



# Achieving Systems Change to Combat Human Trafficking in Europe

Final evaluation of the Porticus programme  
Strengthening Systems of Support to Victims  
of Trafficking

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## Abbreviations

CSO = Civil Society Organisation

EU = European Union

FGD = focus group discussion

NAP = National action plan

NGO = Non-governmental Organisation

SDLM = Severely disadvantaged labour migrants

THB = Trafficking in Human Beings

# Executive summary

## INTRODUCTION TO THE PROGRAMME AND THIS EVALUATION

This report presents the findings of the final evaluation for the Strengthening Support and Protection Systems for Victims of Human Trafficking in Europe programme of Porticus. The programme responds to the lack of systemic interventions in Europe that effectively combat trafficking and enable victims to exercise their rights. Therefore, its objectives are focused around strengthening systems to protect victims of trafficking of human beings (THB), by:

- Creating new knowledge through research; strengthening the quality of victim support; and advocacy work of partners;
- Capacity development for better victim support, for advocacy work, and for implementation of legislation;
- In the end, systemic change is the goal: structural improvements in the systems of support and protection of victims.

This programme started in January 2019 and had a three-year duration, but, mainly as a consequence of COVID-19 restrictions, many grantees received an extension. In total, there were 21 grantees, with 28 grants, based in nine countries, with a focus on Spain, France, The Netherlands and Albania. Also, two European networks were included and a few projects operating at European scale.

The purpose of this final evaluation is to understand how Porticus and grantees contributed to strengthening systems, to communicate credible stories of systems change, and to provide accountability for what the programme has achieved. The Key Evaluation Questions were:

1. To what structural changes in systems for protection and support of victims of THB did the programme contribute?
2. What was the contribution of the programme to these changes? Which strategies, activities and processes have been effective? What have been bottlenecks and what are lessons learned? The evaluation puts specific focus on two 'working elements' that were expected to be important, service delivery and cooperation.

## METHODOLOGY OF THE EVALUATION

The evaluation was carried out by Avance Impact, the Monitoring, Evaluation and Learning (MEL) partner of the programme throughout its duration, with additional inputs from MetaStory. The evaluation is based on monitoring data from almost all partners in the programme, and four case studies. The selection of the four cases was based on regional distribution and diversity in goals, with a slight bias toward cases where at least the start of a positive change in systems of support and protection of victims of THB was expected. In all case studies, individual or group interviews were held with staff from partners and Porticus and with external stakeholders. Based on this, a Theory of Change, Timeline Analysis, Systems Change Analysis and Contribution Analysis were done.

## MAIN FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

### **Partners contributed to 28 structural changes in systems for support and protection of victims.**

Based on systematic assessments of evidence, significance and contribution, the evaluation found evidence for contributions to 28 structural changes. Most of these changes however, have not yet gone to the intended extent of change.

- Sometimes the change was achieved for a great deal (9), meaning there are major breakthroughs, or it is likely the intended change is achieved within considerable time, but is not yet fully achieved.
- Other changes were achieved to some extent (11), meaning the intended change has become visible in some important respects, but there is not yet a major breakthrough or generation of mass. Much is yet to happen, even if the change is already structural in the system. For five changes, the extent of change could only be considered as first signs or ground work.
- Three changes achieved most or all of the intended change.

There are two important considerations here:

1. for systems change, a long-term effort is required, and the programme only lasted three years. Originally, there was an intention for a second phase, and most of the partners took this into account in their strategies toward the intended systems change. As there will not be a second phase, it is uncertain to what extent these changes will be brought further or will remain stagnant at the current level. Following this finding, we recommend that Porticus only aims for systems change in programmes in the future if they can commit for a longer term. Additionally, for this programme we advise Porticus to do additional analysis of the changes to find out which of these 1) are sufficiently promising, 2) do require additional efforts, and 3) would not continue without additional funding. On the basis of this analysis, Porticus could use exit grants, or funding from the new portfolio strategy to drive the selected changes further, so that the achieved impact is safeguarded and more impact created.
2. the change process in this kind of system change cannot be predicted and is non-linear: during the time that hardly any change can be noticed, preparations are made, the ground is prepared and actions are put in place, so that at the right window of opportunity, everything is ready to push through.

**Partners combined multiple, complementary pathways to achieve systems change.**

Based on the analysis of changes, we identified six system dimensions and eight different system actors in the systems of support and protection for victims. Most of the changes were at the dimensions capacity and legislation, and the actors that had most often changed were service providers, ministries and law makers. The figure below visualises in how many of the changes the different pathways were used and how change has occurred among the various actors.

This finding highlights the importance of being able to shift and adapt strategies and advocacy targets when opportunities arise. In the programme, Porticus has demonstrated this adaptive attitude. We recommend to maintain this adaptive attitude, management and strategy, both in grant making and in implementation. We also recommend to make explicit maps of the specific systems, with its dimensions and actors, that every grant is attempting to change.

**Partners had a unique contribution, but needed others for sufficient leverage to create systems change**

In creating systems change, one actor or factor is often not enough. We used causality theory about 'causal packages'. We assessed whether projects had a unique and necessary contribution within this package and if the package as a whole was sufficient to bring about change. Building on the evidence from internal and external interviews, we conclude that all four cases indeed had their own unique contribution.

In all cases this was related to the experience of partners with service delivery, and their strong cooperation with others.

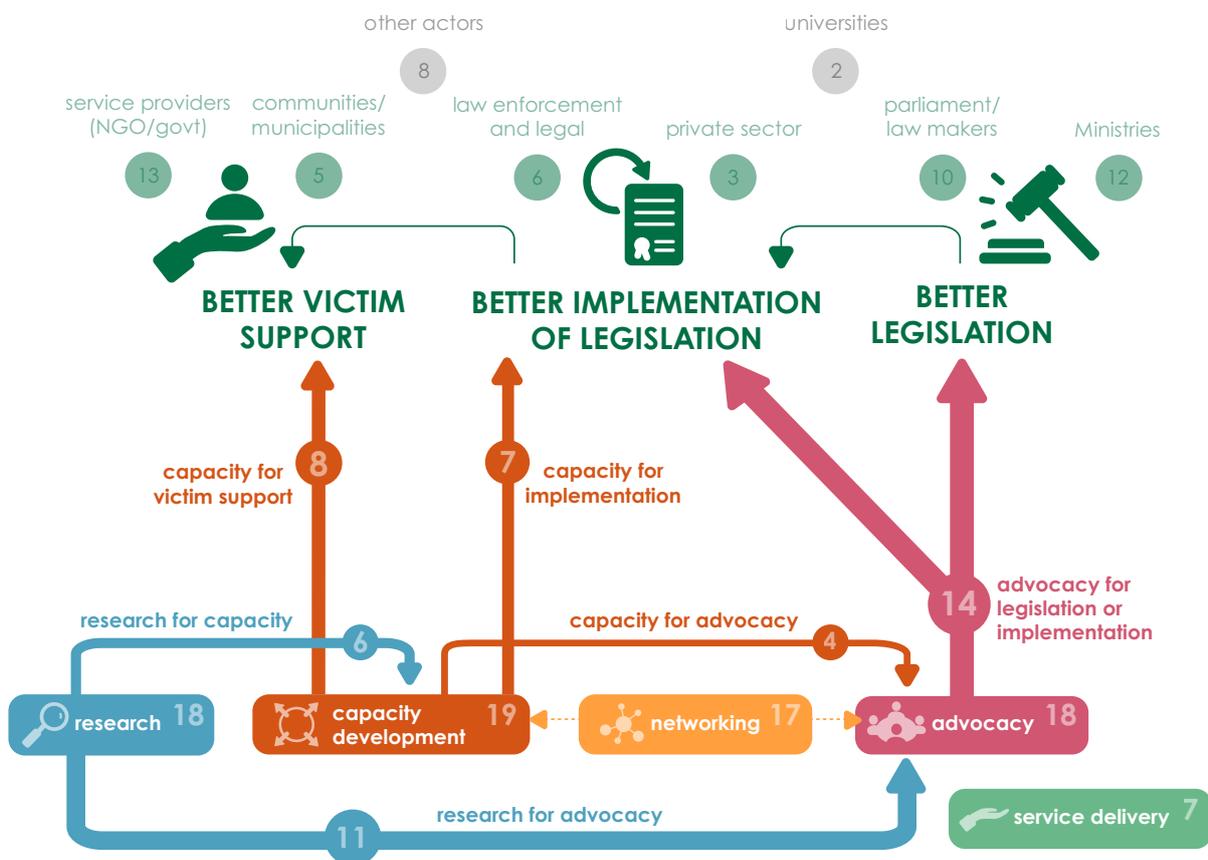
**The role of cooperation is to create safety, mass, credibility and complementarity**

The cases illustrate that strong cooperation is crucial to generate a 'package of causes' that has sufficient leverage to bring about systems change. Partners cooperate well with others and have often been selected on the basis of their attitudes and practices of cooperation.

Generalizing this lesson, we recommend Porticus to use the concept of a causal package in selecting and developing grants for systemic change objectives, and partners to consciously analyse their own and others' unique contribution in existing collaborations they work with, to optimize this cooperation.

**The cases reveal eight different ways in which service delivery strengthens or enables advocacy work. Service delivery is therefore to be regarded as an important lever in achieving systems change.**

Particularly the linkage of service delivery to advocacy work has proven to be important. Based on this finding, we recommend both Porticus and the partners to attempt to use all service delivery for more strategic purposes by linking it to advocacy, and to ensure that advocacy is always sufficiently rooted in service delivery. At the same time, there can be a tension between 'service delivery that is interesting for advocacy' and more general service delivery.



This visual shows that in the stories of these 28 changes, partners used a variety of activities, often combined, that contributed through multiple pathways to a range of changes at the level of various actors in the system.

# 1. Introduction

This report presents the findings of the final evaluation for the Strengthening Support and Protection Systems for Victims of Human Trafficking in Europe programme of Porticus. Porticus is a philanthropic organisation with the purpose to “work to create a sustainable future where justice and human dignity flourish.”

This programme started in January 2019 and had a three-year duration, but, mainly as a consequence of COVID-19 restrictions, many grantees received an extension. Initially, the programme was intended as a first phase, but as a result of strategic reorientation of the portfolio, a second phase of this programme is no longer foreseen. From the start, the programme had a partnership with Avance Impact to develop joint monitoring with all partners, offer some capacity development, and conduct a mid-term and a final evaluation of the programme.

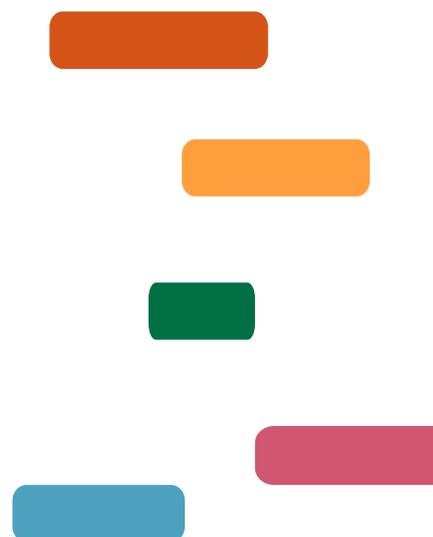
The purpose of this final evaluation is to learn about how Porticus and grantees contributed to strengthening systems, to communicate credible stories of systems change, and to provide accountability for what the programme has achieved.

The **Key Evaluation Questions** were the following:

1. To what structural changes in systems for protection and support of victims of THB did the programme contribute?
2. What was the contribution of the programme to these changes? Which strategies, activities and processes have been effective? What have been bottlenecks and what are lessons learned? The evaluation will put specific focus on two “working elements” that are expected to be important.

How were service delivery and advocacy connected in the programme, and how did this contribute to changes?

How did partners cooperate with one another, and how did this contribute to changes?



# 1. Methodology

The evaluation was carried out by the Avance Impact team that has been involved with the programme from the start, with expert involvement from the MetaStory Institute, which is specialised in countertrafficking.

The evaluation used a theory-based approach combined with contribution analysis as its major evaluative approach. It further used a combination of an analysis of monitoring data and a case study approach. The most relevant methodological literature is listed in Annex 5.

## ANALYSIS OF MONITORING DATA

Based on feedback in the mid-term evaluation, the monitoring instruments were further developed and structured in order to capture more evidence on structural changes in systems of support and protection to victims of THB. Partners could report on intended changes and had to describe signals for these changes, including (links to) concrete evidence, the significance of these signals of change and their contribution to these changes. The instrument is added in Annex 4.

For each signal provided, partners had to provide evidence for it, preferably with links to verifiable sources. Also, they had to offer their reflections on the significance of each signal, and the contribution they had made to it. Furthermore, they had to report those outputs (research, capacity development, networking and advocacy) that had in some way contributed to the change. Other outputs were left out of the analysis.

Each of the reported changes was assessed on three aspects, namely the credibility of the evidence, the significance and the contribution. For each of these three aspects a four-point scale with rubrics was used: unacceptable, weak, moderate, strong. The table below shows the rubrics and the assessments are further explained below the table.

**The credibility of the evidence** was assessed by tracing references to external (mostly documentary) sources where possible. This was done when partners provided such references,

and sometimes by independently finding public information about the stated changes. Also, the evaluation team used its knowledge and experience of the partners and the projects from earlier interactions with these partners over the past three years. An example of an 'unacceptable' rating for this aspect is an organisation that reported changed capacities, based on the fact that training was provided. This is an example of wishful thinking or circular reasoning ("We train in order to improve capacities. We trained, so capacities must have improved."). Examples of 'strong' assessments include signals that were based on verifiable evidence, such as documents or public statements of a specific actor.

**The credibility of the significance** was assessed by analysing the internal coherence and plausibility: the connection between the signals and the stated intended change. For each signal, partners were asked to note briefly why this signal of change was important as a step toward the intended change, and what other changes were still required. These reflections were assessed for their logic, internal coherence and plausibility.

**The credibility of the contribution** was assessed by analysing the connection between the stated contribution to the changes (backward causal analysis) and the reported outputs with their direct effects (forward causal analysis). For each signal of change, partners offered a reflection how this had to do with their efforts. Furthermore, they had to list the concrete outputs related to the reported change. The assessment was not done about the extent of their contribution, but of the plausibility of their contribution. A convincing argument for a small but necessary contribution of the partner to a reported (signal of) change would be rated as 'strong', while a claim to complete attribution of the change to the efforts of the partner without evidence or logical connection between the reported outputs and the (signal of) change would be rated as 'weak'

All changes that had an "unacceptable" score on any of these aspects were excluded from the analysis.

RUBRICS USED	EVIDENCE	SIGNIFICANCE	CONTRIBUTION
Unacceptable	No evidence of change provided	Signal not logically related to the intended change	Not plausible that the project had any contribution
Weak	Only internal or anecdotal evidence	Lack of clarity how the signal functions as indication or step of change toward the intended change.	Some plausibility of contribution based on reflection of partner
Moderate	References to external evidence, but partial or indirect	Lack of clarity what further steps are required to move toward the intended change	Contribution very plausible based on reflection of partner
Strong	Reference to external evidence, almost undeniable	Clarity how the signal functions in the complete pathway toward the intended change	Contribution evident from reflection of partner and (direct effects of) outputs

## CASE STUDIES

Four case studies were selected. These were based on regional distribution: one from the region of each Porticus team member. There was a slight bias toward cases where at least the start of a positive change in systems of support and protection was expected. Within each case, a similar approach was used, based on a common guideline with a set of instruments that was developed. This included a workshop with project staff, interviews with internal and external stakeholders, experts from MetaStory and the Porticus staff involved (all listed in Annex 3).

The project was narrated in two ways. First, a timeline analysis was done to provide a chronological narrative that showed the key activities, the progress made and the setbacks experienced. Secondly, a specific Theory of Change was developed as a visual and a narrative in order to present the project in terms of its logic.

Furthermore, the systemic change was explored by finding pieces of evidence that the change had indeed occurred. This was mainly done by substantiating the claims made by partners with external (mainly documentary) evidence and interviews with external stakeholders. In this analysis, intermediary outcomes were also identified. A contribution analysis was done to further analyse the causal relation between this systemic change and the programme and the contributions that others made.

For each of the four cases, a sensemaking session was held toward the end of the process to involve the partner in the further interpretation of the findings and derive lessons learned. A cross-case analysis was done with the help of an analytical guideline. In this cross-case analysis, an effort was made to find specific ways in which service delivery and cooperation played a role in relation to advocacy work of the partners.

## CONTRIBUTION ANALYSIS

In the monitoring data, a light reflection on the contribution of the projects was done and this was assessed, as described above. In the case studies a full-fledged contribution analysis was done. First, the systemic change was described and ascertained. In all four cases, this was a change at the highest level in the Theory of Change of the project. The causal question to be analysed was 'what had been the contribution of the project?'

In a workshop with the team from the partner organisation, an initial list of potential contributing factors and actors was derived. This list was complemented on the basis of additional interviews with internal and external persons. In all interviews, confirmatory or contradictory claims were sought about the role of each of these actors and factors. For this purpose, an evidence table was developed where these pieces of information were listed. For each piece of information, a weight factor was determined, based on the strength of the evidence. Claims about contributions of others were rated higher than claims about contribution of oneself.

These pieces of evidence were then compiled to arrive at a weighted conclusion about the plausibility for each contributing factor or actor. This led to a nuanced claim about the relative contribution of the intervention to the established change in the system.

In the cross-case analysis all contribution analyses were combined and causal theory (specifically on causal packages and INUS causes) was used to provide an interpretive framework through which the contributions of the programme to systemic changes could be understood.

As a variation on regular contribution analyses, we encountered and analysed negative contributions to the systemic changes, in addition to positive contributions. This helped to bring to light the reality that these type of systemic changes do not only have contributory factors, but also factors that (actively or passively) counteract the changes.

## 2. Overview of the programme

This chapter provides a brief introduction to the “Strengthening Support and Protection Systems for Victims of Human Trafficking in Europe” programme. We refer to the report of the mid-term evaluation for a more elaborate description of the programme. The programme responds to the lack of systemic interventions in Europe that effectively combat trafficking and enable victims to exercise their rights. Comprehensive legislation and policies against human trafficking exist in Europe. However, victims of human trafficking do not have (full) access to their rights because the relevant policies and regulations are not properly implemented in practice or are not translated in suitable national legislation. In addition, gaps in victim assistance systems leave victims unprotected. This can result in re-trafficking and prevent systemic interventions from achieving their ultimate goal, i.e. the reduction of human trafficking.

The programme aimed to reach the following outcomes:

1. Anti-trafficking stakeholders actively engage in developing, sharing and applying (new) knowledge relevant to human trafficking.
2. Victims utilise support systems to reintegrate into society and be protected from re-trafficking.
3. Governmental and non-governmental anti-trafficking stakeholders effectively implement anti-trafficking legislation and policies in line with international and European standards.

The programme has no particular focus on a specific form of human trafficking, but some partners focus on a particular type or purpose of trafficking, for example for sexual exploitation, labour exploitation or forced criminality.

The overarching Theory of Change includes three main strategies: research, capacity development and advocacy. It uses six pathways to change based on these strategies that together lead to the programme outcomes. These six pathways of change are described in Annex 2, and in chapter 3 (about systemic changes), the actual occurrence of these pathways is reflected upon.

Within this programme, Porticus has partnerships with 21 organizations/coalitions through 28 grants in nine countries, of which the Netherlands, Spain, France and Albania were the focus countries. This includes five partners who work at European level, including two networks. Annex 1 offers a brief description of all grants.

An important characteristic of this programme is the fact that it aims for systems change. This important concept was described theoretically in the mid-term report, to which we refer for references to the relevant literature. Here, we just retain the main point, that a systems approach:

- Focuses at lasting, structural change
- Is aware of and makes conscious choices about addressing the broader systems (beyond victim support: countertrafficking at large) and sub-systems (e.g. identification systems, referral systems, reintegration systems).
- Is aware of and makes conscious choices about addressing neighbouring systems with which antitrafficking systems interact, such as migration systems, social protection systems, gender related systems. At the nexus of the antitrafficking (or victim protection) system and these neighbouring systems, important work may need to be done.
- Is aware of and makes conscious choices about addressing the interrelationships between different levels of scale: European, transnational, national, subnational: two way interactions between each level need to be considered.
- Is aware of the specific contributions of a wide range of actors, and focuses on collaborations and multi-stakeholder approaches in which multiple perspectives are incorporated. This also includes a flexible approach to the use of strategies: switching strategies and activities as and when needed, either through self or in collaboration with others.
- Thinks critically about scale: changing the system should automatically have an impact at scale, but the incorporation of innovations in the system required deliberate strategies for scaling up or other forms of scaling.

In chapter 3, a more operational framework is offered to analyse the system of support and protection for victims of THB.

