support.

One young woman of 20 years old who returned from China and is considered as successfully reintegrated, made the conclusion for assistance from MGEC:

"...after returning from China I stayed for ten days in the shelter. Since I had no money I did not want to see right away my mother. I needed a peaceful and quiet place to stay and those ten days were good, as I could reflect what happened to my life. The advice I got helped me to plan for my future and gave me strength to return home. I pressed charged against the traffickers, but the case is still under investigation. My mom and I were grateful to MGEC as it has provided us a ger to live on our own and enabled my mother to separate from her violent husband. I am able to continue my studies and my
mom has a place to open a small restaurant with financial assistance from MGEC.\footnote{The mother received family case assistance from prevention programme supported by SDC}

After I finish my studies I want to open my own shop and I don’t think I need to leave my family again. I still keep in touch with MGEC. Last month I talked five times with the psychologists. We are now content with our living and we don’t know who else in Mongolia would help us like this.\footnote{Interview with returnee from China and her mother on August 11, 2008}

Since the project began in 2007 the number of those who received written long-term integration plans is only about eleven percent of the total number of VOTs assisted. Actually, MGEC’s capacity in providing assistance is getting strong and it is possible for them to cope with more than this number of cases. In this regard there is a need to review/revisit the other cases of VOTs, whether they are still in need of comprehensive long-term reintegration plan after returning to their family, especially in the rural areas. The shelter staff can conduct home visits in Ulan Bator as well as in rural areas during the time there is no resident in the shelter to learn the current situation of former VOTs and the number of those who might re-migrate.

Equally important is the small number of women and children who stayed in the shelter. Among the 135 women and child VOTs assisted, only twelve or about nine percent stayed in the shelter. According to MGEC, most of the VOTs wanted to live with their families in other cities or already had adequate support from their family. It is necessary to find out the other factors influencing their decision to stay or not in the shelter and to evaluate the most appropriate form of assistance in this area. The systematic record of the decisive factors for staying in the shelter and enter the comprehensive long-term reintegration programme (or not) can be used to identify assistance pertinent to the needs of VOTs and justify the validity of running the shelter and long-term reintegration programme.

There is a need to set up routine case conference between shelter staff and psychosocial carers. The staff received training on case management, but there is no regular meeting between staff in the shelter and in the office to update and make timely planning for case intervention. They should classify the situation of cases especially of those that entered long-term reintegration and received family cash assistance (from SDC supported component). The follow-up work can be more pro-active from MGEC apart from being contacted by the trafficked women and children. The classification of cases will help to define intervention needed to reduce the vulnerability of former trafficked victims and prevent them being lured into unsafe migration within or across borders.

There is a need to provide training on human trafficking to MGEC staff to clearly identify what is human trafficking and who are trafficked victims. As for instance there is a case of two girls who were sexually abused and forced into prostitution by their own father. This case is certainly sexual abuse and commercial sexual exploitation of children, but not human trafficking, as there was no element of recruiting and transferring of the two girls to a destination place. It should be made clear that not all cases of forced prostitution are trafficking cases, but it does not mean they should not get assistance. The two girls were vulnerable to be trafficked and in the situation that they could not protect themselves from their abusive father, therefore the assistance from MGEC to the

girls is preventing them from being trafficked. As MGEC is in the process of gaining a reputation as an expert agency on anti-trafficking work, both for the provision of training to other stakeholders and for providing assistance to victims, it is important that the knowledge on human trafficking of MGEC staff is accurate and consistent in order to prevent confusion to others.

There are also areas that MGEC staff identified as needed to deepen their understanding, which includes setting standards of care in the shelter, recovery activities, and effective case management, including knowledge on adolescent sexual behaviour as well as behavioural changes after being forced into prostitution.

The direct assistance is a crucial component of the programme as it has brought significant change from previous programmes on human trafficking, which used to focus mainly on advocacy campaigns and research on the national situation of human trafficking whereas direct assistance was limited. The IOM project manager has provided various forms of trainings that shaped the direction and systematise the process of victim assistance. The direct assistance has direct interaction with VOTs and through this service the agencies involved gain updated information relating to trafficking of Mongolian nationals. This information can shape the direction of anti-trafficking efforts, not only on service provision, but also on national policy and legislation. At present there is no such linkage of project partners working on the micro (direct assistance) with the macro level which aims at setting national mechanisms, policy and legislation.

6. Project management
The IOM project has a special design in which the external project manager, based in Bosnia, who visits Mongolia on a quarterly basis, plays a vital role in building the capacity of project partners in the areas of prevention, protection and various forms of direct assistance for return and reintegration. The project manager, in cooperation with project partners organised training on human trafficking to sensitisise and deepen the understanding of relevant agencies, both governmental and non-governmental, as well as international agencies. Apart from trainings, the fact-finding mission or exposure trip was organised in collaboration with the national focal point – Consular Department - to connect overseas service officers and national stakeholders with agencies in Macau to find out the magnitude of trafficking of Mongolian nationals and the appropriate mode of cooperation. In terms of protection, the passport insert was designed in cooperation with the Ministry of Justice, Consular Department, and The Asia Foundation.

The regular backstopping role of the project manager has put emphasis on the direct assistance to VOTs, especially in running the shelter for trafficked victims, which is new in the context of Mongolian society. The overall programme management is under the responsibility of the project manager who has a liaison assistant attached to the anti-trafficking project of The Asia Foundation. The role of liaison assistant, especially as regards her role at The Asia Foundation, is more active on contacting counterparts at the policy level, focusing on the formulation of national policy and legislative amendments on human trafficking. Superficially, the division of work into micro and macro levels gives an inadequate impression that the IOM project manager has focused her effort only to the micro level of work - that is to the provision of direct assistance to victims. Actually,

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20 Meeting with Mr. William Infante, the Representative of Asia Foundation in Mongolia, August 15, 2005
the design of the programme was to involve national stakeholders at all levels to collaborate in prevention and protection human trafficking in Mongolia. In this regard the liaison officer needs to represent the two organizations (Asia Foundation and IOM) in contacting with policy-making agencies. 21

Currently, there is not any coordinating body for anti-human trafficking work in Mongolia, which makes it difficult to follow-up the current situation and efforts of different agencies in combating human trafficking. The IOM project manager can collaborate with local partners to initiate an informal platform to update the situation of human trafficking including forms and result of assistance that the project has provided to VOTs. Further, IOM can cooperate with other active agencies to promote the timely set up and actively support as well as strengthen the work of this committee under the responsibility of Ministry of Labour and Social Welfare. Taking examples from Cambodia, Lao PDR and Thailand, the members of the national committee should consist of representatives from governmental and non-governmental organisations including mass organizations (if applicable). It should serve as a national platform to update the situation of human trafficking, to formulate policy and making anti-trafficking legislation and prosecution in line with international laws and recommendations.

7. Management of the victim assistance
Assistance for trafficked victims is completely new work in Mongolia. This innovative component of the IOM programme has been done in an effective manner. The selection of the partner organisation MGEC was a good choice to implement this component of the project. The Director of MGEC has accumulated knowledge on the issue of human trafficking and has both a humanitarian and rights based approach in caring for VOTs and claiming their legal rights.

MGEC has integrated the protection for victims programme into its structure which consists with other two programmes on prevention and promotion of gender equality. Altogether there are twelve staff under the guidance of the Executive Director. The protection for victims programme or assistance unit has eight staff including social workers, psychologist, nurse and lawyer (funded by IOM) forming an inter-disciplinary team to provide for all areas of assistance to victims. There is one international relations officer to coordinate with the project manager and organisations in destination countries, and translate documents into and from English.

MGEC staff provides direct assistance to victims except in the case of legal assistance when they seek assistance from external lawyers. These lawyers are paid a lump-sum fee per case from the project budget for their service. In this regard there should be a clear record on the role and duty between the in-house lawyer and external lawyers in order to maximize the use of resource as well as gradually build the expertise of legal staff.