### 3. Contributions to Systemic Changes

#### INTRODUCTION

Each partner was asked to report structural changes in the system of support for victims of trafficking. For each reported change, partners had to indicate concrete signals of change: small steps toward the intended change, or signs that the intended systemic change was beginning to happen. And for each change they had to provide evidence as well as reflections on its significance and the contribution they made to this change. The methodology section explains how these changes were assessed and filtered.

Partners reported a total of 35 such changes for 23 grants. After assessment, we retained 28 changes from 21 grants. This means that 7 grants were found to be unacceptable for at least one criterion. In all 7 instances this was the crite-

ria of evidence: partners reported on changes but were not able to bring forward any evidence but only assumptions. For example, that the evidence for a change in capacities is that a training was carried out.

#### DESCRIPTION OF THE CHANGES

The table below provides a first list of the 28 changes, sorted by the level of conviction of the change (shown in the right hand column with a signal icon), then alphabetically by the name of the organisation. The numbers of the changes are used throughout this chapter to refer to specific changes. The combination of the three assessments (evidence, significance, contribution) was used to create the combined score for "level of change."

COUNTRY	ORGANISATION	INTENDED CHANGE	EXTENT TO WHICH CHANGE HAPPENED	LEVEL OF CHANGE
1 Albania	Different & Equal	Comprehensive law on THB accepted	First draft proposed	
2 Netherlands	Fairwork	Labour exploitation legislation more inclusive	Many actors aligned, motion adopted, not yet happened. May happen soon	
3 Netherlands	Fier / CKM	Tourism branch recognizes and protects VoT better	Training integrated, inspection integrates it	
4 France	Hors la Rue	Non-sanction principle more widely applied for minors forced to commit offenses	Happened in some districts of Paris; breakthrough court decision.	
5 Europe	Lumos	Attention in EU directive for links institutionalisation and THB	5 High level endorsements based on research; adaptation likely to get through	
6 North-Macedonia	Open Gate	Legislation for protection in line with EU standards	New strategy adopted, law in procedure for adoption, law GBV adopted	
7 North-Macedonia	Open Gate	CSOs coordinate and influence more	Organised in coalition	
8 Spain	Proyecto Esperanza + SICAR	Focus, coherence and capacity for advocacy by Adoratrices strengthened in multiple countries	This happened.	
9 France	Trajectoires	Improved knowledge of unknown groups of VoT	Multistakeholder platforms and exchanges in Bordeaux, Nantes, Lyon, Nice, a.o.	
10 Netherlands	Fier / CKM	E-protection accepted and developed by wide range of stakeholders	Awareness and prototype models	
11 Europe	La Strada International	European legislation improved	Several trajectories of improved legislation	
12 Europe	Lefö	Access to residence in Europe and national legislation in 5 countries	Linkages with migration agencies, draft amendments, need for improvements broadly recognized	
13 Spain	Proyecto Esperanza + SICAR	Key actors aligned and consultation for comprehensive law on THB	There is alignment of a number of important actors.	

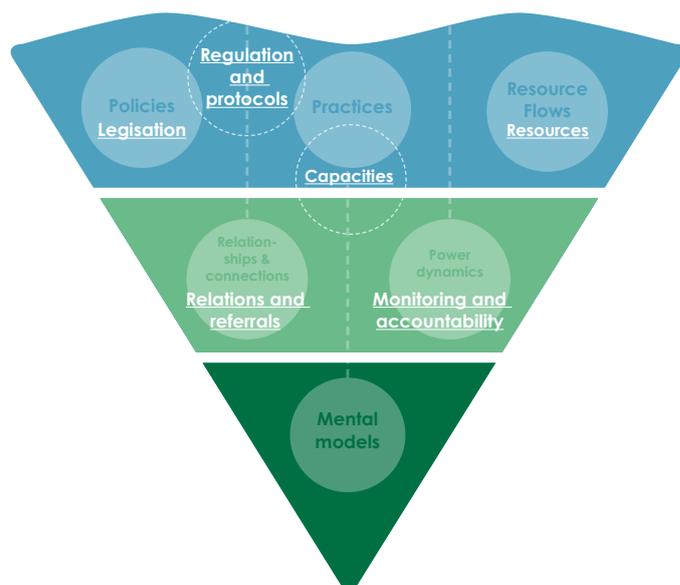
COUNTRY	ORGANISATION	INTENDED CHANGE	EXTENT TO WHICH CHANGE HAPPENED	LEVEL OF CHANGE
14 Netherlands	Terre des Hommes	Digital techniques used by law enforcement (related to sexual exploitation of children)	Increasingly used by police, accepted at all levels	
15 Romania	Adpare	Improved system for protection and support: legislation, collaboration	Collaborative platform formed and proposals made	
16 Europe	La Strada International	European NGO cooperation stronger	Cooperation led to concrete joint efforts	
17 Albania	Vatra	Comprehensive law on THB accepted and implemented	First draft national action plan proposed	
18 Albania	Different & Equal	Increase municipalities' capacities after-school care model	Cooperation agreements established	
19 Albania	Vatra	Support for reintegration better applied and used	More capacities of many actors, signs of better use	
20 France	ECPAT-FR	EU legislation adapted to child VoT	Inputs provided	
21 Netherlands	Fier / CKM	VoT voices structurally heard in systems for protection of VoT	Platform set up and some structural involvement	
22 Europe	RENATE	Member nations improve legislation	2 Concrete examples	
23 Spain	UNICEF + Comillas	More use of data by THB actors and multistakeholder exchange	More attention for data, broad open innovation community	
24 Netherlands	Lumens	Knowledge and protection of male victims improved	Methodology developed, documented but the centre is now closed	
25 Albania	Plan & Go	Laws on child protection better implemented at local level	New protection models developed and tested	
26 Europe	UNODC	Community safety audits to research specific trafficking flows	Methodology tested and usable, specific situation changed	
27 Spain	UNICEF + Comillas	VoT can use blockchain to access their data	Interest and discussion about it; app in testing phase	
28 Europe	RENATE	Council of Europe pays more attention to linking poverty and THB	International day for this	

## THE SYSTEM DIMENSIONS AND ACTORS

The system of support and protection for victims of THB is complex and multi-dimensional. When there is a structural change in the system, at least one of these dimensions must have changed. For the purpose of categorizing the changes, we have used the following dimensions which were derived from the analysis of the changes. Concrete examples are provided below.

SYSTEM DIMENSION	EXPLANATION
<b>Legislation</b>	Formal laws about THB, or other laws that have an effect on victims of THB.
<b>Regulation and protocols</b>	Working arrangements, procedures or protocols of actors that are dealing with victims of THB in one way or another.
<b>Capacities</b>	Organisational or institutional abilities to offer support or protection. This includes the direct capacities to offer support or to protect victims of THB, but also organisational capacities, capacities for advocacy or capacities to deal with information.
<b>Relations and referrals</b>	Formal or informal working cooperative arrangements for exchange of information or referrals.
<b>Resources</b>	Financial, material or methodological resources for support or protection of victims of THB.
<b>Monitoring and Accountability</b>	Monitoring of (implementation of) policies or practices.

There is no attempt at completeness in defining the dimensions of the system of support and protection for victims of THB. At various levels of scale (European, national, local), there may be additional dimensions, or the dimensions used here may have to be adapted. But for the purposes of the analysis of these 28 changes, these dimensions are helpful. Recently, toward the end of this evaluation, Porticus has adopted a modified version of the “Water of Systems Change” approach in which six conditions for systems change are identified. These conditions can be regarded as equivalent to our system dimensions. The visual below shows how the specific dimensions that we identified relate to the six conditions from this framework. The changes we have described do not relate to the condition “mental models”. This is understandable as the programme was not focused on changing worldviews or underlying mental models of the systems for protection and support of victims of THB. The dimension ‘capacities’ is absent in the Water of System Change approach, while this is one of the most important system dimensions in this programme.



Furthermore, the system does not run by itself. It is operated by a variety of actors. When the system changes, at least one of the actors that drives the system must have changed. For the purposes of this analysis, we have used the following categories of actors:

SYSTEM ACTOR	EXPLANATION
Service providers	Both governmental and non-governmental. These are the organisations that provide support of various kinds or protection to victims of THB.
Law enforcement and legal actors	This includes police, prosecution, judges and lawyers.
Ministries	This also includes inter-ministerial agencies.
Parliament and law makers	Those who decide on legislation.
Universities	Universities
Communities and municipalities	Formal and informal local structures
Private sector	Companies and sector organisations
Other actors	This includes civil society organisations (other than the service providers), migration-related organisations, child protection actors, trade unions and others

This list of system actors is inductively derived from the actual work in the projects. No formal mapping of system actors had been done, and there is no single reference framework that offers a complete list of actors for the systems for protection and support of victims of THB. Rather, at the project level, a more specific mapping of system actors would be relevant. This could lead to adding different types of actors (now included in 'other actors') or leaving others out.

The table below shows how many of the reported changes affected each of the system dimensions and actors. One change can address more than one system dimension and also more than one system actor. Sometimes, intermediary actors are changed who are not the final targeted actors

that need to be changed. This often happens in changes related to legislation. For example, service providers, ministries or other actors changed their opinion or attitude, and in turn they help to build pressure toward the legislative change that has to be made by parliaments.

DIMENSION \ ACTOR	service providers	Ministries	parliament/ law makers	other actors	law enforcement and legal	communities/ municipalities	private sector	universities	Total
Capacities	9	3	0	3	3	4	2	1	13
Legislation	3	9	9	4	1	1	0	0	12
Relations and referrals	7	4	1	4	4	4	2	1	11
Resources	4	1	0	2	1	2	2	1	6
Regulation and protocols	2	3	2	1	1	1	1	0	5
Monitoring and Accountability	1	2	1	0	0	1	1	0	3
<b>Total</b>	<b>13</b>	<b>12</b>	<b>10</b>	<b>8</b>	<b>6</b>	<b>5</b>	<b>3</b>	<b>2</b>	<b>28</b>

**Capacities** is the system dimension where change is recorded most frequently (13x), and this happens most often with service providers (9x). This includes capacities for advocacy as well as capacities for the provision of support or the protection of rights of victims of THB, and it includes governmental service providers (also included under municipalities), as well as non-governmental. Some of these changes relate to improved use of data (23), or knowledge about specific groups (9, 24).

**Legislation** is often about bringing national legislation in line with the Convention and / or the EU directive (5x): in France, North-Macedonia and Romania, but also in several countries outside the focus countries of the programme, for example Serbia and Moldova (12) and Bulgaria and Ireland (22). In two countries, the focus is on getting a comprehensive law that covers all forms and purposes of THB (Albania, Spain), and in some projects, the focus is on improving European legislation itself (5, 11, 20).

**Relations and referrals** is mostly about strengthening multistakeholder approaches. THB is a multidimensional issue, many types of actors are involved, and it intersects with many other sectors (such as migration, child protection, gender issues, social security and others). Several projects report changes where different types of actors have been structurally connected (5x) in a platform or through a protocol or through a joint effort. A second type of change in this category is the strengthening of CSO or NGO collaboration.

Sometimes this refers to organisations that work specifically in the field of countertrafficking, and in other cases, it also includes organisations working in other sectors (e.g. related to migration) who encounter victims of THB.

**Resources** refers mostly to methodological innovations that have been made available, including digital methods (10, 14, 27) and research methods (26). Increased access to or availability of financial resources is not part of these changes, while it is frequently mentioned as a serious bottleneck. The only way in which more resources have become available is indirectly, where child protection units or other (mostly governmental) offices have become more active for victims of THB.

**Regulation and Protocols** refers to changes in agreements or structural agreements that did not require changes in legislation. Often, this is mentioned as better implementation of existing legislation. In one case, this includes agreements of two sector organisations (in the tourism branch in the Netherlands, 3) to include training about victims of THB in the certification of all their members.

**Monitoring and Accountability** is used as a category when there are improvements in the way in which one type of actor monitors another, with the intention that the system of support and protection functions better. This includes the development of regular shadow reporting or CSO working groups for monitoring the implementation of government policy (6, 15).

## THE SCALE AND EXTENT OF THE CHANGES

The system of support and protection of victims of THB can be defined at every level of scale. The changes have taken place at European level (7x), at national level (16x), at provincial or regional level (2x) or at city or local level (3x). In the case of city level, the changes have often taken place in multiple cities (for example 9, in Bordeaux, Nantes, Lyon, Nice and other cities, or 18, in multiple municipalities in Albania).

Often, the projects made linkages between the different levels. It was also the intention of the programme as a whole that existing European legislation (CoE convention and EU directive) would be better applied at national level. In several reported changes this linkage is explicitly made. Such changes are categorized at national level (for example the REST project, 12, because this is where the change actually takes place).

Another analysis about the extent of the changes is to compare the realised change with the intended change. In the monitoring instrument used by the partners, they wrote their intended change in the system of support and protection of victims of THB. They then listed the signals that something of this change actually happened. This included signals of the intended change itself, as well as signals of small, intermediate steps that are not yet the change itself. In their reflection on the significance of the signals they indicated how important these signals or small changes are in relation to the intended change, and what further changes or steps would still be required.

We used the following categories to analyse the extent to which the realised change approached the intended change. The non-linearity of the change processes are a reason that this scale is not directly proportionate to the likelihood that the full intended change will be achieved. A very initial change may increase speed all of a sudden, and a change that had already gone far may be reversed for several reasons (such as the outcome of national elections).

- **(Mostly) achieved.** This indicates that the realised change is close to the intended change. Sometimes the change would need to be further secured and institutionalised or it would need to spread to other regions or countries, but the change in the system that was intended was mostly achieved.
- **A great deal.** This indicates that there are major breakthroughs, or changes that make it rather likely that the intended change will be achieved within considerable time. The change has come to speed.
- **Moving on.** This indicates that the realised change has become visible in some important respects, but there is not yet a major breakthrough or generation of mass. Much is yet to happen.
- **First signs / groundwork.** This indicates that the realised change is only very initial or preparatory. There is some change (otherwise it would not have been included in this analysis at all), but it is very tentative and hardly visible.

Using this scale leads to the following overview of the 28 changes.

#### (Mostly) achieved (3)

- 3 Tourism branch recognizes and protects VoT better
- 7 CSOs coordinate and influence more
- 8 Focus, coherence and capacity for advocacy by Adoratrices strengthened in multiple countries.

#### A great deal (9)

- 1 Comprehensive law on THB accepted
- 4 Non-prosecution principle more widely applied for minors forced to commit offenses
- 5 Attention in EU directive for links institutionalisation and THB
- 6 Legislation for protection in line with EU standards
- 9 Improved knowledge of unknown groups of VoT
- 14 Digital techniques used by law enforcement (related to sexual exploitation of children)
- 16 European NGO cooperation stronger
- 17 Comprehensive law on THB accepted and implemented
- 21 VoT voices structurally heard in systems for protection of VoT

#### Moving on (11)

- 2 Labour exploitation legislation more inclusive
- 10 E-protection accepted and developed by wide range of stakeholders
- 11 European legislation improved
- 12 Access to residence in Europe and national legislation in 5 countries
- 13 Key actors aligned and consultation for comprehensive law on THB
- 15 Improved system for protection and support: legislation, collaboration
- 18 Increase municipalities' capacities after-school care model
- 19 Support for reintegration better applied and used
- 22 Member nations improve legislation
- 23 More use of data by THB actors + exchange multistakeholder
- 24 Knowledge and protection of male victims improved

#### First signs / groundwork (5)

- 25 Laws on child protection better implemented at local level
- 26 Community safety audits to research specific trafficking flows
- 27 VoT can use blockchain to access their data
- 28 Council of Europe pays more attention to linking poverty and THB
- 20 EU legislation adapted to child VoT

### There are two important considerations in this analysis

**The level of ambition** of the intended change. Some intended changes are formulated at the level of "more knowledge" (e.g. 24), or "more attention" (e.g. 28), or the development of a specific method (e.g. 26) and as difficult and complex as it may be to achieve those changes, they are less ambitious than change on "adapted legislation" (e.g. 6, 11, 12, 17, 20, 22). In the latter case, it is more likely that in the short timespan of the programme only preliminary and intermediate changes can be seen.

**The non-linearity of the change process.** Almost all changes in systems are non-linear. If one would draw the change over time as a curve, the line would never be a straight upward line. However, some changes are closer to linearity. An example is the attention to a topic (e.g. 5) or the alignment of actors in relation to a certain idea (e.g. 13) or the development of knowledge (e.g. 9) or development of capacities (e.g. 8). At the micro level these change are also non-linear: to convince one specific actor takes time and the change may happen all of a sudden, after a certain event or political development. But at the project level, the change is a little more linear, as actors get aligned one by one, or as knowledge gets developed through one report or study after another, or as capacity is built by training one group after another. The curve could look like a stepwise curve.

Other changes are more strongly non-linear, such as changes in legislation or adoption of certain ideas: for a long time nothing may seem to happen (the curve seems flat), and all of a sudden, a leap of change takes place. And sometimes changes are reversed or other breakthrough moments are required. But during the time that hardly any change can be noticed, preparations are made, the ground is prepared and actions are put in place, so that at the right window of opportunity, everything is ready to push through. In this case, the extent of change may seem less, but important work toward change may be done which makes it more likely that the intended change will actually happen at a later stage.

### THE PATHWAYS TO CHANGE

For each of the changes, an analysis was made how they related to the Theory of Change. In the Theory of Change, six major pathways of change are identified. For each of the changes, an analysis was made which of the pathways was used. The table below presents the six pathways, in how many changes this pathway was used, and offers a brief synthesis of how this worked in practice.

PATHWAY OF CHANGE	NO. OF CHANGES	EXPLANATION
 <b>Research for capacity</b>	6	In 3 out of these 6 changes, models, methodologies or prototypes were developed for practitioners to use and improve their practice of protection and support for victims of THB. In other changes, research fed into training or into multistakeholder groups to inform their practice.
 <b>Research for advocacy</b>	11	Many changes where advocacy was used as a strategy also used research to make the advocacy more evidence based. Almost all these researches are a form of situation description, scoping, shadow reporting or monitoring, gap analysis or mapping. Some combine this with an analysis of cases or do a complete case-based analysis. These research findings are often disseminated and are then used to make the advocacy more evidence based. Sometimes, it feeds in and strengthens an existing advocacy process and in other cases it is the starting point for an advocacy trajectory.
 <b>Capacity for victim support</b>	8	This pathway refers to the strengthening of capacities of those who are already working on the protection and support of victims of THB, or new actors who then incorporate such protection and support in their work. In most cases, this is about capacity for non-governmental organisations that provide protection or support to victims of THB, and in some cases they are governmental actors, such as municipalities and their child protection services. In two cases, the capacity is related to the use of new approaches or models. In another two cases, the capacity change is with non-traditional actors, such as actors in the tourism branch or technology providers.
 <b>Capacity for advocacy</b>	4	This pathway is specifically about capacities that are then used for advocacy. This pathway is used by several network organisations or organisations that have a leading role in a network. It also includes efforts to build NGO or CSO coalitions for advocacy on THB.
 <b>Capacity for implementation</b>	7	This pathway is often directed to those who are formally responsible to uphold the rights of victims of THB. In five cases this is about training of legal actors. This training is sometimes more broad or on identification (so that victims can access the rights they have) and sometimes on specific rights (such as the non-sanction principle). There is some overlap with the pathway 'capacity for victim support', as such support is in itself a way to better implement the laws that guarantee victims access to support and protection. Here, the focus is more from a legislation perspective.
 <b>Advocacy for implementation</b>	14	This pathway includes advocacy for better implementation of legislation, but also (and in fact more often) advocacy for adaptation of legislation. It includes all forms of advocacy, including formal and informal meetings, lobby, submission of statements, campaigns and even training and awareness that has an advocacy purpose. In ten of these cases, this pathway is combined with the pathway 'research for advocacy' and this indicates that evidence-based advocacy has become the mainstream approach in this programme.

### THE QUALITY OF THE REPORTED CHANGES

In the methodology section, we explained that the reported changes were assessed for their credibility, and this led to the exclusion of some of the changes from this analysis. Here, the outcome of the assessments are briefly reported. Three aspects were separately assessed, all using a scale of unacceptable, weak, moderate, strong. All changes with 'unacceptable' ratings have been left out of the analysis.

The figure on the right shows the ratings for all 28 changes that were included in the analysis (leaving out the 7 changes with an 'unacceptable' rating). These assessments use the rubrics as explained in the methodology section. Nine changes had 'strong' assessments for all three aspects. And as these assessments were used to create the ranking in the table listing all changes, these are the first 9 changes listed there. Generally speaking, the quality of reporting of these changes is acceptable, as the ratings show. There is a marked improvement in this quality compared to reports submitted earlier in during the programme.