The format of the records on case assistance adapted from the one of IOM provided needs to be simplified and include the follow-up information to individual cases, at least

21 Note from IOM: The project assistance was a shared staff with TAF. TAF used the staff as a project coordinator. However, for IOM the staff member functioned only as an assistant. The Project Manager handles both micro and macro level issues - coordinating with other partners and working with the government on policy issues. IOM is currently looking for a local staff with the capacity to take on more policy and coordination work.
for those who are in the long-term reintegration process. The separate information on case litigation and its result must be included in the form in order to evaluate the effectiveness of legal assistance. There are at present a high number of legal cases from which MGEC can draw a report to sensitise law enforcers and identify the legal loopholes. The compilation of legal cases should include information on the investigation of cases and those that are dropped to gain insight into the reasons and factors that make trafficked persons pursue legal justice or are denied its access. This piece of work, including challenging the Supreme Court’s resolution on the definition of the term ‘transfer’ in the human trafficking law, can be done in collaboration with IOM and other agencies with a strong legal background, including the National Human Rights Council.

8. Coordination with national anti-trafficking efforts
Since the national committee on prevention and suppression of human trafficking, under the responsibility of Ministry of Labour and Social Welfare, is still in process of developing, there is no comprehensive information on the overall national anti-trafficking efforts of local and international agencies. IOM does not have country office, but has closely collaborated with two international agencies, which are TAF and UNICEF. The current IOM project does not have a prevention component, but coordinated the passport insert with TAF which TAF has a large programme. UNICEF has prior involvement in funding the translation of the IOM Direct Assistance Handbook, for wider dissemination in Mongolia and will jointly (with IOM) develop and fund a training programme for social workers in collaboration with the Ministry of Labour and Social Welfare.

The information on who’s doing what has yet to be shared as well as the national governmental partners of these agencies. A few agencies focus their areas of work on policy lobbying and legal review. The HSPSC is reviewing the existing laws relating to human trafficking to find out the need for stand-alone legislation on human trafficking in line with the U.N. Trafficking Protocol\textsuperscript{22}, which Mongolia has signed. HSPSC’s other programme of work is in collaboration with the National Human Rights Council, developing a training module on human trafficking, and with MGEC on a training module for service providers.

Since MGEC is a partner of both IOM and HSPSC projects, there is coordination on the running of the shelter in the second phase of the IOM project. The SDC funded project of HSPSC agreed to purchase a building for the shelter of trafficked victims in Ulaan Baator and provided family social cash assistance for ten families of trafficked victims. IOM has covered the shelter running costs and strengthened the capacity of shelter staff. The social cash assistance to families in combination with the social reintegration programme of IOM for two cases that were visited by evaluator has proven to be effective for the reintegration of victims and their family. The two mothers can live with their children in the ger (provided by IOM) and generate income from activities (funded by the social cash assistance) whereas the young victims are in training courses of their choice for future employment as part of the IOM reintegration programme.

\textsuperscript{22} Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children which is supplementary to U.N. Convention against Transnational Organised Crime
There are other areas where the IOM project can play a vital role, especially in the development of the training module for service providers that MGEC is developing. It is noted with delight that there is agreement between IOM, MGEC and the SDC international consultant to consolidate and complement their anti-trafficking efforts. The IOM project manager may also need to work with the focal point - Consular Department - to review the passport insert and the cross-border network.

At national level the IOM project manager, who has been recognised by local partners for her expertise, may work more closely with other agencies to initiate national guidelines, procedure to prevent, suppress human trafficking and assist the victims. Moreover, IOM can also explore the possibility with other national counterparts and in collaboration with IOM offices in the region, to initiate bilateral agreement between Mongolia and pertinent destination countries of Mongolia nationals. The initiative in this area will connect the work of IOM in Mongolia with other countries in the region.