#### CREDIBILITY OF EVIDENCE



#### CREDIBILITY OF SIGNIFICANCE



#### CREDIBILITY OF CONTRIBUTION



■ Strong
 ■ Moderate
 ■ Weak

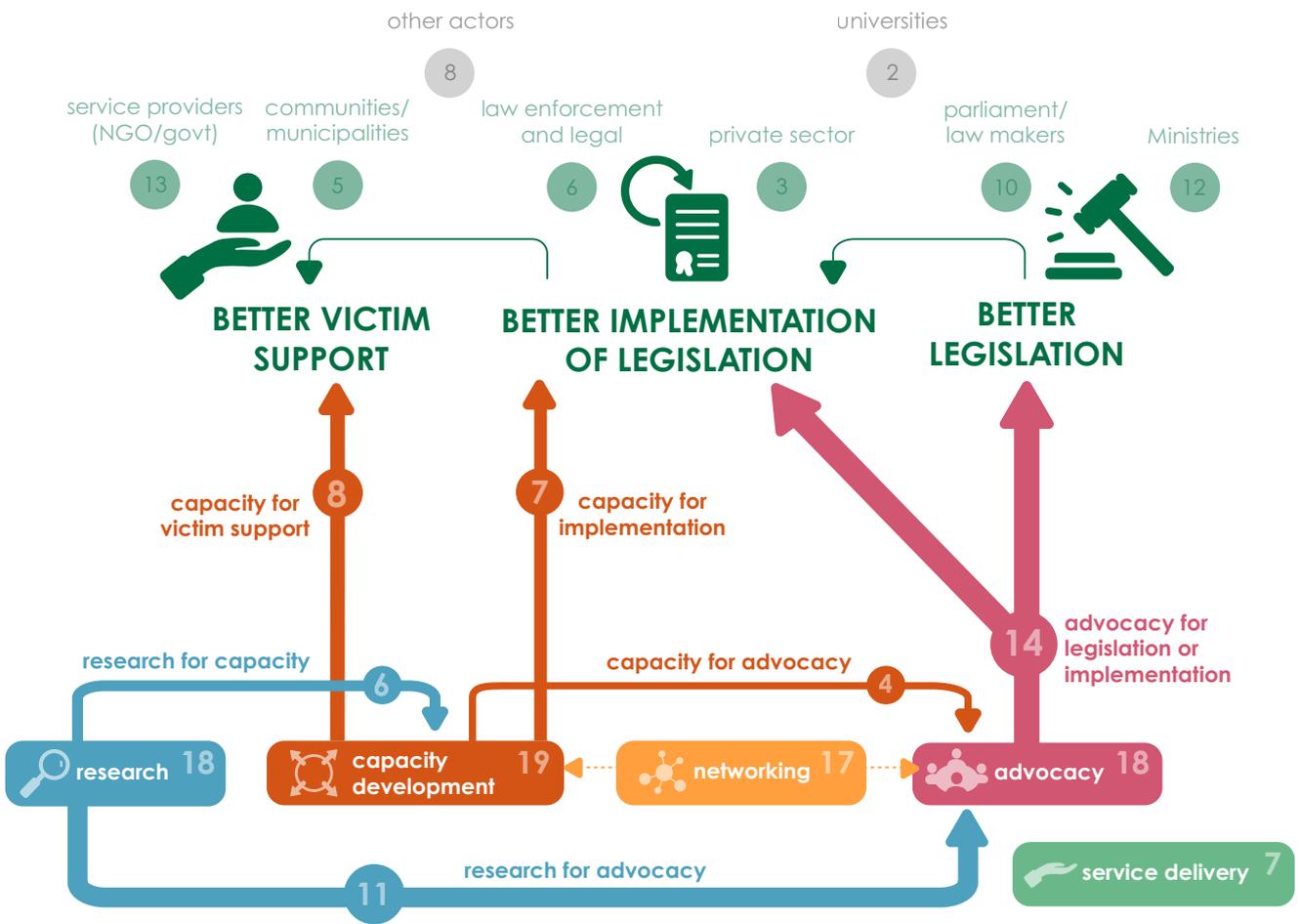
**COMBINED VISUALISATION**

The figure below is an attempt to combine some of the information above. The rectangle boxes at the bottom represent in how many changes each type of activity was used: research, capacity development, networking, advocacy and service delivery. The arrows represent the pathways of change that were instrumental to bring about the changes described in this chapter. The thickness of the arrows visually

represents its frequency. The actors that were changed are listed at the top of the figure, close to that part of the programme outcome to which they are most often connected.

This visual shows that in the stories of these 28 changes, partners used a variety of activities, often combined, that contributed through multiple pathways to a range of changes at the level of various actors in the system.

**COMBINED VISUALISATION**



# Intermediary conclusions

## SYSTEMIC CHANGE

On the basis of the analysis of these 28 changes, a preliminary response to the two main evaluation questions can be given. The first evaluation question asks what structural changes have been contributed to. The overviews above have given some insights in these changes. They turned out to be changes at multiple levels, and on various combinations of system dimensions and actors. It can be regarded as an important achievement that the programme has indeed succeeded to create structural changes in systems, rather than only implementing a set of predefined activities only. Three further reflections are offered:

**The first consideration** is about the relation between the 28 changes and “the systems of support and protection to victims of THB”. Each of the 28 changes is important in its own right and relates to gaps or weaknesses in one of these systems of support. But, as noted in the mid-term evaluation report, it is not easy to say how many more such gaps exist, and how many more such changes would be required at the various levels where they take place: at local, provincial, national and to a lesser extent at European level. It is clear however, that many more such changes would be required in order to arrive at a situation where the systems of support and protection for victims of THB can be considered to be satisfactory. In other words, while relevant and important changes have been initiated, the total scale of all these changes is small in comparison with the scale of the problems at stake.

**The second consideration** is related to the timeframe. The timeframe of three years is short. Too short to achieve the desired changes in the systems. A major reason why, notwithstanding this short timeframe, these changes have been achieved, is that many projects build on earlier efforts of the partners. In many projects, the process did not have to start from scratch. Moreover, it is also important to keep in mind what was analysed in this section, namely that many of these changes are still initial and would require further efforts in order to become the intended change. This leads to the third consideration.

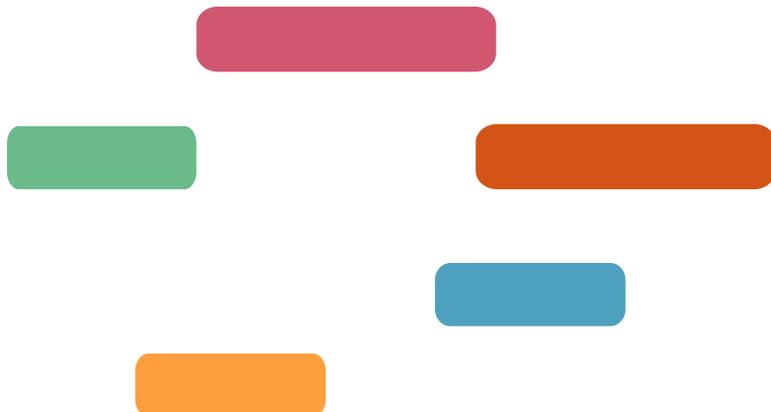
**The third consideration** is about the future perspectives.

A major question is whether or not these changes will be pushed further toward achievement of the intended structural changes. The programme was intended and communicated as a first phase programme. For grantees, this was obvious, as systemic change cannot be achieved in three years. Since the programme is no longer continued in a second phase, it is uncertain to what extent these changes in the system can be brought further. Some partners will be able to continue their efforts through other means, and for others this will be more difficult.

There will be a limited follow-up evaluation later in 2022 and this is an opportunity to find out for which of these changes there will be continued efforts and in what ways.

## CONTRIBUTION

The second evaluation question focuses on the contribution of the programme to these changes. Generally, partners have been able to offer a plausible argument for their contribution. Comparing the outputs and activities to the changes, there is sufficient evidence to argue that the programme through the projects did indeed contribute to these changes. In the same time, in almost all situations it is evident that the projects have not been the only cause for the change. There has been cooperation with others and additional factors have played a role. However, the monitoring by partners was not intended to offer a complete contribution analysis. This is done in the four case studies only. Also, an in-depth analysis of the specific roles of cooperation and service delivery in the contribution of the projects to these changes cannot be made on the basis of monitoring data. As intended in the design of this evaluation, these specific evaluation questions are answered on the basis of the four case studies. As a preliminary answer to the question, it can be argued that the contribution of the projects to these changes is plausible, but the relative weight of the projects compared with other contributing actors and factors cannot be determined.



## 4. Four Case Studies

This chapter presents the four case studies. Each of these case study reports is also published as a standalone report. In these cases, the projects are explored in some detail, and particularly the manner in which they have contributed to systemic change. The four case studies describe a total of five systemic changes, that are also included in the analysis of chapter 3. In chapter 5, the cases will be analysed together and placed in the context of all changes described in chapter 3.



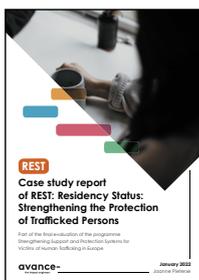
### 4.1 Case study Proyecto Esperanza and SICAR cat



### 4.2 Case study Hors la Rue



### 4.3 Case study Fairwork



### 4.4 Case study REST project



# SPEAKING OUT.

## Case study report of Proyecto Esperanza and SICAR cat

Part of the final evaluation of the programme  
Strengthening Support and Protection Systems for  
Victims of Human Trafficking in Europe

## INTRODUCTION

This is a brief report of a case study of the work of Proyecto Esperanza and SICAR cat in the project “Speaking out for the protection of victims of Trafficking for all forms of exploitation”. This project ran from July 2019 until the end of 2021 and was part of a broader programme, financed by Porticus, named “Strengthening Support and Protection Systems for Victims of Human Trafficking in Europe”. This case study is one of four case studies, carried out for the final evaluation of this programme.

This case study attempts to provide an answer to the following questions

1. To what structural changes in systems for protection and support of victims of trafficking in human beings (THB) did the project contribute?
2. What was the contribution of the project to these changes? With special attention to the role of service delivery in relation to advocacy and the role of cooperation with other organisations.

## METHODOLOGY

The organisation used a monitoring instrument, specifically designed to capture structural changes in systems and the contributions to these changes. In addition to this, group discussions or interviews were held with staff, with Porticus and with a number of external stakeholders. Avance has been involved with this project from its inception.

## WHY THIS PROJECT

Spain is in the front line of many migratory flows and has many victims of THB within its borders. For these and other victims it is often difficult to access support and protection to which they are entitled on the basis of European legislation. One reason for this limited access is the narrow focus of Spanish support for victims of THB, mainly for women victims of sexual exploitation.

Support is mostly available for those who self-identify as victims and who are already abused and are willing to cooperate with the police. Not for all others, including those

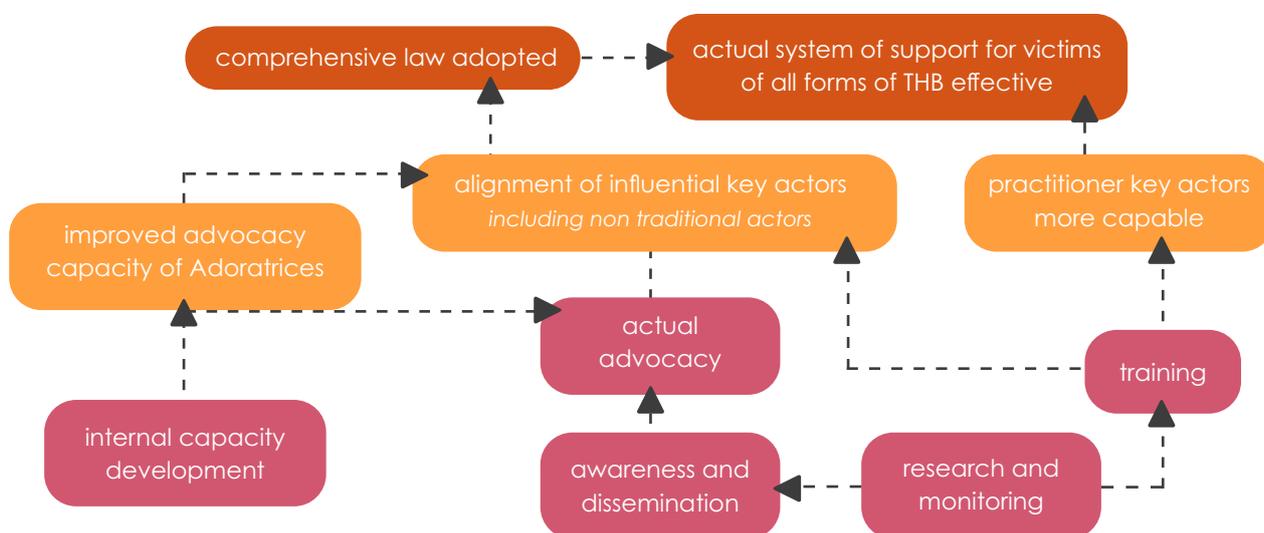
who arrive and are at risk of being exploited in a variety of ways. Such exploitation includes sexual abuse, but also labour exploitation, for example in domestic work, forced marriage, forced begging, forced to commit criminal acts or to remove organs.

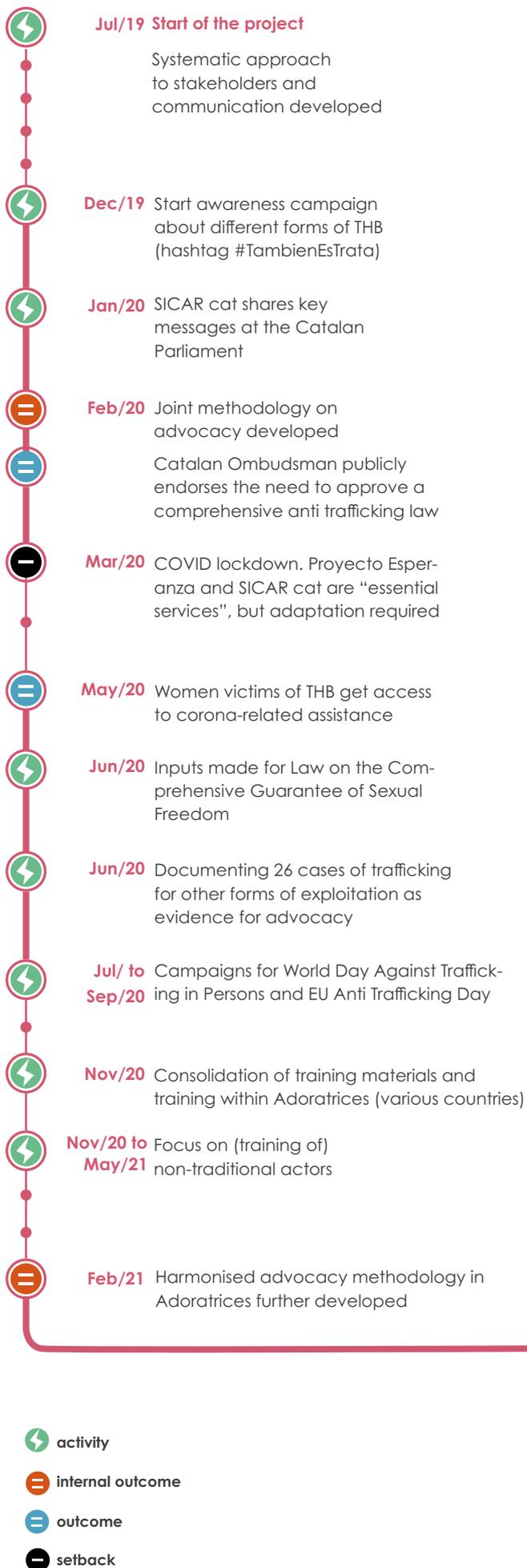
Because of the narrow understanding on THB focusing mostly on sexual abuse of women, most victims for other forms of THB are not even identified and therefore remain invisible. In the most recent GRETA monitoring report, it is recommended that Spain needs to widen its focus and incorporate all forms and purposes of THB. This project attempts to broaden the legislative basis and public policies as well as to raise awareness to include all forms and purposes of THB so that more victims can be identified and the access of victims to support and protection is improved

Adoratrices is a Catholic religious congregation, established in 1856 and active in almost 30 countries. It implements numerous projects for social activities. Two of these projects are Proyecto Esperanza and SICAR cat and they jointly carried out this project.

The figure below presents a simplified Theory of Change of the project. The overall objective of the project is to improve the system of support for victims of all forms and purposes of THB, and this is mainly done through two major pathways. The first and major pathway is to work toward a comprehensive law that covers all forms and purposes of THB, so that also victims of THB that now remain hidden or cannot access support will be supported and protected. This is done by working with a broad range of actors and nudge them toward recognition of the need for such comprehensive legislation. This is done with the usual actors, such as the responsible ministries, but also with less traditional actors, such as trade unions, sector organisations and migration-related organisations. The idea is that when a broader coalition of actors becomes convinced of the need for a comprehensive law, the likelihood that such legislation will actually be passed, is increased.

## THEORY OF CHANGE





**Influencing key actors** around the need for a comprehensive law is done through advocacy, including meetings and (social media and other) campaigns, providing inputs and statements, but also through offering training. This very constructive approach raises awareness and brings evidence to the table and helps to convince stakeholders that comprehensive legislation is needed. The advocacy activities, including the training, are based on an evidence base that is generated through the practical involvement of Adoratrices with victims of THB. This evidence base is researched and documented and increases the force of the advocacy itself.

**The training, mentioned above,** is also the starting point of a second pathway toward the overall objective of an improved system of support. By training a broad range of actors on the identification and the needs and modes of support and protection for different categories of victims of THB, actors can already start acting on their behalf. This in itself already improves the support available for these victims. But in addition to this, the actual (improved) practice in turn underlines the need for legislation and this further builds the coalition of those who argue for the need for such legislation.

**In addition to the two interconnected pathways described above** (working on improved legislation and on improved practice), the project has also invested in Adoratrices itself. While advocacy has been part of the work of Adoratrices since its inception, the main focus is on direct social support activities. This project also offered internal capacity development and systematisation of its advocacy work in all its countries, structures and foundations. In turn, the weight of this much bigger structure was used to endorse the advocacy for a comprehensive law in Spain.



## SYSTEMIC CHANGES

Has the project succeeded in bringing about structural changes in the system of support for victims of THB? This section describes briefly which structural changes were observed and the next section digs deeper into the causal question if and how the project contributed to these changes.

**A first change** is within the system of Adoratrices. At least in the province that covers Europe and Africa, the advocacy capacity of this religious congregation has been strengthened. Advocacy has been in the constitution of the congregation since its start in 1856, but the main focus was and is often on practical support. Proyecto Esperanza and SICAR cat have offered training to other Adoratrices foundations and bodies, and they have showcased their toolbox of instruments, such as stakeholder mapping and the systematization of knowledge and monitoring of public policy.

Across the congregation, the EFQM model is used as a quality management system, and the advocacy work has been incorporated into this system in order to embed it structurally in the congregation. Adoratrices has adopted a coherence strategy for all its social work, common advocacy objectives and top-level indicators on advocacy that are now being used across all its foundations. Because of this change, Adoratrices is now able to speak out with a single voice on issues of social transformation. They did this already about the urgency of adopting a comprehensive law.

The change is still an initial change and the organisation will need to develop a common strategic plan and annual action plans that include the advocacy dimension to achieve a more focused and effective advocacy strategy. Also, the set of instruments, tools, and templates may need to be shared to other provinces as well.

Nevertheless, this change is broader than Adoratrices only. SICAR cat also participates in the Ödos project, led by Arcoiris and one of its contributions has been to change the mindset of the organisation from doing social work, to doing social work and at the same time using it to drive structural change, by using the evidence and combining it with a political sensitivity and ability to see and seize windows of opportunity and build coalitions for change.

**A second change** is related to the movement toward a comprehensive law on THB and the alignment of key stakeholders in this process. Proyecto Esperanza and SICAR cat have been instrumental as a key actor to drive this movement. They did this along with the Spanish network against THB (the RECTP) but within this network, Proyecto Esperanza is recognised as the driving force of this process.

Actors that have increasingly recognised the need to address all forms and purposes of THB, and to cover this in legislation, include some Spanish members of the European Parliament; the General Director of Migrations at the Ministry of Inclusion, Social Security and Migrations; members of the Senate's Study Group on Migration; the General Directorate for Children and Adolescent care of Catalonia and several Catalan political parties. One university adapted and broadened its curriculum on THB. Campaigns about different forms of THB were picked up by trade unions, media, civil society organisations and legal actors. The Catalan ombudsman

has become one of the greatest allies, and through him, the Catalan parliament as well as the national ombudsman are reached.

The project also reached non-traditional actors through offering training, like migration related actors and actors active for domestic workers. Such training capacitated them to recognize different forms of THB, but at the same time enlisted them in the movement toward comprehensive legislation. It is also from the concrete practice of the work of non-legislative actors (such as police, legal and fiscal actors) that the need for comprehensive legislation is increasingly recognised.