9. Recommendations
The project has contributed within a period of one year to the understanding of human trafficking from national counterparts and laid the groundwork on victim assistance that incorporates rescue, repatriation, recovery and reintegration of victims including running the temporary shelter. The long-term accommodation assistance of buying gers for families of victims is a well considered form of assistance, contributing to the independence and empowerment process of victims and their family. In order to consolidate all the national efforts in tackling the human trafficking the following are recommendations:

9.1 Capacity building
- Liaise with other agencies that are currently developing training modules on trafficking and introduce the IOM training module as take off materials to prevent overlapping and repetition of training activities and ensure the consistency of content.

- Organise in collaboration with other national counterparts, refresher courses on human trafficking for national stakeholders based on the current national situation of Mongolia.

- Provide input into the legal training for law enforcement and judiciary personnel by systemically documenting the legal cases for which MGEC has provided assistance.

- Collaborate with national counterparts and partners in forming a national committee to prevent and suppress human trafficking.

9.2 Awareness-raising
- Observe the method of distribution of passport inserts and work with MGEC to find out the frequency of victims who received the insert in their travel document.

- Review the content of the insert and update the addresses as well as include additional relevant organisations.
• Reconsider the format and colours of the passport insert.

• Collaborate with other agencies, including cooperation with mainstream media in disseminating the passport insert.

• Collaborate with the Ministry of Labour and Social Welfare in developing and printing a national directory on anti-human trafficking work.

9.3 Direct assistance

• Collaborate with the Consular Department, Ministry of Foreign Affairs, to develop and organise training for embassy and consular officials on assisting victims in destination countries.

• In collaboration with MGEC simplify the form for recording victim assistance that includes the reintegration plan, prosecution results and case follow-up.

• Assist MGEC in developing criteria to classify cases of VOTs and define reintegration work.

• Develop a legal case report format with the MGEC lawyer.

• Provide family cash assistance in the IOM project.

• Provide training on adolescent sexual behaviour within the context of the rights of the child.

• Provide more training to MGEC staff on recording cases and systematic compilation of information on direct assistance to sensitise policy makers and raise public awareness.

• Initiate with relevant counterparts and partners a process of developing national procedures /guidelines for victim assistance.

9.4 Project Management

• Define clear tasks for the project assistant on coordination with national counterparts and project partners.

• Apply a two-track strategy, combining the formulation of national policy with strengthening practical direct assistance.

• Prepare annual national report on direct assistance and country situation of human trafficking.

• Coordinate with the Consular Department to include human trafficking and victim assistance in the orientation meeting for overseas personnel and relevant annual staff meeting/training.

• Liaise with IOM offices in the region to explore the possibility of having bilateral agreements between Mongolia and destination countries in Asia.

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Annex 1: List of Informants

1. Border Check-point
   1. Chief Inspector Captain Ganzorig
   2. Inspector Agidari (woman)

2. Border Protection Authority, Department of Check-point
   3. Deputy Director Ganbat
   4. Chief Officer Batjargal

3. Ministry of Foreign Affairs
   5. Mr. Bataa Deputy Director of Consular Office
   6. Mr. Ariumbold

4. Mongolia Gender Equality Centre (MGEC)
   7. Ms. Ganbayasgakh Gelag, Head of MGEC
   8. Ms. Ganchimeg Ya, Victim Proteting Programme Officer
   9. Erdenchimeg U, International Relations and Information Officer
  10. Ms. Oyun D. Psychologist
  11. Ms. Tsagaanaa, Social Worker
  12. Ms. Aagii, Social Worker
  13. Ms. Beegii, Nurse
  14. Ms. Sheega, Lawyer
  15. Mr. Burdee, Information Officer

5. National Coalition against Violence (NCAV)
   16. Naratuya

6. Asia Foundation
   17. Mr. William Infante

7. Swiss Development Cooperation
   18. Mr. Felis Faleman, Deputy Country Director
   19. Ms. Jamba Uranbileg

8. Human Security Policy Studies Centre
   21. Ms. Amgalan

9. United States Embassy
   22. Mr. Andrew Covington

10. International Organisation for Migration (IOM)
    23. Ms. Ruth Rosenberg, project manager
    24. Ms. Urgamal Olii, national liaison officer

11. Beneficiaries
    Six victims and two mothers of victims interviewed
Annex 2: Meeting Schedule  (August 9 – 19, 2008)

August 9  Arrival in Ulan Bator
August 10  Meeting with Ganbaysgakh, MGE
Visit family Uluuuhutag
August 11  Visit family Altangerel
Interview with beneficiary Enkhbold
Meeting with MGEc shelter staff
August 12  Interview with Uuganchimeg Ulzikhutag
Meeting with Border Guards
August 13  Meeting with NCAV
Meeting with Asia Foundation
Meeting with Swiss Development Cooperation (SDC) and HSPSC
Meeting with Joy Ogan
August 14  Meeting with Ministry of Foreign Affairs, Consular Department
August 15  Meeting with United States Embassy, MR. Andrew Covington
August 16  Interview with three beneficiaries
Focus group meeting with MGEc shelter staff
August 17  Meeting with IOM, Ruth Rosenberg
August 18  Debriefing sessions
August 19  Departure to Bangkok
Annex 3: Guidelines of Questions

Mongolia Counter Trafficking Evaluation

Guidelines of questions
In order to assess the three areas of project activities the following guidelines of questions will be discussed with stakeholders.

1. Capacity building

a) Study visit to Macau
Interviewees: Selected participants of study visit from

- Consular Department, Ministry of Foreign Affairs
- Ministry of Justice
- MGEC

Guidelines of questions:

1. How many groups did you visit in Macau? Who were they?

2. How did the visit to Macau help/benefit your work on human trafficking (in Mongolia)?

3. In which way the visit could help trafficked victims and prevent human trafficking in Mongolia?

4. How did you plan to work together with the organizations/authority in Macau?

5. Do you still have regular contact with the organizations in Macau?

6. Can you give example of concrete cooperation between organizations in Macau and Mongolia?

7. How many women have been returned from Macau? Who did the arrangement for their return?

8. What kind of assistance have they received after return? From what organizations did they receive assistance?

9. Has the cooperation been improved between Macau and Mongolia? In which way has it been improved?

10. Do you have any suggestions for cross border cooperation in assisting trafficked victims and preventing human trafficking?

11. Are there any other concrete outcomes/results of the study visit to Macau?
b) Training on direct assistance to victims of trafficking. There were two main training activities – one was for a wide range of stakeholders and was two and three day training. Two days for most participants, plus an extra third day for those who provide direct assistance to VOTs. While a few border guards participated in this training, there was a separate training for border guards related specifically to their role in victim identification and distribution of the passport inserts. Separate the questions accordingly.

Two (and three) day training
Interviewees: Selected participants of the training
- Ministry of FA, Consular Office
- Ministry of Justice
- Police
- Min. of social work and associations of social workers
- NGOs

Guidelines of questions:
1. How did you like the training?
2. What did you learn from the training?
3. Did you know the problem of human trafficking before attending the training?
4. How was the training conducted? In which way did you participate in the training?
5. In which way can you make use of the information/knowledge in your work?
6. What kind of intervention can you and your agency make in counter trafficking?
7. In which way can you play more active role to assist trafficked persons?
8. If your agency has already provided assistance to trafficked persons, in what ways was this training useful in developing or improving those services?
9. In which way can you play more active role to prevent national and cross-border trafficking?
10. Do you need more training on human trafficking? What kind of training do you need?
11. Who else should be involved in the training and in counter trafficking work?
Border Guard Training

Interviewees: Selected participants of the training
• Border guards

Guidelines of questions:

12. How did you like the training?

13. What did you learn from the training?

14. Did you know the problem of human trafficking before attending the training?

15. How was the training conducted? In which way did you participate in the training?

16. In which way can you make use of the information/knowledge in your work?

17. Do you know about the passport insert? How do you distribute the passport insert?

18. Can migrant women/men/children read and understand the passport insert?

19. How can the passport insert help potential trafficked persons?

20. What kind of information do you think the migrants need and what is the appropriate form for this?

21. What kind of intervention can you and your agency make in counter trafficking?

22. In which way can you play more active role to assist trafficked persons?

23. In which way can you play more active role to prevent national and cross-border trafficking?

24. Do you need more training on human trafficking? What kind of training do you need?

25. Who else should be involved in the training and in counter trafficking work?
2. Awareness - raising

*Activity: Development of passport insert*

Interviewees: Responsible persons for the development of passport insert
- Ministry of Foreign Affairs
- Ministry of Justice
- Asia Foundation