The Ministry of Equality is currently driving the process toward comprehensive legislation and the project has developed good working relations with them. They opened a consultation to gather input for a comprehensive law and the introductory document shows part of the project's position on the topic. But the fact that a single ministry is in charge is also a disadvantage, since it reconfirms the narrow focus on women. And cooperation between different ministries is not straightforward.

At the same time, there are parallel developments. Since 2018 an ILO protocol is in force in Spain that forces the government to address labour exploitation. This stimulates the development of better legislation against labour exploitation. Also, a law on guaranteeing sexual freedom is currently in a parliamentary procedure. This law includes trafficking for the purpose of sexual exploitation for prostitution and it improves the legislation for this type of THB.

These developments are real improvements of the legislation against THB and the project takes every opportunity to stimulate and facilitate these improvements. At the same time, these improvements take away the sense of urgency for a really comprehensive legislation and this is a negative countereffect.

A major challenge for the development of comprehensive legislation against THB is the debate about abolition or regulation of prostitution. Several strong voices argue for an abolitionist law, with the assumption that this will resolve all issues of THB. This movement takes away the urgency of developing a really comprehensive law that includes all forms and purposes of THB and is therefore considered unhelpful.

The influence of the next national elections will likely be large. Depending on its outcome, the direction may be toward abolitionist legislation instead of comprehensive legislation, or toward the further development of comprehensive legislation. In any case, the advocacy for this latter direction, as well as the development of an increasingly broad alliance of actors that supports this will have to continue.

## CONTRIBUTION ANALYSIS

**CHANGE** The advocacy capacity of Adoratrices as a key actor in the fight against THB has been strengthened.  
**CAUSAL QUESTION** To what extent did the project contribute to this change?

- + project functioned as example to be scaled up  certainly or very likely happened
- + project provided training and resources, templates, tools  certainly or very likely happened
- + The opportunity of Porticus funding for strengthening advocacy capacity  certainly or very likely happened
- + advocacy was already part of the constitution of 1856  certainly or very likely happened
- + positive role of current and previous superiora provincial  certainly or very likely happened
- + being involved in advocacy is also a global trend  somewhat likely
- + existence of quality management system (EFQM), possibility to integrate  certainly or very likely happened
- leadership changes and lack of decisions  somewhat likely
- lack of knowledge and resistance to advocacy because of difficulty to balance resources between advocacy and direct assistance.  somewhat likely

**CONCLUSION:** the project was a major contributing factor toward this change in Adoratrices.

-  programme mechanism
-  cooperating actor
-  influencing factor

**CHANGE** The process towards the adoption of a Comprehensive Law against trafficking in human beings, incorporating all forms of exploitation is initiated and key actors support this need.  
**CAUSAL QUESTION** To what extent did the project contribute to this change?

- + Social media campaigns about other forms of THB made it easy to follow for other actors  certainly or very likely happened
- + Active lobby, meetings, networking, to build coalitions of support  certainly or very likely happened
- + Provide statements, inputs to influence processes and actors, which are taken up  certainly or very likely happened
- + Working with concrete cases helps actors (e.g. police, legal, fiscal) to discover gaps in legislation  somewhat likely
- + Joint lobby with Spanish network against THB (RECTP), with Proyecto Esperanza in a leading position  certainly or very likely happened
- + ILO protocol against labour exploitation in force in Spain since 2018  certainly or very likely happened
- + GRETA report recommends improvement of legislation and more attention for all forms of THB  certainly or very likely happened
- + Commitment of the current government (esp ministry of Equality) to fight THB  somewhat likely

<p>Current narrow focus on sexual abuse of women is increasing</p> <ul style="list-style-type: none"> <li>- through a preoccupation with abolitionist legislation as solution to THB. In current unstable political climate, this is worsening.</li> </ul>	<p>➔ certainly or very likely happened</p>
<p>Other specific legislation trajectories (on sexual freedom, labour exploitation) help address some issues but also take away the urgency for a comprehensive law</p>	<p>➔ somewhat likely</p>
<p>Ministry of Equality is leading. Its mandate is limited on THB for sexual exploitation. Other relevant Ministries have a limited engagement (justice, interior)</p>	<p>➔ somewhat likely</p>

**CONCLUSION:** the change itself is in initial stages, but an increasingly large coalition of support is being formed. This project has as much as possible cooperated with others, but often took a proactive and leading role in such cooperation. They are therefore the major contributor to this change insofar as it has started to come about.

**ROLE OF SERVICE DELIVERY**

Proyecto Esperanza and SICAR cat are organisations that combine concrete service delivery with advocacy work. This evaluation asked the question about the added value of combining these two. Would it make a difference if the organisations focused only on advocacy and obtain their field knowledge from the work of other organisations?

The answer to this question is indisputable and all respondents are unanimous about it: the linkage of service delivery to advocacy work is the single most important reason for the efficacy of the advocacy work of these organisations. The specific connections include the following:

- **Evidence and knowledge.** The organisations know what they argue for. They know the reality of victims' lives in much detail. More than can be known through a one-time interview are reading a report.
- **Legitimacy and credibility.** Advocacy messages are grounded in reality and all stakeholders take this serious for the fact that these organisations know what they are saying from their own practice.
- **Authenticity and personal involvement.** Through the personal involvement of staff (even staff that focus mainly on advocacy work) with concrete persons and their situations, they develop an authenticity and personal experience that translates into persuasiveness and urgency. This could be regarded as another form of "lived experience" in the sense that part of their lives indeed share in victims' lives. Abstract concepts are conveyed through very real situations.
- **Opportunities through cases.** Working on concrete cases, e.g. with legal, social or law enforcement agencies provides these organisations the opportunity to unground concrete legal gaps and enlists them directly as allies in the advocacy work. The line between cases and advocacy is very short and direct.

**ROLE OF COOPERATION**

Another question asked in this evaluation is the role that cooperation with others plays in contributing to changes in the system. Proyecto Esperanza and SICAR cat are extremely well-connected. They are broadly recognized as the leading experts on issues of THB and on the trajectory toward a comprehensive law specifically. Other organisations recognise them as being willing to share their expertise and willing to take the lead in joint advocacy processes.

The role of the RECTP has been important. This network, with its 33 members provides the necessary weight and volume. Proyecto Esperanza is one of the leading agencies in the advocacy for a comprehensive law, but it gives credit to others where this is due, and it is wise enough to use the mass of the network, as well as the mass of the broad congregation of Adoratrices when official statements are made.

**GOOD PRACTICES AND LESSONS LEARNED**

The project has contributed to an enlarged capacity and effectiveness of the advocacy of the worldwide organisation Adoratrices. They have also contributed to the political awareness of other organisations and their potential to use practical work as a means to contribute to structural change in systems. They have systematised their advocacy efforts and developed relevant instruments, through which they are able to deal with many stakeholders and make conscious decisions about which course to follow.

The project has also contributed to the movement toward a comprehensive law against all forms and purposes of THB. An increasingly broad range of actors is seeing the need for improvements in legislation and practice. Both organisations are skilful in maneuvering between their advocacy for a single comprehensive law and grasping opportunities as the occur, to improve specific parts of legislation or practice.

Both organisations are widely recognized as leaders in the field of THB, willing to share with others and without over-claiming successes for themselves.

Toward the future it will be necessary to continue to weigh the alternatives of focusing on one comprehensive law or on specific laws that improve the situation for victims of THB. Likewise, depending on the political situation, the organisations will need to weigh their options between focusing on legislative trajectories and focusing on other system components, such as the actual practice and capacities of system actors, or national action plans with resources and budgets, through which the system of support for victims of THB is also improved. This will not take away the need for a comprehensive law, but for the shorter term it could constitute a more effective pathway.



**LEVERAGING FIELD WORK  
FOR ADVOCACY**

# Case study report of Hors la Rue

Part of the final evaluation of the programme  
Strengthening Support and Protection Systems for  
Victims of Human Trafficking in Europe

## INTRODUCTION

This is a brief report of a case study of the work of Hors la Rue. The financing of their project ran from February 2019 until the beginning of 2022 and was part of a broader programme, financed by Porticus, named "Strengthening Support and Protection Systems for Victims of Human Trafficking in Europe". This case study is one of four case studies, carried out for the final evaluation of this programme.

This case study attempts to provide an answer to the following questions

1. To what structural changes in systems for protection and support of victims of trafficking in human beings (THB) did the project contribute?
2. What was the contribution of the project to these changes? With special attention to the role of service delivery in relation to advocacy and the role of cooperation with other organisations.

## METHODOLOGY

The organisation used a monitoring instrument, specifically designed to capture structural changes in systems and the contributions to these changes. The organisation also did an in-depth case study of one person that included many interactions with him. In addition to this, group discussions or interviews were held with staff, with Porticus and with a number of external stakeholders.

## CONTEXT AND RELEVANCE

In Paris, as in many other French cities, groups of minors are active on the streets. Some members of these groups engage in criminal activities. Sometimes, such members can be presumed to be victims of THB. Particularly when they are minors, it is often the criminal networks around them that force them into committing such offences.

When they are arrested, they are often sent to juvenile prisons and released after a few days, only to be picked up by the same criminal networks to continue their criminal activities. The non-sanction principle states that those who are victims of THB are to be regarded as victims rather than as perpetrators.<sup>1</sup> Such victims need support and should have

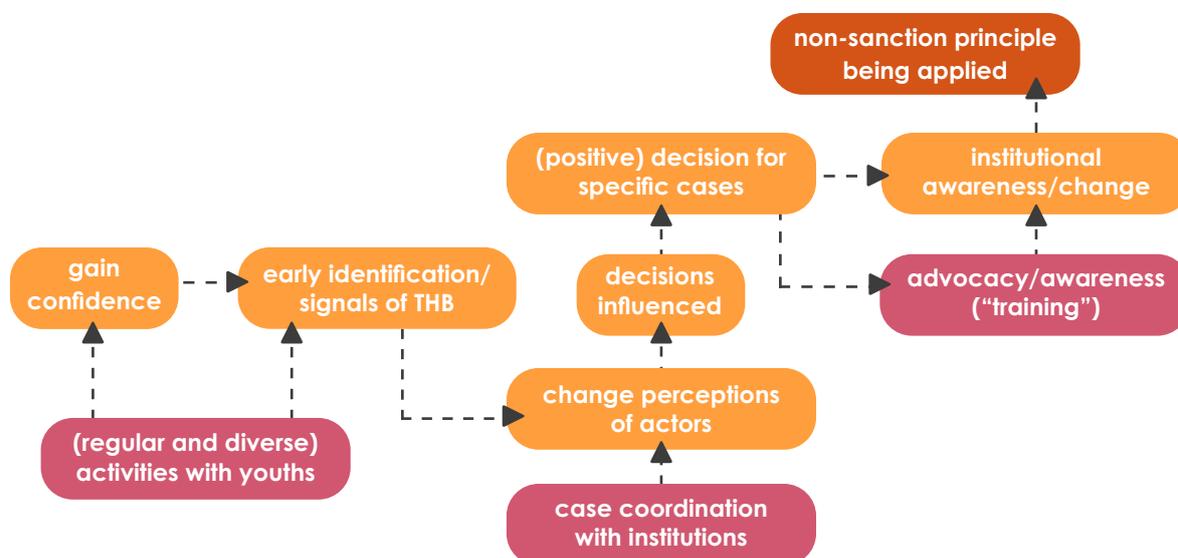
access to rights instead of being prosecuted and convicted. However, in France it has been difficult to apply this principle and instead, penal convictions were the rule. This situation helped to keep the cycle going where such minors continue their involvement in criminal networks.

Hors la Rue is active in Paris since 1996 to seek out these minors and offer them a place and a range of services in order to improve the course of their lives. In addition, the organisation seeks to collaborate with a broad range of social, judicial and child protection actors to improve the whole system that is engaged with these minors. Particularly, to ensure that the non-sanction principle is applied and that structural solutions are developed.

The figure below presents a simplified Theory of Change of the project. The overall intended change in the system of support and protection for victims of THB is that the non-sanction principle is being applied for minors that are presumed to be victims of THB. The project uses three interconnected pathways to contribute to this change. The most important pathway is shown in the centre. Through concrete cases of minors who have committed criminal offenses, Hors la Rue engages with all actors involved. This includes prosecutors, lawyers, judges, police, child protection and social actors. They are confronted with a reality where these young persons are or could be victims, but also have committed criminal offenses. Through the concrete case coordination Hors la Rue brings relevant information to the table, such as signals of THB and sometimes convinces the youth to accept his or her victimhood or consent to an alternative solution. This changes the perception of the specific actors involved in these cases, influences the decisions taken and this has in some cases led to the first sentences where the non-sanction principle is applied. Such cases are in turn the basis for institutional change – where this approach becomes part of the broader system.

The pathway on the left makes it clear that Hors la Rue's concrete involvement in cases is based on their work with these minors. They offer a day shelter with a range of activities and they do outreach work. Through these activities they gain their trust and find signals of THB. Through this informa-

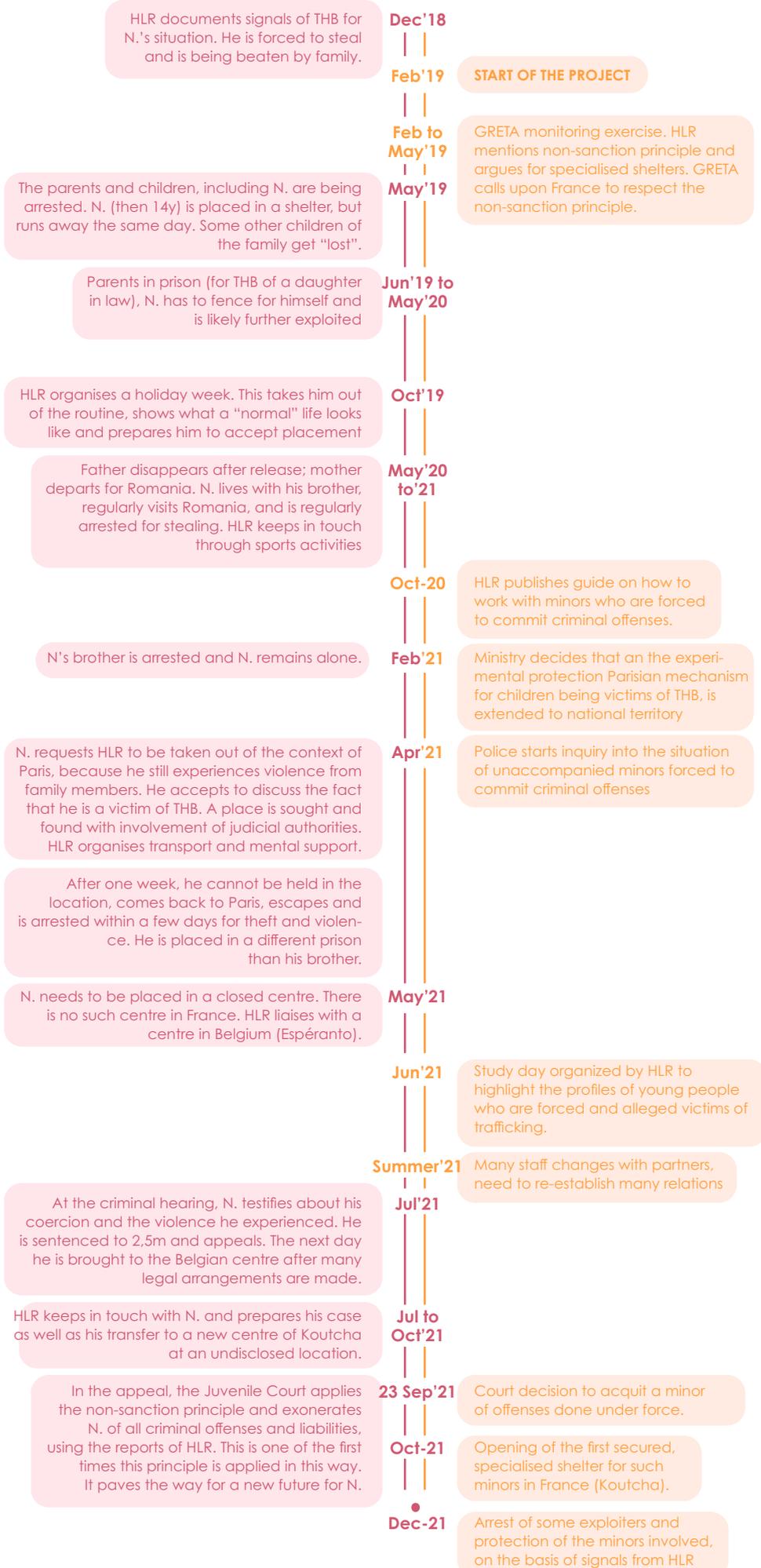
## THEORY OF CHANGE



Article 36 of EU Directive 8/2011 - Non-prosecution or non-application of penalties to the victim. Member States shall, in accordance with the basic principles of their legal systems, take the necessary measures to ensure that competent national authorities are entitled not to prosecute or impose penalties on victims of trafficking in human beings for their involvement in criminal activities which they have been compelled to commit as a direct consequence of being subjected to any of the acts referred to in Article 2

## TIMELINE OF N'S STORY

## TIMELINE OF THE PROJECT



tion and this working relation with the minors, Hors la Rue is able to be effective in the specific cases. The third pathway is shown at the right. This includes advocacy work with a broad range of actors that is involved with these youths. This takes the form of engaging in meetings and workshops to strengthen the awareness of THB for the purpose of committing criminal offenses. Often, such advocacy is done in the form of training, where actors are made aware of the realities of these (presumed) victims, the psycho-social and relational mechanisms at work, the applicable law and possible solutions. In addition to that, by working directly with prosecutors and judges on cases, Hors la rue can explain and remind them about the non-sanction principle. Thanks to bilateral meetings Hors la rue sensitizes members of the judicial system by using an accurate situation. These pathways jointly contribute to a broader application of the non-sanction principle.

**The timeline on this page** shows the specific case of N. This story is used as an illustration of the complexity of the situation and of how Hors la Rue operates. N was also one of the very few where the non-sanction principle was successfully applied.

This timeline tells the story of N. It paints the picture of a young boy who is entangled in a system that keeps him in a cycle of arrest, release and commitment of criminal offenses. He does not know any other reality than this and placing him in a centre along with other youths did not work out, because his situation and his mindset are so different. It takes literally years of trust building and convincing before he himself is willing to escape his reality and he needs to be taken completely out of his context. The fact that the coercion took place in a family context brings with it the aspect of dual loyalties and this complicates the situation further.

Apart from building trust with N. the consistent documentation, the constant liaising with all actors involved, and the concrete offer of solutions and support to implement these solutions (for example to arrange for transport) have helped to bring this case to its conclusion, which is itself the beginning of a new chapter for N. At the same time, this court verdict represents a major breakthrough in the effort to bring about systemic change, where such minors are protected instead of convicted.

## SYSTEMIC CHANGES

Hors la Rue combines actual support to minors on the streets with their intent to strengthen the protection and support for those minors who are presumed to be victims of THB. One of the changes they contribute to, is the improved identification and referral. They contribute to this improvement through involvement in concrete cases and liaising with a broad range of actors. However, the main focus of this case study is on another change, namely the broader application of the non-sanction principle in the case of minors who are forced to commit criminal offenses. From a perspective of time, the change about identification and referral comes before the application of the non-sanction principle, and the two types of change are also interrelated. It is the documentation of signals of THB during identification that play an indispensable role in the possibility for the application of the non-sanction principle.

One of the problems in how the cases of these minors are dealt with, is that many institutions are involved. But none has coordination and hence the combination of information, or the assurance that the best decision will be taken in the next phase depends on the individual efforts of staff. In practice, Hors la Rue has taken upon itself this coordinating role and this has been a major factor toward change. At the same time, some protocols have been established (for example with the prosecutor's office) to ensure that such coordination gets more institutionalised.

It can be assumed that all actors that work with these minors have good intentions for them. However, there is a trade-off between the interests of the minors and the interest of the wider public that is victimised by the criminal actions of these minors. Simple application of the non-sanction principle in isolation leads to impunity, as one respondent noted. But until

recently, very few of the actors involved saw any feasible alternative solution, and hence, time in prison was almost regarded as a solution in the interest of the minor, so that he or she was taken out of his context for a few days or weeks. It was not until the case of N, presented above, that Hors la Rue pushed through to reach an alternative solution, namely the placement in a secured and specialised shelter at another location. And with the recent opening of such shelter in France, this solution is now a more feasible alternative, so that the non-sanction principle can be applied more often, while still ending the criminal offenses and offering the minors the possibility to make a new start.

The application of the non-sanction principle was not entirely new. It had been used before in the case of female victims of THB who had been arrested for illegal prostitution. If they were identified as victim, the non-sanction principle was applied. However, in the situation of THB for the purpose of being forced to commit criminal offenses, the court's decision in September 2021 was one of the very first of its kind and therefore it represents a breakthrough moment in bringing about further structural change. Legal actors indicate that they will use this first case for other situations as well, and all 150 child lawyers in Paris have been made aware of this case.