Guidelines of questions

1. What is the intent of passport insert?

2. Who did the design and content of the passport insert?

3. In which way the passport insert can help prevent cross border trafficking?

4. How did the migrant women/men/children receive the passport insert? Do they like to have such kind of information?

5. Do you know any case of migrants who was prevented from being trafficked due to the information provided in the passport insert?

6. Do you think the passport insert adequately reach the targeted population? How can it be improved in disseminating the passport insert?

7. Is there a need for more information to prevent cross border trafficking and assist the trafficking victims?

8. Do you think the training for consular officials and border guards is adequate? Is there a need for more training on this?

9. Does your agency have focal point for counter trafficking work?

10. What kind of support does your agency need to work more effectively in assisting trafficking victims and preventing human trafficking?

General questions for these same three actors – as IOM partners:

1. What are the positive aspects of your relationship with IOM (especially as regards the direct assistance project)?

2. What problems have you encountered in working with IOM on the direct assistance project?

3. In what ways could this project be improved?
3. **Direct Assistance**

Activities: On-the-job-training for MGEC (they also participated in the formal 3-day training and a one-day training for their newly hired shelter staff).

Interviewee: Staff of MGEC (focus group discussion)

**Guidelines of questions for service providers**

4. How many victims have you assisted since the project was implemented?

5. What kind of assistance do you provide them?

6. Do you think you have adequate qualifications for assisting trafficked victims?

7. What kind of training have you received?

8. Do you need more training? What are they? Who should provide this?

9. What kind of assistance do trafficking victims need for their reintegration?

10. How does the assistance help victims/prevent re-trafficking/promote safe migration?

11. How do you understand the reintegration work?

12. Do you have any case of successful reintegration? How long does it take? What are the elements of successful reintegration?

13. How many legal cases do you have and what are the results of prosecution?

14. What are the elements of successful/unsuccessful prosecuted cases?

15. Have you assisted any beneficiaries in private legal cases – claims for unpaid wages, custody of children or divorce (especially for false marriage cases), etc?

16. Are there sufficient lawyers working on trafficking cases? Do they need specific knowledge to provide legal assistance?

17. How do you work with family and community of trafficking victims?

18. Do you have cross border cooperation to assisting trafficking victims? Which organization/country?

19. How can the cross border cooperation be improved?

**General Questions for MGEC as IOM’s partner:**

20. What are the positive aspects of your relationship with IOM (especially as regards the direct assistance project)?
21. What problems have you encountered in working with IOM on the direct assistance project?

22. In what ways could this project be improved?

**Guidelines of questions for assisted women/men/children**

1. Where did you go to work and for what purpose?

2. How did you return to Mongolia/community?

3. What kind of assistance have you received and from whom?

4. What kind of assistance did you want to have after return?

5. What kind of problem did you have after return home?

6. Did you get any legal assistance? Are you satisfied with the assistance/court decision?

7. Are there other legal issues you have which you have not been able to address?

8. Did you receive psycho-social care for instance any staff of MGEC discussed the problem with you, provided space for you to talk and tell your problem, help you sort out your worry and make plan for your future? If yes, how often? In what ways was this helpful?

   Do you ever meet other returnees? Who organised this meeting and what were the activities you had together. Do you feel better after such meeting? Do you still need to have meeting with other returnees?

9. Did you need job training/formal education? If yes, have you discussed this with MGEC? If you have already received this training or education, how did you find it?

10. Did you receive medical care? Were you satisfied with the medical care you received? If not, why not?

11. Are you currently employed? If yes, are you employed in the field in which you received vocational training? Why or why not? If yes. Do you receive a sufficient income from this employment?