A further mechanism of change is hoped for but not yet realised: when the criminal networks notice that their victim is placed beyond their reach, they may lose the interest in the person, so that he or she is permanently out of their network. And when this happens more structurally with their minors-victims, they may switch their modus operandi away from working with minors, because the comparative advantage of this target group for the criminal networks (namely that they can only be imprisoned for short periods) is taken away.

## CONTRIBUTION ANALYSIS

**CHANGE** The non-sanction principle is more widely applied to minors in Paris who are forced to commit criminal offenses

**CAUSAL QUESTION** To what extent did the project contribute to this change?

+ Work on concrete cases, offering alternative solutions, leads to concrete decisions where the non-sanction principle is applied	 certainly or very likely happened
+ Direct advocacy, awareness, training contributes to changed attitude and practice	 somewhat likely
+ Other organisations provide alternative solutions, notably the secured and specialised shelter	 certainly or very likely happened
+ Broader networks also plead for the wellbeing of these minors, as part of a wider range of problems	 somewhat likely
+ Legal actors experience that other solutions are not working: they see the same youths over and over again.	 certainly or very likely happened
+ Educators in prison influence the attitude and decisions of minors during their times in prison	 somewhat likely
+ Criminal networks discover that their victims do not return after a few days of prison and stop their activities.	 somewhat likely
- Demands for punishment and irritation over these minors are the dominant language. This leads to reforms of the penal code for minors, and agreements with countries of origin about repatriation, in which THB considerations are absent	 certainly or very likely happened

-  programme mechanism
-  cooperating actor
-  other
-  influencing factor

**CONCLUSION:** the project was one among many actors that contributed to this change, but it played a unique and indispensable role.

There is not a single cause for the structural improvement, namely that the non-sanction principle is more broadly applied. A range of causes, listed in the table above (and it is likely that there are more than those listed) is jointly the cause for the change. It is evident that among all actors that contributed, Hors la Rue has a unique role that no one else has, namely establishing relations of trust with the minors and getting them to a point of accepting their being forced and becoming predisposed to accept the possibility of an alternative future.

### ROLE OF SERVICE DELIVERY

Hors la Rue is an organisation that combines concrete service delivery with an intention to contribute to systemic change through advocacy and other work. This evaluation asked the question about the added value of combining these two. Would it make a difference if the organisations focused only on advocacy and obtain their field knowledge from the work of other organisations?

The answer to this question is indisputable and all respondents are unanimous about it: the fact that Hors la Rue is concretely involved in specific cases is the only reason why engagement with them is effective. One respondent said: "if they were only an advocacy organisation, I would not even take out the time to engage with them." The specific connections include the following:

- **Gaining confidence.** Long term non-judgmental engagement is the only way to gain the trust of these minors. And their confidence is needed, because their testimonies and their acceptance of the fact that they are victimised are indispensable for being recognised as victims and for the non-sanction principle to be applied. (This necessity of explicitly accepting victimhood is problematic in itself and should not be a condition). Gaining confidence is even more important because of the strong social structures of the criminal networks around these minors to which they also have their loyalties. Their readiness for an alternative solution is conditional for prosecutors and judges to apply of the non-sanction principle, because without this readiness there is no alternative solution to imprisonment.
- **Legitimacy through documented experiences.** Hors la Rue is highly respected for its long term engagement with these minors. It is generally accepted that they are the one who best know these youths. Particularly their psychological services are mentioned. But it is not the direct

experience of service delivery that conveys this legitimacy. It is the fact that they document these experiences. The reports and the documented signals of THB that they provide (in general, but particularly those on specific cases) play an important and direct role in bringing about the desired outcomes for a specific case (as in the case of N. in the timeline, where the reports of Hors la Rue played a crucial role in the court's decision).

- **Cases build systems.** The concrete work on specific cases, such as the case shown in the timeline, provides the very reason for (especially legal) actors to engage with Hors la Rue. Generic advocacy work, mostly in the form of training, does have its place, but even this is rooted in the concrete experience. The system of protection and support is not developed in abstract form, but it is constructed through the actual cases that create a pipeline where all actors involved get lined up gradually and through the concrete case experiences.
- **Offering alternative solutions.** Hors la Rue does not just advocate for the application of the non-sanction principle. They see the very real situations where criminal offenses are committed that should not be committed. And, as much as any of the other actors, they want this to stop. Through their direct service delivery, as well as their liaising with other actors that offer services (e.g. Koutcha with their new centre, and before with the centre in Belgium), they show the actors they engage with (especially prosecutors, lawyers, judges) another possible solution that is more sustainable than sentencing these minors to a few weeks in prison all the time.
- **Advocacy enhances service delivery.** In the case of Hors la Rue, service delivery not only strengthens its advocacy work, but the relation is reciprocal: advocacy in turn strengthens its service delivery. This is concretely seen through the fact that the organisation recently received a large grant from the city of Paris to offer further services to minors on the street. They received this grant because they have been recognized for their efforts to develop better solutions for these minors than the endless cycle in and out of prison. Before, such subsidy was granted to generic social actors that were not specialised to work with these minors. The fact that these resources have been redirected to Hors la Rue is not only a positive boost for their organisation, but it strengthens the system of support to victims of THB further as their specialised services bring more value than those of more general social organisations.



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### ROLE OF COOPERATION

Another question asked in this evaluation is the role that cooperation with others plays in contributing to changes in the system. As the theory of change shows, liaising with others is part of the most important pathway of change. This means that it is not something that just strengthens their work, or provides it more mass or weight. Instead, it is part of the essence of the work as it is this liaising that drives the cases further in their role of constructing a better system of protection for victims of THB.

This cooperation certainly includes liaising with legal actors that eventually drive the systemic change of a broader application of the non-sanction principle. With these actors, it involves liaising around specific cases, as well as taking it beyond the case-level, for example through training or developing protocols. However, around the specific cases, the liaising also includes other child protection and social actors, as well as those who are part of the alternative solution (i.e. the secured and specialised shelter).

Cooperation with other non-profit organisations is also important in the work of Hors la Rue. This includes being part of broader networks and alliances against THB and making sure that this specific type of THB is included in their attention. In the case of Trajectoires, their research about networks of minors in French cities helps Hors la Rue better understand these networks from a sociological perspective, but it also provides more credibility to their own reports when they refer to Trajectoires' research. Furthermore, the work done in other cities functions like a bridge to spread the influence of Hors la Rue to other cities and to connect legal actors with those in other cities.

### GOOD PRACTICES AND LESSONS LEARNED

The combination of concrete and long-term involvement with minors and the construction of improved systems through proactive following and driving concrete cases is the strongest aspect of the work of Hors la Rue. Their work is

evidence that systems of protection and support for victims of THB are not constructed in a vacuum, but are constructed through dealing with the tough realities of actual persons, and through co-creation of alternative solutions that offer genuine alternatives for repeated imprisonment.

Hors la Rue knows its own role and works constructively with other actors, even those whose first stake may be a different one (for example the police who wants to maintain security on the streets). They continue to work constructively with all actors involved and respect each actor in its own role. At the same time, they are not afraid to step forward to take a proactive, coordinating role that also includes actions and activities that may not officially be theirs (such as arranging transport, and liaising information between actors that should be able to connect directly). At the same time, this strength is a potential risk, when actors depend too easily on Hors la Rue to fill every gap, instead of making provisions in their own institutions. Hors la Rue is aware of this risk, and they promote and support the development of protocols and institutional arrangements.

The systemic change of a broader application of the non-sanction principle is still in nascent stage. There has been a breakthrough court decision and a structural provision in the form of the Koutcha centre. Prosecutors, child protection actors and judges are hopeful that this alternative to imprisonment will turn out to be a good one. But this has yet to be proven further. Even in the case of N. there are many unknowns for the future. In a good scenario, many similar cases will form the building blocks of a structural solution and some of these minors may become good examples and champions for change; the networks with other cities could pave the way for similar change in other big cities. However, depending on the political sentiments in the upcoming national elections, more right wing approaches could also fall back to a stronger focus to "keep them off the streets, no matter how". In both scenarios, the work of Hors la Rue is a long and challenging process that needs to be pursued further.



# FAIRWORK PROJECT.

## Case study report of 'Labour exploitation: towards inclusive policies supporting all victims'

Part of the final evaluation of the programme  
Strengthening Support and Protection Systems for  
Victims of Human Trafficking in Europe

## INTRODUCTION

**This is the case study of the Fairwork project on labour exploitation in the Netherlands. Fairwork is a non-profit organisation fighting labour exploitation in the Netherlands, founded in 2000. Their work includes:**

- Working with > 60 cultural mediators in migrant groups, creating a wide network among labour migrants throughout all of the Netherlands, through which they educate and empower (undocumented) labour migrants about their rights.
- Working closely with local (migrant) organisations, and training professionals (e.g. municipalities) in the field to recognize and deal with labour exploitation.
- Providing support to all cases that are recognized as labour exploitation. They help victims to recognize their problems, and deal with their employer in different ways, pushing them to get justice and compensate victims in a fair way.
- On all relevant platforms lobby and advocate in the interest of labour migrants, representing their voice and signaling problems Fairwork encounters in the field.

Fairwork started the Porticus project in September 2019 until August 2022. In this case study we evaluate the progress on the structural change the project is aiming for:

**Better legislation, policies, practices and implementation of policies to counter labour exploitation in the Netherlands and that all victims get the rights and protection they need.**

We reflect on the changes that have been achieved and the contribution of the project to these changes. We specifically zoom in on:

- The role of service delivery, and in that context how far service delivery to victims should reach to be effective for lobby and advocacy;
- and how cooperation of Fairwork with other organisations (inside and outside the programme of Porticus) contributed to these changes.

For this case study we used different sources, most notably the grant description and progress & monitoring reports, and a range of (group) interviews with internal and external stakeholders of the project.

## CONTEXT AND RELEVANCE OF THE PROJECT

In the Netherlands, human trafficking is prohibited by article of law 273F, on which basis prosecution of traffickers in court is made possible. This includes human trafficking in the broadest sense of the word, including sexual exploitation, but also labour exploitation. When it is expected a person is victim of trafficking, they have the right to receive temporary residence to await the outcomes of their trial, i.e. shelter and support, the B8 residence permit.

In practice however, to be classified as a victim of THB, and therefore to be able to successfully prosecute a perpetrator, the threshold is very high. This has led to the tragic result that in 90% of the cases of labour exploitation conviction does not take place and perpetrators go free.

To avoid this problem and still be able to sanction criminal employers, the Dutch Inspectorate introduced the term of 'Severely Disadvantaged Labour Migrants' (SDLM) in 2017. This group consists of labour migrants that are exploited, but not to the extent that this counts as human trafficking. Instead of conviction in court, with the label of SDLM the Inspectorate is better able to sanction criminal employers with instruments like fines. As it is much easier to follow this route instead of prosecution in court, nowadays often Inspectorate chooses to label potential victims of trafficking as SDLM.

One downside of this approach, however, is that individuals classified as SDLM, do not have the right to the B8 residence permit or other support. The incentive for victims to officially report exploitation with the authorized institutions therefore has become very low, because they do not receive any support in return. Moreover, when it concerns undocumented workers, who do not have the same rights as documented workers, the fear of deportation to their country of origin stops them even more from reporting exploitation. This has led to the situation that there is a large group of (potential) victims of labour exploitation that are not able to exercise their right to support and protection.

## THEORY OF CHANGE

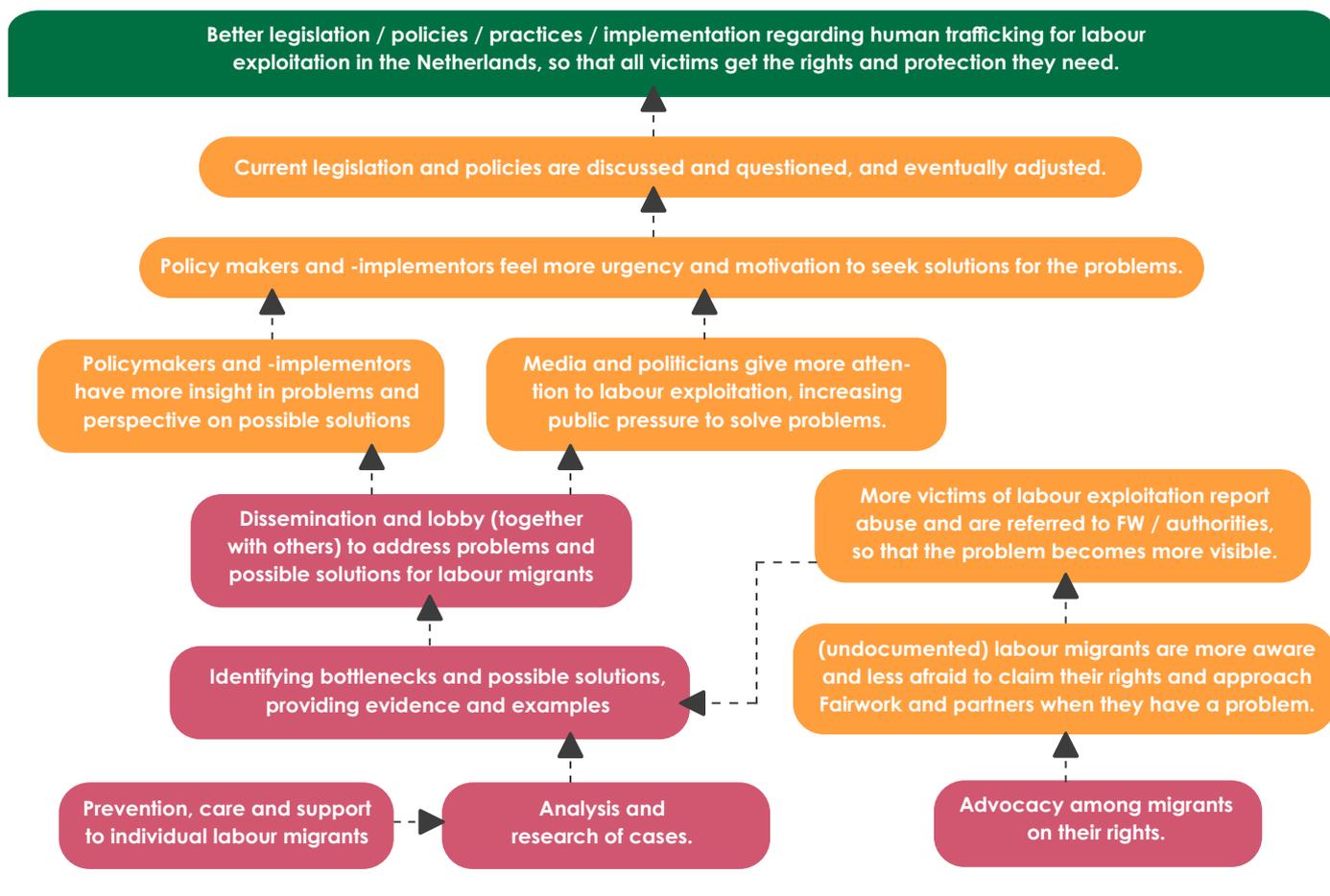
In this project, Fairwork aims to solve the lack of protection and support for SDLM by two routes:

- Changing legislation and translation of this into policies (such as the B8 residence permit) so that more cases are classified as human trafficking, or
- Changing the policies and practices around the rights that SDLM can employ.

In the scope of this project, Fairwork works towards both goals, by 1) researching the problems of SDLM that Fairwork encounters through their networks and 2) disseminating this knowledge and discuss the problems and possible solutions with all relevant stakeholders: policy makers, sector organisations, practitioners, and media. The next visual shows the Theory of Change and the logic of these activities. Not all activities of Fairwork are shown, only the most important that relate to the intended structural change in this project.

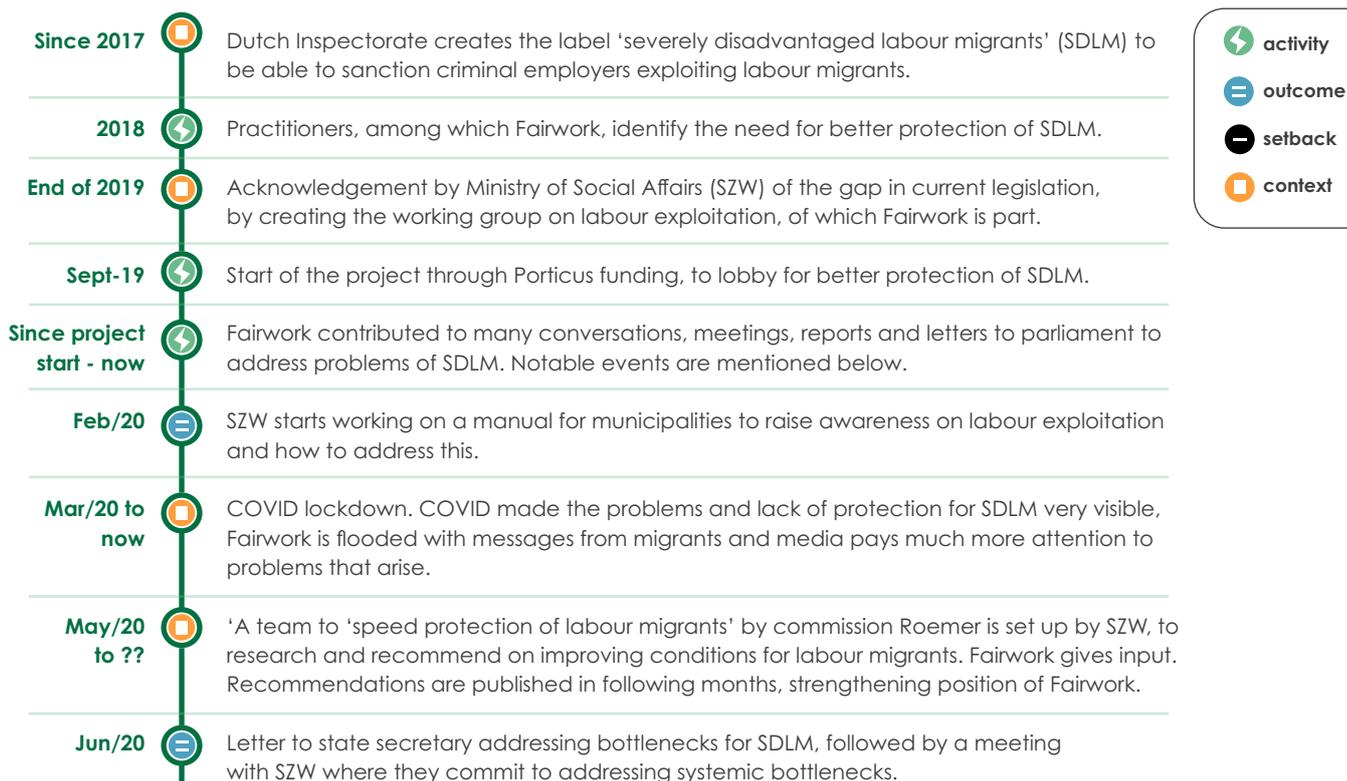


## THEORY OF CHANGE



## TIMELINE OF ACTIVITIES AND OUTCOMES

To further understand the project achievements and context, the following timeline describes the project implementation from September 2019 until now, and all relevant events in the context, either influencing or following out of the project.





## SYSTEMIC CHANGES

Reflecting on the Theory of Change that builds up to the systematic change:

**'Better legislation / policies / practices / implementation regarding human trafficking for labour exploitation in the Netherlands, so that all victims get the rights and protection they need'**

The timeline shows that currently the most important legislative article of 273F, that forms one part of the problem, in the new coalition will be revised and adjusted. Many respondents in the case study express their hope that this revision will improve the support for SDLM, especially that with the new legislation more customized punishment for perpetrators and better support for SDLM is made possible.

Looking back at the developments of previous years, the fact that article 273F is now being revised is a big change in the attitude of government and parliament. 2 to 3 years ago, respondents express it really was unthinkable that this would happen and that at that time the Ministry of Social Affairs and Ministry of Justice and Security were very hesitant in changing the law.

*'I remember Fairwork, FNV and CoMensha had to meet separately with the Ministry of Social Affairs, to be explained that there really was no chance that article 273F would change, because this process would be too complex and politically sensitive'.*

Although many parties clearly have hope, it remains very uncertain to what extent the revision of the law will lead to the systemic change the project aims for, because of several reasons:

- The new law is yet to be developed, so it remains uncertain what exactly the changes will entail. Especially what support the group of SDLM can receive in the new law remains uncertain, and within this group even more the group of undocumented workers;
- Although Parliament voted for revision of the law, the new law still has to be approved by Parliament;
- Legislation only is the first step: once the legislation is changed, how the law is implemented and how much capacity is created to enforce the law is just as important for the law to be effective.

## OTHER SYSTEMIC CHANGES

Besides the change on legislative level, other systemic changes were identified:

- In November 2021 the collective labour agreement for temporary workers has been adjusted, providing labour migrants with better protection, for example with regard to housing. This change has long been lobbied for by Fairwork with a 15-points action plan for employment agencies.
- The ministry of Social affairs is working towards a certification system for employment agencies, which will decrease the possibilities for rogue agencies.
- A pilot has started with emergency shelters for European SDLM, however excluding undocumented workers.
- As shown in the timeline, better information is given to EU labour migrants through the website WorkinNL.nl, managed by Fairwork.

## FACTORS AND ACTORS CONTRIBUTING TO THE CHANGE IN LEGISLATION

The contribution analysis shows that many different actors and factors contributed to the changes described above. One main conclusion we draw based on this contribution analysis is that many different factors had to come together through which in the last year momentum was created for all these factors to lead to the outcome of the revision of the legislation. Part of this has been all stakeholders doing an effort to put the issues of SDLM on the agenda and push government and politics for change. But part of this certainly has also been the Covid-19 pandemic, that created a lot of problems for labour migrants, and thereby increased the visibility of their lack of support:

-  programme mechanism
-  cooperating actor  
actor with which the project works together to implement the project
-  other actors  
actor that influences the project outcomes
-  influencing factor

+ Labour exploitation gets worse, and becomes more visible. Covid-19 pandemic strong factor in this: many labour migrants got into trouble.  certainly or very likely happened

Among the contributors we identified the following actors that continuously contribute:

+ Interest groups and service deliverers such as Fairwork, CoMensha, FNV and care givers for victims of trafficking in general see the problems first hand and represent the interests of those victimized. This was especially instrumental in the Working Group of the Ministry of Social Affairs of which Fairwork was part.  certainly or very likely happened

+ Media, partly voicing similar messages as the interest groups and working closely together  certainly or very likely happened

Individual government officers that also see the problems and address these internally  somewhat likely

In a later stage, also government bodies became involved and were instrumental in creating this momentum in a one-off way:

+ The findings and recommendations of commission Roemer were a strong motivator to act in policy. Indirectly Fairwork contributed to the set-up of the commission, because they showed the overwhelming number of problems caused by Covid-19.  certainly or very likely happened

+ The 'algemene rekenkamer' published another report outlining the failing support for victims, which was affirmed by Inspectorate.  certainly or very likely happened

+ Following these developments, in September 2021 Parliament voted to change the legislation in the new coalition.  certainly or very likely happened

In the lower areas of the Theory of Change, contribution from Fairwork to all these changes cannot be drawn out very objectively, because they so closely cooperated with many organisations. However, following the Theory of Change and reflecting on Fairworks unique role and added value as described by respondents, we do see clear contributions. The most important ones being:

+ Through their cultural mediators, steady and very long existence, and thereby extensive and relevant network, Fairwork has a very deep connection and understanding of what is happening in the field of labour exploitation. This is unique knowledge, also with regard to the fact they operate nationally and overarching all nationalities, as opposed to many migrant organisations that work locally or only for one group of migrants. Although this system of cultural mediators costs a lot of capacity, it has a great added value, especially reflecting on the ToC, to create insight and perspective for policymakers and implementors. This effect is strongly confirmed.  certainly or very likely happened

+ Fairwork is one of the few organisations representing undocumented labour migrants. This is a difficult position for Fairwork to have in the system, but very necessary, as this group is not well represented.  somewhat likely

+ Through their independent funding position, Fairwork can also be independent in its positions. In the same time, this independence does not translate into an activist attitude: their very constructive and solution-seeking attitude is appreciated, and makes them easy to work with.  certainly or very likely happened

+ The training and advocacy work of Fairwork among migrants and organisations working with migrants was also greatly acknowledged. The effect of more awareness among migrants and less fear to report exploitation was mentioned several times, although it is not possible to quantify this in numbers.  certainly or very likely happened

Besides this, there were some external factors that inhibit the work of Fairwork:

- Negative image of (undocumented) labour migrants in society and politics leads to lack of willingness to protect and support them.  certainly or very likely happened

- Potential higher cost of more support to victims hinders willingness to change legislation and policies.  somewhat likely

## THE ROLE OF SERVICE DELIVERY: STRENGTHENING, BUT SOMETIMES ALSO CONFLICTING WITH ADVOCACY

As the contribution analysis shows, the fact that Fairwork is so much connected to the field of labour exploitation and is analysing cases is of great added value, and the most important reason they have such a strong voice in their advocacy work. So, in the case of Fairwork it is impossible to split service delivery from advocacy, even more so in the future, as Fairwork is moving towards more service delivery to the complex and difficult cases. With these complex support questions, they go through a whole route with the victim to try to get fair treatment, starting with approaching employers in mediation, and ending with prosecution in court. By going through this route, Fairwork learns about all bottlenecks in the system for victims to report exploitation. For example:

*'If we help a victim to report their case to the Dutch Inspectorate, we find out all obstacles that victims face for doing so. For example something very simple: all forms victims had to fill out are in Dutch, which makes it difficult for non-Dutch victims to report'.*

The downside of this direction is that less capacity remains for the relatively small problems. For Fairwork this leads to a difficult trade-off, as workers with minor problems have no other support places to go to. This case-study supports the direction of Fairwork to go more into the direction of complex cases from the interest of advocacy, but from the interest of service delivery to victims, it remains very difficult to decline these minor requests for help. This is even more so from the perspective of prevention and that more complex problems are often discovered by helping workers with at-first-sight small problems. By not following up these small problems, a chance exists that Fairwork misses out on important system problems. Therefore, for Fairwork an important strategic question lies in how to increase capacity, either their own, or by connecting to others, so that both kind of problems can be addressed.

## THE ROLE OF COOPERATION WITH OTHERS

Related to the functions of cooperation we see in effective advocacy, this mainly strengthens mass and credibility, which is important externally. This case-study strongly indicates that Fairwork, through their long existence and constructive attitude, cooperates very well with other organisations, both organisations with similar interests, such as migrant organisations and other NGO's, and also the organisations where in their opinion changes are needed. For advocacy good cooperation is also needed, to have one voice that has bigger strength.

## GOOD PRACTICES AND LESSONS LEARNED

This case study of the project of Fairwork on SDLM clearly shows that the contribution of one organization to systems change is not easily distinguished from the contribution of other actors and factors in the system. Fairwork can still influence part of these actors, for example by having a good cooperation and constructive attitude. However, in this case the importance of a factor like the Covid-19 pandemic is not underestimated, something Fairwork cannot influence. Part of the changes therefore can be contributed to coincidence or 'luck'. However, in these kind of circumstances, what makes Fairwork such a strong actor is that through their long existence, strong network and good cooperation, when opportunities like pandemics arise, they are very well able to capitalize this and use this for their advocacy work.

For Porticus to have well connected partners like these, therefore is very attractive. The contribution of Porticus has been little content wise, but through the funding of Porticus Fairwork could spend time on advocacy, something they otherwise have to do as an extra activity. For Porticus to choose advocacy partners, it is a good lesson to choose partners that are already well connected, have authority and a clear added value in the system and are involved in service delivery to victims.





**REST**

# Case study report of REST: Residency Status: Strengthening the Protection of Trafficked Persons

Part of the final evaluation of the programme  
Strengthening Support and Protection Systems for  
Victims of Human Trafficking in Europe

## INTRODUCTION

This is the case study of the REST project. The REST project had the aim of better protection for victims of THB, especially on providing them with residence permits on personal grounds. The REST project was carried out by six NGO's in Europe, with the Austrian NGO Lefö as lead partner: CCEM in France, CoMensha in the Netherlands, Proyecto Esperanza in Spain, Astra in Serbia and La Strada in Moldova. These six partners cooperated in a consortium started in 2019, carrying out research into cases, the legal environment and practices in all six countries. In March 2022 the project will be formally closed. The intended change of this project was: Better legislation on EU and national level as well as a coherent and effective implementation of the protection scheme of the anti-trafficking and international protection framework on national level.

In this case study we reflect on the structural changes that have been achieved in working towards this overarching intended change and the contribution of the project and other factors and actors to this. We specifically zoom in on:

- the role of service delivery in successful lobby and advocacy
- how cooperation within the consortium contributed to these changes.
- how other NGOs, most notably in the La Strada international network, have taken up the project findings and recommendations

In the programme of Porticus, the REST project was unique in its set up as a consortium structure, i.e. that instead of only one organisation, six organisations are working together. This means the project explicitly has an international character. For the programme, besides the above-mentioned working mechanisms, it was interesting to see how the consortium approach would work out, and what are best practices that contribute to this.

This case study is based on project documentation and interviews with internal and external stakeholders.

## CONTEXT AND RELEVANCE OF THE PROJECT

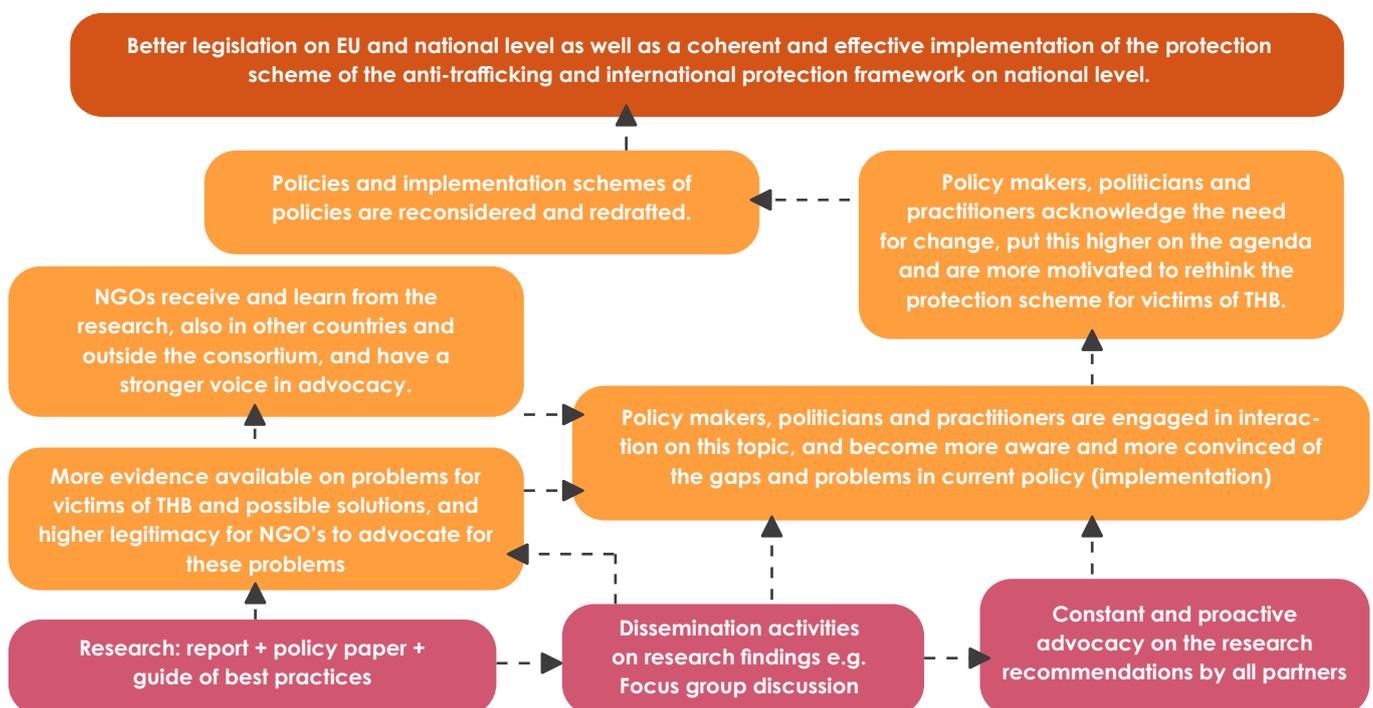
In the context of international protection of victims of THB (VoT), countries in the European Union are led by two EU directives, one from 2004 on residence permit and the EU's Anti-Trafficking Directive from 2011. Moreover, most countries adhere to Council of Europe Convention on Action against Trafficking, focused on providing victim support from a human rights-based perspective.

Even though legislation is similar for all countries, the legislation and practices on protection and support for victims of THB and access to international protection differs a great deal between EU countries. Moreover, many countries do not offer enough protection to potential victims of THB, or only on basis of their cooperation with the criminal justice system, i.e. that victims testify in an early stage of the process. Otherwise, victims are often sent back to their country of origin, where the risk is very high they are trafficked again.

In this context, the aim of the REST project was to make more visible how legislation and practices contribute to problems for victims of HT. This creates an evidence base for NGOs to rely on in their lobby and advocacy work, as the problems are known, but not yet in black and white on paper. Besides this, the REST project focused on best practices and solutions, whereby a conversation could be started up on concrete ways forward for countries. Building on the research that was done in the project to create this evidence base and identify best practices, dissemination and training activities were undertaken to build capacity and engagement among practitioners, both on international and national level.

The following visual shows the logic of the project, how activities should lead to the intended outcome and by what routes. This Theory of Change is very general and does not show all country specific stakeholders. However, in general two main groups of stakeholders need to change: 1) policy makers in drafting better policies, and 2) practitioners and policy implementors in implementing these policies and translating them to good practices. It differs for each national context whether more of the one or more of the other is needed.

## THEORY OF CHANGE



## TIMELINE OF ACTIVITIES AND OUTCOMES

To further understand the project achievements and context, the following timeline describes the project implementation, and all relevant events in the environment, either influencing or following out of the project .



## SYSTEMIC CHANGES

Reflecting on the Theory of Change that builds up to the change:

*Better legislation on EU and national level as well as a coherent and effective implementation of the protection scheme of the anti-trafficking and international protection framework on national level.*

Many respondents acknowledge this end goal is extremely difficult to reach, and it is yet too early to see real change. Still, some respondents mention that in some countries the referrals and number of people receiving a residence permit seems to increase. The contribution of this project is difficult to claim, but in any case some small changes are identified.

The analysis shows first signs of a growing awareness and interaction on the problems victims of THB face when not protected by residence permit. An important signal of change on European level is that the previous Anti Trafficking Coordinator of the European Commission mentioned the need for changing the 2011 directive during one of the meetings the REST partners attended. Although this person has been replaced by someone else, research is set up to investigate the need for changing this directive.

Also, NGOs outside the consortium interviewed in the case study confirm that the REST findings have been useful for them, as they recognized and learned from the findings and it provides an evidence base for them to use in their own advocacy work. An example from Germany illustrates this, as KOK, the network of NGO's, has done very successful advocacy with the REST findings to create a change in the attitude of the recently elected German government.

Thirdly, the case study shows that the dissemination activities of the project, such as the national trainings have strengthened awareness and capacities of a wide range of practitioners on national level, such as lawyers, attorneys, and service providers. This has led to better connection and cooperation, and indirectly in the end hopefully also better identification and better services.

Reflecting on the above changes, respondents mention these are crucial first steps to create higher systemic change. Even though still much advocacy and follow up research is needed to bring change further, in the time frame of this project the changes that have been achieved have been more than expected and both internally and externally respondents are very satisfied with the results.

On national level, many changes can be identified. Taking the systemic dimensions of the overarching evaluation as a basis, the following table shows a summary on which dimensions these changes have been achieved.

							
System dimension	Austria	Serbia	Spain	Netherlands	France	Moldova	Other
Capacities (practitioners)	First signs	First signs					
Relations	Cooperation with International Organisation for Migration and new state agency	Cooperation with Group 484 and access to state agencies	Part of working group for Senate	Combined advocacy with other NGO's	Cooperation Asylum services	Cooperation with State agencies, e.g. Bureau of migration and asylum	
Referrals	First signs		First signs				
Legislation	Draft law	Amendment on legislation proposed					
Regulations & protocols	Protocol with state agency and Ministry of Interior	Input National Action Plan	Airport protocol	Input on the national action plan		Input on the national action plan	Germany: better support for victims of THB
Resources	Better return counseling						
Monitoring and accountability	First signs		First signs				

## CONTRIBUTING ACTORS AND FACTORS

As there are many changes, both on national and international level, the contribution analysis does not go into detail what factors and actors exactly contributed to what change. For the national context, the consortium partners have played a big role, most times in cooperation with other NGO's. For the international context, in general NGOs are only one actor of influence. Below, the different factors and actors are distinguished, starting with project mechanisms, then closely cooperating actors, and lastly a relatively long list of other factors influencing the changes. The contribution analysis strikingly shows that compared to other projects, many negative influencing factors are identified, again underlying the difficult context in which NGOs need to navigate on international level.

## CONTRIBUTION ANALYSIS

+ Publication and dissemination of REST report, including policy paper and guide on promising practices	 certainly or very likely happened
+ National trainings of practitioners	 somewhat likely
+ Multiplier effect of dissemination through the La Strada International (LSI) platform. Other LSI members also taken up this issue, and advocating in their own country and context	 certainly or very likely happened
+ Council of Europe as co-funder keeps working on this	 certainly or very likely happened
+ Covid made problems more visible	 somewhat likely
- Political instability	 certainly or very likely happened
- In some countries the institutional environment is still lacking to address these issues. So it is difficult to know who to target for advocacy	 certainly or very likely happened
- External scandals, such as with the Vietnamese workers in Serbia, giving the problems more visibility	 somewhat likely, depends on the country
- Covid inhibited networking and engagement on this topic. You really need individual ambassadors. Also parliament was difficult to involve, both EU and national.	 certainly or very likely happened
- Change in position of key persons, such as the anti-trafficking coordinator, also because of elections	 certainly or very likely happened
- Migration is a very political sensitive topic in many countries	 certainly or very likely happened

-  programme mechanism
-  cooperating actor  
actor with which the project works together to implement the project
-  influencing factor

## LINKING BACK CHANGES AND CONTRIBUTIONS TO A FUTURE PERSPECTIVE

Besides all efforts and changes that we identified in the past, all partners are continuously pushing for change. As shown in the timeline, there are yet many follow up activities developed that follow directly from this project. Although they lie outside the scope of this project, these future efforts have definitely been made possible by the REST project and build on it.

Linking the findings of the case study to the evaluation questions, we conclude that although the overarching intended change is yet to be achieved, within the project period a lot has been achieved that forms a sustainable basis to build on for the coming years. Most notably an increase in evidence, awareness, and discussion among the crucial stakeholders is achieved, to which the project convincingly contributed. What changes to expect in the coming 10 years is difficult to predict because of all other (mostly negative) influencing factors.

However, the fact that all partners are continuing their efforts after the project period and continue to push for change to further these changes, shows that the REST project is a good basis to build on. To quote one of the interviews, the REST project 'forms a basis to build on in the coming ten years', which makes the change from this project very sustainable. For this, alignment between partners in the countries will remain a crucial condition to have one voice.

## GOOD PRACTICES

In the case study, many working mechanisms were identified that were instrumental in contributing to the changes mentioned above.

1. **The researchers and consultants** that were hired by the project to carry out the research were key in coming to a well-structured and well argued report.
2. **Focus Group Discussion:** to disseminate the REST findings and recommendations, one of the most important activities was to organize an international focus group discussion. On EU level and from each country practitioners were consciously selected and invited to exchange. This diversity and exchange between countries was very much appreciated, and by introducing a policy paper before the focus group discussion, the discussion was guided towards concrete thinking about solutions and possible ways forward.
3. **The international component** of the research made comparison between countries possible. For readers it was very interesting to see how other countries approach the topic of international protection, and what can be learned from this for their own country. Especially the less-developed countries from a human rights perspective learned a lot from countries more advanced. Moreover, because the report contained such diversity, this made it very well recognizable for countries that were not researched, such as Switzerland

or Germany. Also, the at first sight not so logical choice to include countries of origin in the research, added to this diverse view.

4. **The publication of the guide of promising practices** was very well received and made possible solutions very concrete and country specific. The fact this was written in local language enhanced the uptake and use by local authorities.
5. **The fact the report** does not only argue to give VoT residence permits from the perspective of human rights, but also **shows benefits from this for member states** with regard to criminal procedures, made the report more relatable for authorities.
6. **With regard to the role of service delivery**, one of the overarching evaluation questions, the fact that REST based its evidence on actual cases from all six countries added greatly to the strength of the evidence. Without the cases, the report definitively would not have had the same convincing argumentation.

## LESSONS LEARNED ON THE CONSORTIUM APPROACH

Also in the consortium approach different lessons can be learned.