12. Do you need additional economic support?

13. How did your family receive/support you?

14. Are you satisfied with your current living conditions? Why or why not? If not, have you worked with MGEC to resolve this problem?
15. Are you living in a ger provided by MGEC? In what ways has this ger been helpful to you and your family?

16. Do you have regular contact with the service provider? How often and in which way?

17. Do you want to migrate again? Where and for what purpose?

18. What kind of advice do you want to give to others on migration?

19. What kind of advice do you want to give to organizations so that they can better assist people like you?

20. Did you spend any time in the MGEC shelter? If yes, please tell us what you liked about the shelter and what you did not like. How were you treated by the staff of the shelter? By the other residents? Were you able to go out from the shelter for any reason? (For exp. to shop, go for a walk, attend training courses, etc). How long did you stay in the shelter? Who did make decision to leave the shelter, you or the shelter staff? Where did you go after staying in the shelter? Do you think it’s important to provide shelter for returnees? Do you have any specific recommendation for the shelter?
SCOPE OF WORK - EVALUATION OF IOM PROJECT:
COMBATING TRAFFICKING IN PERSONS IN MONGOLIA:
RETURN AND REINTEGRATION VICTIMS’ ASSISTANCE AND CAPACITY-BUILDING

PURPOSE

The purpose of this consultancy is to evaluate the first phase of IOM’s counter trafficking project in Mongolia, *Combating Trafficking in Persons in Mongolia: Return and Reintegration Victims’ Assistance and Capacity-Building*. The activities of first phase began March 1, 2007 and continued through April 30, 2008. The evaluation will:

1) Assess to what extent IOM’s anti-trafficking project in Mongolia has met its stated objectives and overarching goals, which were:

- **Capacity Building**: To build capacity amongst concerned government representatives, primarily consular officials, NGO and civil society stakeholders in Mongolia and in a key destination community to develop a return and reintegration mechanism, effectively identifying, protecting and assisting victims.

- **Awareness Raising**: To raise awareness about trafficking issues among potential VoTs and other stakeholders to help potential and actual victims to be aware of how to seek for support if trapped in a trafficking situation.

- **Direct Assistance**: To provide protection to Mongolian and international victims of trafficking, including shelter, medical and psycho-social support, return transportation and reintegration assistance.

2) Make recommendations for how the program can be improved in future.

BACKGROUND

A study from before the project began, revealed that increasing numbers of Mongolian people had been trafficked in recent years. This study found that young women between the age of 21-30 years old, who are from single-parent family background are one of the most vulnerable group for trafficking for sexual exploitation purposes. Macao was found to be the most common destination, although Mongolians were also known to be trafficked into mainland China, other parts of Asia such as Republic of Korea or Japan, as well as into Europe.

However, this study was based on the experience in Mongolia at that time. It should also be noted that during the entire period from 2000 to just before the start of this project in early 2007, only

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127 victims of trafficking were identified in Mongolia. None of these victims received reintegration assistance and only 25 received limited counselling.

Since IOM began this assistance project in early 2007, 150 VOTs have been identified and assisted. Of these, 116 were female (including 13 female minors) and 34 were male (including one male minor). Sixty were exploited for labour, 56 for prostitution, 1 for pornography, and 33 were exploited through international servile marriage. Destination countries included China, Kazakhstan, Macau, Malaysia, South Korea, Turkey, and several trafficked within Mongolia itself. Victims are now being provided with a variety of assistance, including temporary and longer term accommodation, medical services, psycho-social counselling, legal assistance, formal and non-formal education, vocational training, stipends to assist with basic expenses, and job placements.

Given that other anti-trafficking actors are engaged in prevention of human trafficking, improving legislation and prosecution of cases, and the like, IOM, through this project, has focused on improving identification, repatriation and assistance to victims.

ASSIGNMENT

The Consultant will examine the following with regards to the current IOM project and provide written recommendations to IOM’s Project Manager:

- Assess the overall progress and effectiveness of the program as it is currently being implemented by IOM and its partner organization;
- Assess the impact of the program as regards the three separate components of the project
  - capacity building – examining the quality and impact of both formal and informal capacity building efforts aimed at both governmental and non-governmental counterparts
  - awareness raising – assessing the actual and potential impact of the passport insert activity (given the recent distribution of the inserts the ability of the consultant to assess its actual impact may be limited, but the consultant could provide an assessment of the insert design, related training and distribution mechanism and provide recommendations on how impact can be assessed in future.
  - direct assistance – as regards IOM’s implementing partner, assess the project and NGO management, staff capacity, appropriateness of procedures and forms utilized, monitoring mechanisms, etc. The Consultant should also be sure to assess the medium to long term impact of the assistance provided on assisted victims and their families.
- Assess the overall management of the project by IOM.
- Assess the management of the victim assistance portion of the project by IOM’s local partner, MGEC.
- Assess how well the project is coordinated with other anti-trafficking efforts in the country.
- Develop recommendations for increasing program effectiveness and impact.
METHODOLOGY

The consultant should meet with all relevant stakeholders to include (at a minimum)

- Director, project staff and shelter staff from MGEC
- Staff from MFA, Consular Department
- Ministry of Justice
- Director as well as some of the trained border guards
- Victims who have received assistance (to be coordinated with MGEC)
- Other organizations conducting counter trafficking work in Mongolia, including The Asia Foundation, The Swiss Development Corporation, the U.S. Embassy, HSPSC, and others as relevant.

The Consultant will develop questionnaires for the meetings with the different stakeholders and submit them for review and approval prior to undertaking the evaluation. The consultant will also submit a complete trip itinerary with specific meetings highlighted prior to undertaking the trip to Mongolia.

REPORTING

The Consultant will report to Ruth Rosenberg on all matters related to the performance of this scope of work.

At the end of the evaluation, the Consultant will submit a draft evaluation report. IOM will provide comments. The Consultant will finalize the report taking into consideration IOM’s comments.

TIMELINE

A timeline will be developed in coordination the Consultant to include dates for the following:

- July 25 submission of questionnaires to IOM for approval,
- August 6 submission of detailed itinerary for evaluation trip to Mongolia
- August 10 Travel to Mongolia
- August 11 – 19 Evaluation trip to Mongolia,
- August 20 Departure from Mongolia
- August 29 submission of first draft of the evaluation report,
- September 12 submission of final evaluation report.

MATERIALS

IOM will provide the consultant with a variety of materials which may be useful in undertaking this evaluation, including reports to the donor, project proposal and workplan, research reports, and other materials as requested by the Consultant (if available).

NUMBER OF WORK DAYS
<table>
<thead>
<tr>
<th>Activity</th>
<th>Duration</th>
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<tr>
<td>Review of materials</td>
<td>2 days</td>
</tr>
<tr>
<td>Development of Questionnaires</td>
<td>2 days</td>
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<tr>
<td>Logistical preparation for trip</td>
<td>1 day</td>
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<tr>
<td>Travel to Mongolia</td>
<td>2 days</td>
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<tr>
<td>Field Work in Mongolia</td>
<td>8 days</td>
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<tr>
<td>Report Writing</td>
<td>4 days</td>
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<tr>
<td>Revision</td>
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<td><strong>Total:</strong></td>
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**Annex 5: Abbreviations**

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<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>HSPSC</td>
<td>Human Security Policies Study Centre</td>
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<tr>
<td>IOM</td>
<td>International Organisation for Migration</td>
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<tr>
<td>MGEC</td>
<td>Mongolia Gender Equality Centre</td>
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<tr>
<td>NCAV</td>
<td>National Coalition against Violence</td>
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<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
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<tr>
<td>SDC</td>
<td>Swiss Development and Technical Cooperation</td>
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<tr>
<td>TAF</td>
<td>Trafficking Programme of Asia Foundation</td>
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<tr>
<td>VOTs</td>
<td>Victims of trafficking in persons</td>
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</tbody>
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