1. Lefö as a very strong NGO and lead partner contributed to good cooperation and implementation of the project. Their coordination efforts, also regarding engaging external stakeholders in dissemination activities, were greatly appreciated by other consortium partners and funders.
2. For Lefö this project was one of the biggest multi-agency projects up to date. It was only possible to carry out the coordination work successfully because of existing relationships between the six partners which already were very good before the project started. Partners knew each other well beforehand, enhancing trust between partners during the project and enhancing efficiency. Especially when flexibility was required to deal with the Covid pandemic, the mutual trust really helped to utilize remaining opportunities in the best way possible.
3. Besides the good mutual relations, the low bureaucratic burden from Porticus and the Council of Europe as co-funder made a project of such magnitude possible: with other donors' reporting requirements this project could not have been carried out by Lefö.
4. Point 2 also argues to give organisations freedom in forming partnerships and on a voluntary basis. Instead of donors requiring cooperation, it works better when organisations develop this themselves based on existing relationships.

We conclude the consortium approach in the REST project was carried out in a very good way in this project and proved of added value for creating an effect. Especially the international component that allowed comparison between countries was found very valuable by policy makers and practitioners. To work more often in such a way, would be worthwhile to consider for Porticus as a good practice, although we also learned that it is better not to force this on grantees, but keep it a voluntary grant construction.

## 5. Cross case analysis

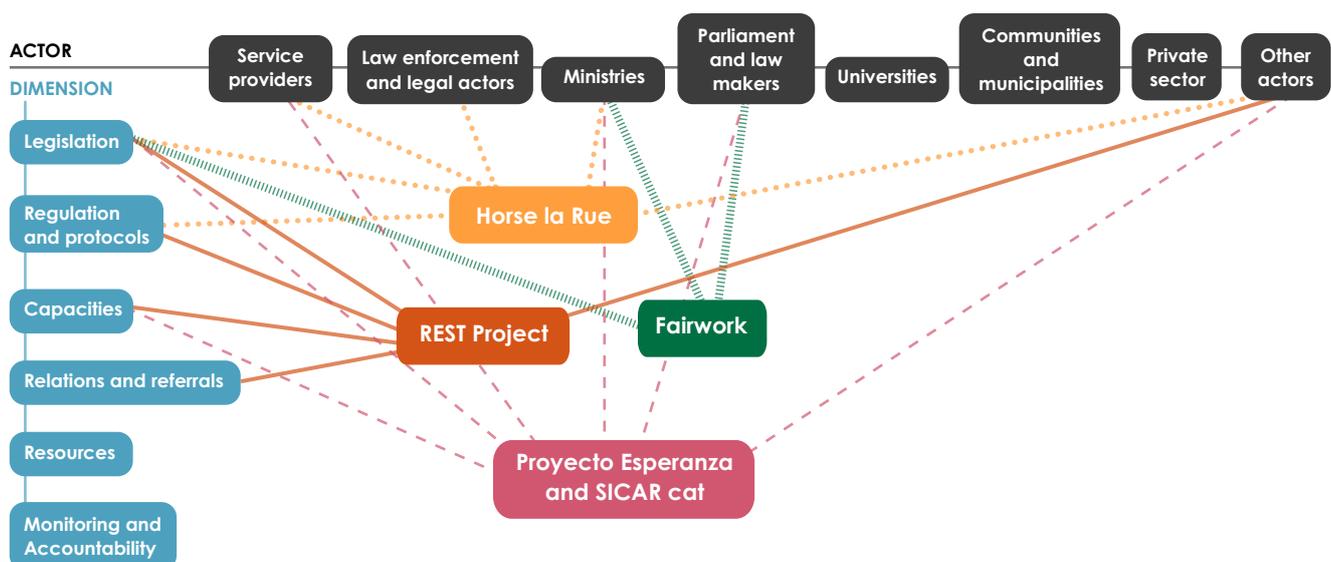
In this chapter we analyse the four case studies. First, how they are situated in the larger story of changes as presented in chapter 3. Second, the contribution analyses of the four cases are used to build a larger causal story. To do this we use insights from causality theory. Finally, the multiple roles of cooperation and of service delivery in the partners' work of contributing to systems change are analysed.

### 5.1 SITUATING THE CASES

The four cases represent five of the 28 changes described in chapter 3. The changes are presented in the case studies above and can be briefly summarised as follows:

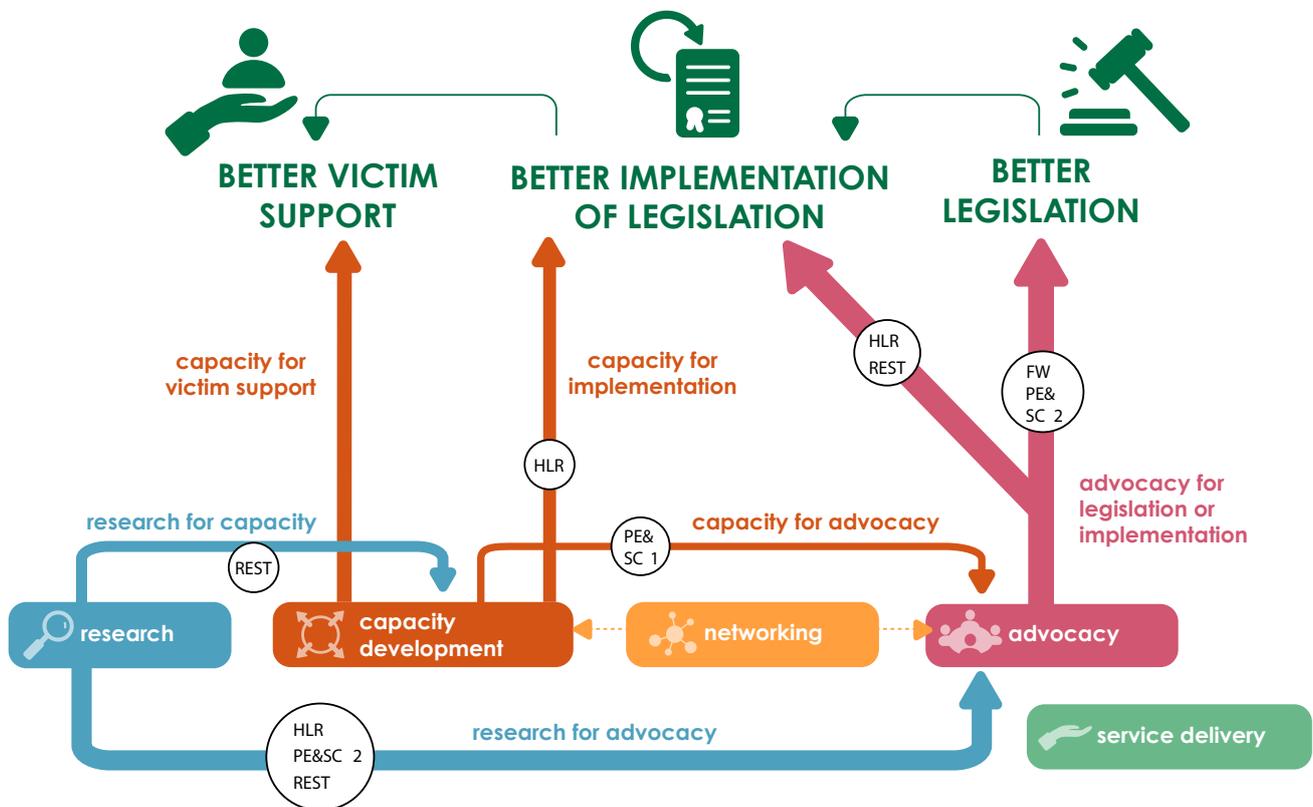
Abbreviation	Organisation	Change
FW	Fairwork	Labour exploitation legislation more inclusive
HLR	Hors la Rue	Non-prosecution principle wider applied for minors forced to commit offenses
PE&SC 1	Proyecto Esperanza and SICAR cat	Capacity and focus for advocacy of Adoratrices strengthened
PE&SC 2	Proyecto Esperanza and SICAR cat	Key actors aligned and consultation for comprehensive law on THB started
REST	Lefö	Access to residence in Europe and national legislation in 5 countries

The following table shows which system dimensions and which actors are changed through these changes. In practice, these projects did interact with more types of actors than shown here, for example by way of cooperation. The actors shown in this table are those where a structural change could be observed. The REST project is more complicated than the other cases, since it operates in multiple countries in different ways. In the analysis in this paragraph, the major focus of the project is taken into account rather than every detail in all six countries.



The figure below visualises which of the generic pathways of the programme were used to bring about the five changes from the case studies. All case studies used advocacy (although PE&SC 1 (for abbreviations used here, see the first table in this section) only within the congregation Adoratrices) and all used networking and coordination.

This figure shows that the four cases provide illustrations of five of the six pathways of change of the programme. This implies that the cases jointly give good insight in how the programme has functioned.



## 5.2 CONTRIBUTION TO CHANGE

All four cases concluded that the projects contributed to changes in the system of support for victims of THB. The contribution analyses that formed the basis for this claim showed that other factors were also involved. The question is to what extent we can make the claim that the projects caused the change if they were 'only' one factor among others. To unpack this claim, a brief excursus into causality theory is helpful. We will briefly discuss the concepts of sufficiency and necessity, then introduce the concepts of causal package and INUS cause and finally discuss the implications of using these concepts. Using these concepts can offer the language and frameworks for further understanding how projects and grants contribute to systems change.

**Sufficiency and Necessity.** The concepts sufficiency and necessity play a key role in theories about causation. If A (a project) is a sufficient cause for B (a change), it means that the presence of A is sufficient to make sure that B happens. This is forward reasoning. We can conclude something about B on the basis of the presence of A, but not the other way around. When B has happened, it could have been caused by other means as well.

If A (a project) is a necessary cause for B (a change), it means that B cannot happen without the presence of A. This is backward reasoning. On the basis of the presence of B we can conclude something about A, but not the other way around. When A is present, we do not know if it is sufficient to bring about B.

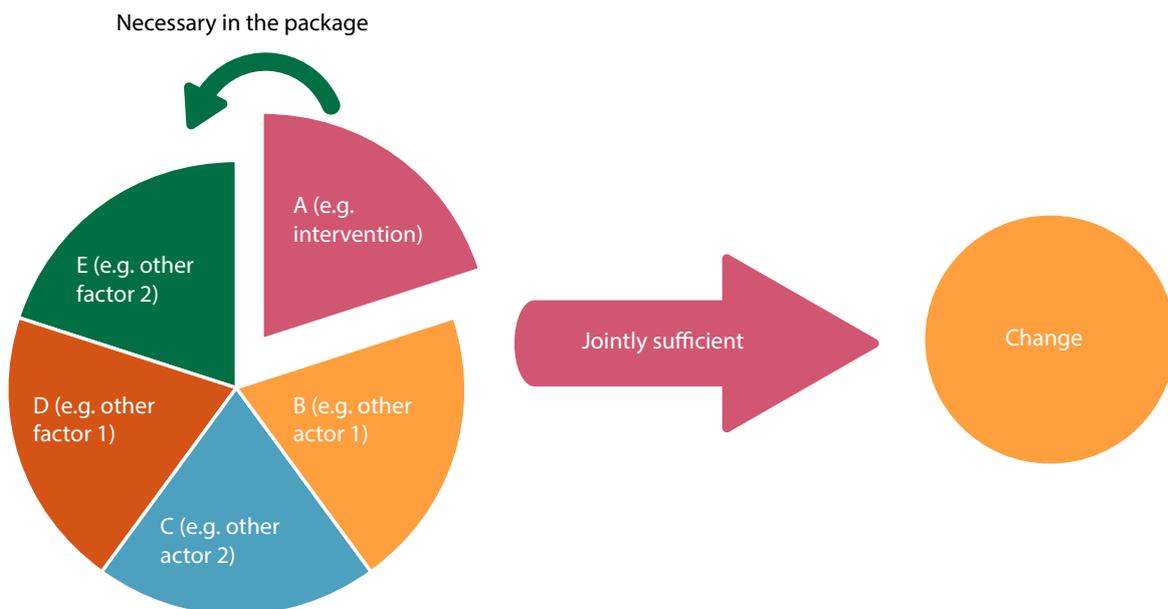
When a project is both a necessary and sufficient condition for a certain change, it means the project is sure to bring about the change (sufficiency) and the change cannot be brought about otherwise (necessity). However, this is almost never the case in the real life of social change or systems change.

**Causal package and INUS cause.** It is more helpful to think about a causal package. A package of contributing causes, that is jointly sufficient to bring about the change. This is what we have seen in each of the four case studies. It is important that this package is jointly sufficient to bring about the change, otherwise nothing happens. Each factor or actor within this package is in itself insufficient to bring about the change. The question is what the role is of a specific part of this package (such as the project). An INUS

cause is an element of this causal package that is a necessary part of it, meaning that the package cannot function without it. And the package is jointly sufficient to bring about the change.<sup>1</sup> The table below summarizes this argument in explaining what the INUS letters stand for. We added to opposite to show what this does not mean, for clarification.

INUS	What this means	What is the opposite
<b>I</b> insufficient element	<b>The project by itself cannot bring about the change.</b>	Sufficient element. The project can bring about the change without other actors or factors. This is possible in very simple situations but hardly in situations of systems change.
<b>N</b> necessary element	<b>Without the project, the package of actors and factors is incomplete and cannot bring about the change.</b>	Unnecessary element. The package can bring about the change without the project. The project is redundant.
<b>U</b> unnecessary package	<b>There are potentially other constellations of actors and factors that can bring about the change.</b>	Necessary package. Only this package can bring about the change. This is unlikely, but also impossible to know.
<b>S</b> sufficient package	<b>The package of actors and factors can jointly bring about the change.</b>	Insufficient package. Even jointly, the package of actors and factors cannot bring about the desired change. More cooperation, weight or force is needed.

The visual below further illustrates the concept of INUS causes. A (for example a project) is a necessary element of a causal package that can consist of a number of other actors and factors, and the package as a whole is sufficient to bring about the change.



We can conclude for each of the four case studies that the project is an INUS cause. By themselves, these projects were not able to bring about the change, and they could never be able to do this. But, in conjunction with others, they did cause changes in the system. In doing so, the projects did play one or more unique roles that were necessary elements of the causal package. The conclusions of each of the contribution analyses in the case studies could be reframed by stating that the project functioned as an INUS cause for the systemic change towards which it contributed.

**Implications of this concept.** This concept can be used to assess whether or not projects were really necessary to contribute to systems change. This suggestion is taken up as a recommendation.

The first implication of using the concept of INUS causes is **the role of cooperation**. If the package is to be sufficient for causing the desired change, the project needs to ensure that the right types of cooperation are planned for. There will always be opposing forces, as well as trends and factors that could help bring about the change. Such trends and factors cannot be planned for, but must be assessed in risk and contingency plans, using 'what if' analyses. But whereas many factors fall outside the sphere of control of a project, establishing cooperation with a diverse set of actors is not. And this should be done in order to construct a package of contributors that jointly is sufficiently powerful to bring about the desired systems change.

The second implication is the **unique contribution of the project**. If the project is a non-necessary, and hence redundant element of the causal package, the change can be brought about without the project and this could be regarded as a disqualification for funding a project. However, there is a slight nuance. A project or actor could be redundant in a causal package in the sense that it could be replaced by another, similar organisation or project. In that case, the specific organisation or project is non-necessary, but the type

of organisation or project is not. True redundancy or non-necessity is if the project or organisation could be left out of the package without being replaced by another and yet, the package is sufficient to bring about the desired change.

In the next two sections we take a closer look at the specific mechanisms of cooperation and of service delivery that we found in the four case studies. This could shed more light on the actual roles of these projects in relation to other actors and factors that jointly formed the causal packages that brought about change.

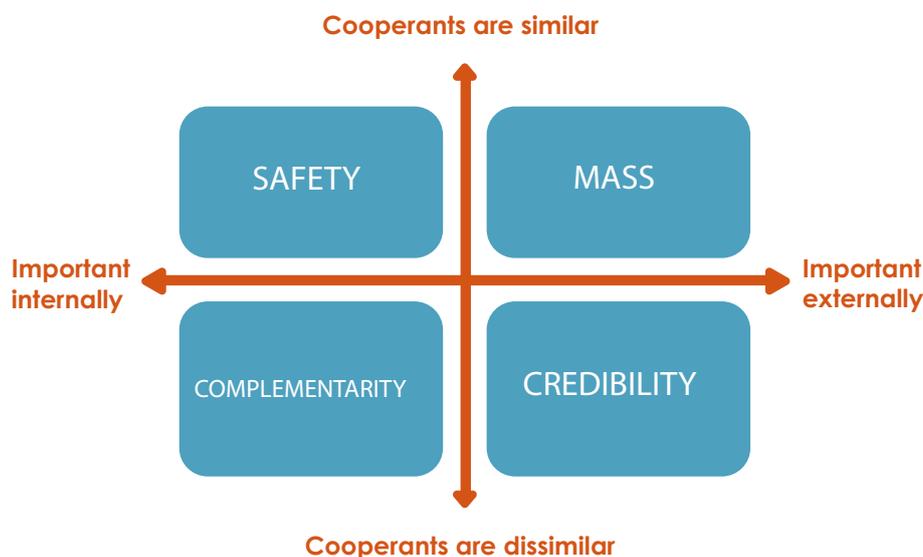
### 5.3 ROLES OF COOPERATION

The main question of this evaluation is how projects have contributed to systemic change. A specific sub-question concerned the role of cooperation in these contributions. In each of the cases, information about cooperation has been collected and analysed. On the basis of our analysis, we offer the framework below to understand four major functions of cooperation.

The **first** dimension of this framework is **for whom cooperation makes a difference**. In the first place, cooperation is important for the project or organisation itself (internal). Its functioning and effectiveness increase through cooperation. In the second place, cooperation has an effect on others (external): others (such as so-called 'lobby-targets') experience a difference when the project cooperates with others.

The **second** dimension of this framework is **the relation between the cooperants**. They can be largely similar or dissimilar (or they can have both aspects at the same time). For any cooperative effort it is important to maintain a balance between similarity and dissimilarity in order to maintain positive energy in the joint effort. But similarity and dissimilarity each lead to a different key function of cooperation.

Combining these two dimensions creates a four quadrant framework that is visualised below.



## The four resulting key functions of cooperation are:

**Safety.** This function is based on the similarity of cooperating organisations and it is important internally. When others (such as other NGOs) join in the effort, it provides a sense of safety that the organisation is not alone in the effort. The hopes, joys and disappointments can be shared and this can renew the energy, inspiration and motivation to continue the effort. When there is no cooperation with others who are sufficiently similar, an absence of such safety can result in feelings of loneliness and demotivation.

We have seen this function in operation in the cases of Hors la Rue (particularly in their close cooperation with Trajectoires) and REST (particularly in how they operated as a consortium).

**Mass.** This function is based on the similarity of cooperating organisations and it is important externally. When an organisation is part of a bigger movement, this creates more volume, weight or mass, and hence (using a parallel to physics), the impact is larger. A bigger group of actors is less likely to be neglected, and it is their commonality or similarity that creates this mass-effect. The absence of it can lead to the conviction (among those who need to be changed) that it is just this one organisation, or these few people who want something.

We have seen this function in operation in the cases of Proyecto Esperanza and SICAR cat (in their cooperation with the Spanish counter-trafficking network, Fairwork) and the REST project.

**Complementarity.** This function is based on the dissimilarity of the cooperating organisations and it is important internally. The differences between organisations lead to a bigger set of strengths that can be used to bring the effort further. This includes a larger access to information and analysis, but also a broader set of skills and a wider and more diversified network of relationships. Using the concepts from the previous section, this function helps to “complete the causal package”. The absence of it (either by a lack of cooperation, or by cooperating only with those who are too similar) can lead to a weak effort (where essential information, skills or relations are lacking) or to inefficiency (where the single organisation has to supply all information, skills and relations, even those for which it is less equipped).

We have seen this function in operation in all four cases.

**Credibility.** This function is based on the dissimilarity of the cooperating organisations and it is important externally. The larger pool of information, skills and relations leads to a more convincing effort that cannot easily be neglected. It is not just a group of similar organisations that pushes for a certain change, but it is very different organisations who jointly work toward a certain change. The variety of voices adds to credibility. It also adds nuances to the message, which in turn also strengthens credibility.

We have seen this function in operation in all four cases.

Based on the analysis above, it can be concluded that cooperation by the partners with others has functioned as an essential mechanism through which they contributed to systemic change. Four major ways in which this cooperation is related to systemic change have been identified and in each of the four case studies at least some of these ways were identified. This conclusion is hardly surprising, and it confirms what has played an important role from the onset of the programme. In the design of the programme and in the selection of partners, cooperation had been identified as an important aspect. Also, during the programme implementation, efforts were made to further stimulate cooperation between the partners. This analysis confirms that cooperation has indeed been an important contributory factor in these four cases.

## 5.4 ROLES OF SERVICE DELIVERY

A second specific sub-question in this evaluation is about the specific roles and contributions of service delivery to systemic change. In the four case studies, specific information was collected about this topic, both from internal and external stakeholders. This information was analysed to find the specific mechanisms how service delivery and systemic change were connected. It is important to notice that “service delivery” does not refer only to those services that were part of and financed by this project. Rather, it refers to the services that the organisations involved in these cases deliver as part of their ongoing work, mostly financed through other sources. When we speak about service delivery, we refer to the direct services to offer support or protection to victims of THB.

The table below summarises the most important mechanisms found in the four case studies, through which service delivery contributes to advocacy and systems change work of organisations.

Mechanism	Explanation	Cases
<b>Evidence and Knowledge</b>	Involvement in service delivery generates first-hand experience and information. The level of detail and concreteness of this evidence and knowledge is much higher than can be obtained through brief interviews or desk research.	Proyecto Esperanza and SICAR cat Hors la Rue Fairwork REST
<b>Authenticity and Emotional Involvement</b>	Personal involvement of staff in the lives of victims generates an emotional involvement that in turn increases the authenticity of the message. Particularly when such involvement is done on the basis of values such as 'shared humanity' and 'dignity', and when staff minimize their 'professional distance', this leads to a form of personal, emotional engagement that can be characterised as another form of "lived experience" (even if it is very different from real lived experience).	Proyecto Esperanza and SICAR cat Hors la Rue Fairwork
<b>Legitimacy and Credibility</b>	Other actors perceive the organisation as more legitimate and credible because they are involved in service delivery. This mechanism follows out of the previous two mechanisms.	Proyecto Esperanza and SICAR cat Hors la Rue Fairwork REST
<b>Value of documented experience</b>	The documented form of experience with service delivery (e.g. case files) serves various functions. Sometimes, it forms the basis for evidence-based advocacy. In other cases, it serves as legal documents in court cases. The documentation of the experience is the channel through which service delivery has added value in advocacy work.	Hors la Rue Fairwork
<b>Opportunities for engagement through concrete cases</b>	Engagement in concrete cases with persons provides the opportunity to interact with a broad range of actors. Through such interactions, the case can be made for the particular systems change that is desirable. Some actors would be difficult (or impossible) to meet or interact with apart from such specific cases.	Proyecto Esperanza and SICAR cat
<b>Cases construct systems</b>	Even though the system is operationalised in this report, it does not exist in the abstract. It is real life situations of persons that constitute the system. When a system is (further) developed, a pipeline of cases can be used to actually construct the system and create precedents. Each case situation encounters particular bottlenecks, and these are resolved as the case proceeds. Capacities are built, protocols and relations cemented as the need arises. And as cases run through this pipeline of processes, the system is being constructed on the go.	Hors la Rue Fairwork
<b>Gaining trust of victims of THB</b>	For many processes in the system of support and protection of victims of THB, their explicit consent and cooperation is required. At the same time, victims often have (understandably) a great deal of mistrust toward official authorities.	Hors la Rue Fairwork
<b>Offering or showcasing alternative solutions</b>	Being involved in concrete situations of victims of THB where support or protection is offered, provides organisations an opportunity to develop alternative solutions to the current system. These alternative solutions can be developed and showcased through the organisation's own service provision and they can in turn be used to advocate for change.	Hors la Rue REST

There is not only an influence from service delivery to advocacy, but also reversed. In one case (HLR), being involved in advocacy was a contribution to the fact that they received a major grant to further extend their service delivery work. This is an important example of systems strengthening, as it improves the dimension of "resources" which is underrepresented in the dimensions where change has occurred.

**Caution.** In another case (FW), there was a tension between service delivery in general and service delivery that had a very direct link to advocacy. For their advocacy work, a focus on complex cases was helpful, because it helped surface systemic challenges. But, given limited resources and time availability, this focus would reduce their general service delivery (for more common cases that would not generate as much input for advocacy) and hence it would reduce their contribution and usefulness for many victims of THB. In this way, stimulating advocacy work without addition-

al resources for service delivery could also do damage to the system of support for victims of THB.

A brief, intermediate conclusion to his section is that

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***service delivery needs to be regarded as one of the most powerful levers to contribute to systems change.***

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This is not an automatic fact, but often an unused potential that lies hidden in service delivery. Releasing this potential of service delivery through its express connection to advocacy and systems change could initiate the mechanisms above and could ensure that the project functions as an INUS cause. This could turn out to be a powerful entry point for funders of and contributors to systems change.

## 6. Conclusions and Recommendations

This chapter presents the main conclusions and recommendations.

### 6.1 CONCLUSIONS

The main conclusions from this evaluation are:

- 1. Contribution to systems change.** The programme contributed to 28 structural changes in systems for support and protection of victims of THB. These are changes in at least one systems dimension and that concern at least one systems actor. However, most of these changes are only initial steps toward the larger intended change and would need to be pushed further in order to realise their full potential.
- 2. Uncertainty about continuation of change.** The changes identified are structural. But most of them need further effort to reach the larger intended systems change. Given the fact that the intended follow-up phase of this programme is no longer taking place, it is uncertain to what extent these changes will be brought further or will remain stagnant at the current level.
- 3. Complementary pathways.** The programme has used complementary pathways to contribute to these changes. Research for advocacy, and advocacy combined with capacity development for better implementation of legislation were among the most effective pathways. Combining pathways has been an important factor for effectiveness.
- 4. Causal packages.** The contribution analyses in the four case studies reveal that projects can be considered necessary elements of a broader causal package consisting of other actors and factors, where this causal package is sufficient to bring about systems change (so-called INUS causes).
- 5. Strategic importance of service delivery.** The fact that partners are also involved in service delivery activities of support and protection of victims of THB is a fundamental aspect of their advocacy work. Seven specific mechanisms were identified through which service delivery strengthens advocacy work for systems change. Without being involved in service delivery none of the organisations in the four case studies would have been able to do the advocacy work they currently did. At the same time, service delivery of many other organisations is not used for strategic purposes. Also, advocacy work can detract organisations from service delivery.
- 6. Cooperation is essential and generally done well.** Because the projects are part of a broader causal package and cannot generate systems change by themselves, cooperation with the right set of actors is essential. Partners have been selected for such cooperative attitudes and skills and cooperation in the programme is generally done well.
- 7. Shift among partners on reporting outcomes.** There is a noticeable shift among partners in the ability and motivation to report on outcomes instead of on activities only. Whereas at the start of the programme, the focus of reporting was often on listing activities, toward the end many partners were able to report concretely about their contributions to systems change. This is shown by the fact

that only 7 out of 35 reported changes had to be rejected for lack of concrete evidence.

- 8. Contribution of Porticus through adaptive attitude.** Porticus' contribution to this programme is evident in several ways, including offering space for interaction and connection among partners. The major contribution is making space for organisations to explicitly engage in strengthening systems through combinations of research, capacity development and advocacy. The fact that this is done in an adaptive and flexible manner (especially given the context of COVID-19) is a key aspect of this contribution. If the focus had been on accountability of delivering on the planned activities only, the effectiveness of the programme would have been reduced.

### 6.2 RECOMMENDATIONS FOR PORTICUS

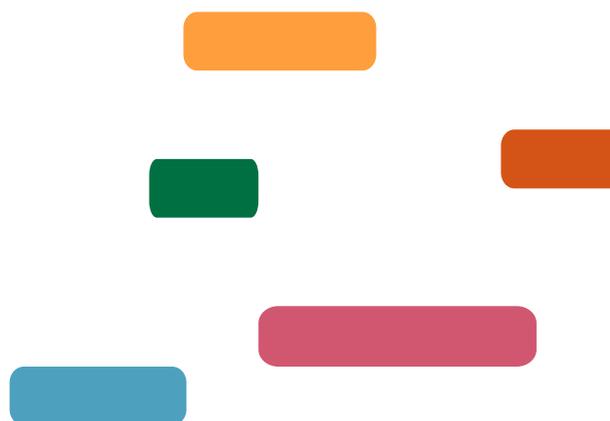
The main recommendations from this evaluation for Porticus are:

- 1. Commit for the longer term.** Engaging in the work of changing complex systems is unrealistic if it is done for a single three-year period. We recommend Porticus to only engage in such work if a commitment can be made for the longer term (even if these are not necessarily commitments to individual grantees). If strategic redirections can still affect such commitments, it is better not to engage in programmes like these.
- 2. Tie up loose ends.** Make an analysis of the changes that have been initiated and analyse which of these 1) are sufficiently promising, 2) do require additional efforts, and 3) would not continue without additional funding. On the basis of this analysis, attempt to use exit grants, or funding from the new portfolio strategy to drive the selected changes further, so that the achieved impact is safeguarded and more impact created.
- 3. Consider service delivery as one of the key levers for systems change.** This can be done by selecting (only or mostly) organisations for advocacy that also engage in service delivery. It can also be done by focusing on unearthing and supercharging the unused potential of much service delivery work that is currently not being put to double-use for strategic change.
- 4. Work with causal packages.** Consider using the concepts of causal packages and INUS causes to develop criteria for selection and development of grants. This would include a focus on the sufficiency of cooperation as well as on the non-redundancy or unique added value of the project to be supported.
- 5. Maintain adaptive management.** Porticus is still known for its flexible, adaptive and trust-based manner of financing. It is precisely this characteristic that has enabled several grantees to make impact in the midst of the COVID-19 crisis, and it is this manner of working that suits the strategic and adaptive working that systems change requires. In all developments to further professionalise, this core characteristic of the work of Porticus should be retained.

### 6.3 RECOMMENDATIONS FOR IMPLEMENTING ORGANISATIONS

Following this evaluation, there are also some lessons or recommendations to be drawn for partners on the implementation of projects that intend to contribute to systemic change.

- 1. Strategic use of service delivery for advocacy.** The evaluation shows strong complementarity between service delivery and advocacy work. We therefore recommend that all service delivery efforts (of partners, but also of other organisations) is consciously put to a secondary use, namely to strengthen advocacy. The analysis in this evaluation can provide further inspiration to think of additional ways in which service delivery efforts can strengthen advocacy. At the same time, ensure that advocacy work is sufficiently rooted in service delivery work.
- 2. Trade-off in types of service delivery.** At the same time, there can be a trade-off between 'service delivery that is interesting for advocacy' and more regular service delivery, as shown in the case of Fairwork. We therefore recommend consciously weighing what roles service delivery has in the organisation, and subsequently what priorities follow from this.
- 3. Work with 'causal packages'.** Reflecting on the concepts of 'causal package' and 'INUS causes', we recommend partners to consciously analyse their unique contribution in the existing collaborations they have, or in collaborations that are formed in the future. Following this analysis, they can strengthen their own unique contribution by making strategic choices in what role to play and not to play in collaboration with others. Besides this, in forming partnerships, partners can also think about what other unique roles they need from others for systemic change and select partners on the basis of this.
- 4. Make system dimensions and actors explicit.** This evaluation derived a list of system dimensions and system from the actual changes that the programme contributed to. However, it could be helpful for implementing partners to explicitly use systems analysis perspectives, practices and instruments, such as developing system maps of all actors, and determining the relevant dimensions of the specific system to be changed, as well as its relation to higher or lower level or related systems.
- 5. Consortium approach.** The lesson from the use of a consortium approach taken by REST, is that this seems to be a worthwhile approach. Organisations can consider the greater use of this approach in their own context. The potential trade-offs should be considered in every situation, but in the REST case it has been a very effective approach for creating systems change. One trade-off to consider is that in the beginning more time is spent on building the partnership, but this creates more leverage to bring about change at higher levels of the system.
- 6. Outcome focused monitoring.** In the frame of monitoring and evaluation, we advise partners to continue thinking from a theory of change perspective, with a focus on reporting outcomes at the level of the intended systems change, instead of mostly output focused monitoring. Outputs are still important however, but only in the light of the outcomes that they contribute to.



## Annex 1. Summary per Grant

Partner	Name grant	Summary grant	Research	Cap Dev	Service delivery	Advocacy
RENATE / EUR	RENATE Anti Trafficking Network 2019-2021	Networking, improve cooperation and cap dev of members	small researches / inventories to support advocacy	various trainings for members (e.g. legal, SDG, communication)		present in many int'l meetings, general advocacy
La Strada International / EUR	NGO cooperation to ensure accountability + extra grant for partner meetings	strengthen LSI as network, cap dev for members, advocacy for VoT rights	evidence for advocacy (also cap dev for getting such evidence)	Cap Dev of platform and members: monitoring, data exchange system, stats, quality standards; referral		advocacy for protection, access to justice, multi-stakeholder networks and general campaigns)
LEFÖ / EUR (5 countries)	REST (Residency Status: Strengthening the Protection of Trafficked Persons)	Advocacy to strengthen the right to residence and protection of trafficked third-country nationals	research gaps to access the right to residence: legislation, case studies, legal analysis	training seminars on basis of research to assist advocacy and develop good practices		initiate advocacy on the basis of the research; to get the rights to residence permits
UNODC / EUR	Using community safety audits to prevent trafficking in persons	use methods from another field: community safety audits, and test it out in Albania	Develop the method, report on its testing	some training at the dissemination		
Lumos / EUR	Research grant: Anti-Trafficking and the link to institutions + extra grant	Research on link between institutionalisation of children and HT	literature review, and in-depth cases on link institutionalisation and HT	In follow up grant		In follow up grant
Plan & Go / ALB	Enhancing protection and strengthening services for child victims of trafficking	Support development of supervised family care as new model of support to child VoTs		support govt agencies in de-institutionalisation process. Also cap dev on identification of child VoT and foster care	direct 21d emergency support + helping roll out model of family care	Development new model of care.
Different & Equal / ALB	Providing comprehensive reintegration services and improving the protection framework for victims of trafficking	Integrated services to VoT, cap dev on basis of experiences; advocacy for antitrafficking law + inclusion of protection rights in it		Cap dev on reintegration of VoT; develop guide and training (public, NGOs, private); also cap dev for enforcement bodies	direct reintegration assistance (integrated), also to children of VoT	advocacy municipality to provide care; workgroup to draft law anti trafficking + protection VoT; advocacy to include all rights
Vatra / ALB	Enhancing anti-trafficking protection system effectiveness for better response to the rights of victims of trafficking	research and cap dev on quality of support; research and advocacy on better HT bill; some direct support to VoT	research on access and quality of victim support in Albania + research on compliance ALB with European legal framework	training in 12 districts on legislation, procedures and victim-centred approaches to many stakeholders	training to VoTs / legal aid (appr 20/yr)	advocacy to improve and implement HT legislation
HORS LA RUE / FR	Improved protection and promotion of the rights of at-risk minors and	Identification, follow up and assistance of at-risks minors and victims of HT.	document and share own experience	awareness raising HT / youth / legal actors	day care for minors + counselling	Mainly with prosecution: not see minors as culprits, but victims

Partner	Name grant	Summary grant	Research	Cap Dev	Service delivery	Advocacy
	presumed to be victims of HT	knowledge and experiences and advocacy to policy makers / legal actors to treat as victims,				
ECPAT-FR	CAP 16.2 ("Child Victims of trafficking, All together to Protect them) (2020 - 2022)  Major overhaul in 2020. Nigeria part taken out.	1) abuse Nigerian girls / women: insight, cap. dev. Actors working with them. 2) general cap dev on child VoT (training app). 3) improve protection minors in criminal proceedings	research and case studies Nigerian victims in FR + research implementation EU standards for protection children in criminal proceedings + research legal classification of livestreaming in EU countries	materials, training app with modules on support to child VoT. And FB campaigns; also in Nigeria		more focus on livestreaming abuse (conference) + protection of minors in criminal proceedings
TRAJECTOIRES / FR	Research, cross-sector assessments and innovative cooperative actions, aimed at a better understanding of human trafficking victims	Research less known forms of HT and general assessments of HT actors in order to stimulate multi-stakeholder cooperation	research on less well-known forms of HT (cartography of criminal groups and types of coercion) and HT assessments in FR regions	on basis of research, mainly by ECPAT; initiate cooperation to work on findings.		research as input for advocacy / multi-stakeholder cooperation
Open Gate / N-MAC	Protection of victims of trafficking and violence	Coalition formation, mentoring, training of CSOs to improve support for VoT. Shadow reporting and advocacy	shadow reporting on implementation of HT regulation	training, mentoring (to get licensed) of CSOs in VoT support.	integrated support services to VoT (120)	coalition formation and advocacy for better protection of VoT based on shadow reporting
Terre des Hommes / NL	WATCH NL	platform WATCH to get cases of sexual exploitation, referral, investigation, forensic ICT, handing over to police	investigation into cases; research into ICT options	exchange good practices with police / prosecution	hotline, site to report, referral and follow up	advocacy to take up prosecution, to use ICT options
CKM/DCI-ECPAT/RIER-coalition / NL	Digital Fortress	Forming taskforce to brainstorm on e-protection of child/youth victims of sexual abuse: feed real time data, brainstorm for national agenda for protection	research safeguarding gaps, digital possibilities, legal gaps / possibilities for digital protection	not directly, but cap dev may follow from some of the options - later		not directly, but if taskforce becomes permanent, and has legal options, advocacy may follow
CKM/DCI-ECPAT/RIER-coalition / NL	Demand decimated	conduct research in the modus operandi of buyers of sex with children (online and offline) and the legal responses and move govt to action	conduct research in the modus operandi of buyers of sex with children (online and offline) and the legal responses			Mobilize govt actions, based on the research (and promised in 2019 motion)

Partner	Name grant	Summary grant	Research	Cap Dev	Service delivery	Advocacy
CKM/DCI-ECPAT/RIER-coalition / NL	Survivors as changemakers	Support survivors to become changemakers and influence policies and regulation and implementation		recruiting, training of survivors, building platform - to influence care system (incl NGOs)		and to influence policy makers / legislation
CKM/DCI-ECPAT/RIER-coalition / NL	Exploitation in the tourism sector	research, training and advocacy to prevent sexual exploitation in tourism sector	research on prevalence and modus operandi of exploitation at holiday parks and hotels	training hotel staff and students, e-learning modules		Advocacy horeca branch organisations and municipalities to become champions of fighting THB
FAIRWORK / NL	Labour exploitation: towards inclusive policies supporting all victims	analysis of labour exploitation that falls outside legal definition and various solutions (legislation, implementation, alternatives)	analysis of cases of labour exploitation that fall outside the (narrow) legal definition of exploitation or HT + finding potential solutions, and dissemination			improved legislation, better implementation (inspectorate), better alternative solutions (alternative employment, shelter)
Lumens / NL	House of Inner Strength	co-financing research to develop care approach for male VoT of sexual exploitation	Study of 25 cases of male VoT + development of 'house of inner strength' methodology as "effective intervention"	sharing for upscaling	house of inner strength, but not part of the grant (govt funded)	
ADPARE / RO	ACASA 3 + extra grant ACASA 4	integrated VoT support, research on state and cap dev other organisations; and some advocacy	research on state of victim support in RO	cap of communities to prevent and destigmatize; training NGOs on basis of research	specialised victim integrated support	possibly some advocacy based on research but not evident
Adoratrices: Proyecto Esperanza + SICAR / SP (+ extra grant)	Speaking out for the protection of victims of Trafficking for all forms of exploitation	influence anti-trafficking laws in the Spanish legal framework to incorporate all forms of human exploitation	general: monitoring of policies in various regions (Madrid, Catalunya)	internal cap dev important for them	they also do direct support, but not part of the grant	design comprehensive law, framework, regulation and public policies on HT with all stakeholders, incl Cap Dev
UNICEF España + Instituto de Migraciones de Comillas / SP	Data culture in human trafficking	research on dealing with data of HT actors, in order to improve use of data to strengthen the system	research on use of data in identification / assistance of VoT, using statistical methods and blockchain app	cap dev in use of data: statistical and app related (deployment)		minor: use of research to stimulate better use of data
Fundación Pambo + Asociación Trabe / SP	Rights for change	improve access to and quality of legal assistance for VoT	research in what hinders access to rights by VoT	guide for actors assisting VoT (rights based, legal)	pro bono work to strengthen legal support Focus is on training lawyers	legislative initiatives to overcome lack of access to rights / support by VoT
Oblatas	REDEs open	Improve support to victims in Oblatas network and other actors	Field study on experiences	Training and awareness professionals		

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## Annex 2. Pathways of Change

The Theory of Change combines six pathways of change which derive from the three core strategies: research, capacity development and advocacy (which are related to the three programme outcomes). The way that these pathways take shape in practice depends strongly on the implementing partners. Partners often utilize multiple pathways in parallel or in sequence, as is shown in the chapter about the systemic changes. These are the main pathways of change:

### 1. Research for capacity and cooperation for victim support.

Research topics are determined on the basis of practical experience, the challenges faced and the need to have more concrete knowledge on those problems. Partners identify relevant articles, reports and other research. Then further research is commissioned and carried out in collaboration with relevant people and organisations. Research outcomes are shared and disseminated in several ways. This contributes to improved capacity of those who use the research. For example, better knowledge and insight, and in the case of action research better practices. It also contributes to better cooperation of stakeholders. Particularly when they are involved in the research, or when dissemination events bring them together. This, in turn, contributes to better systemic quality of support spaces. Such as their linkages to identification, referral, medical, legal, job market and many other types of actors.

**2. Research for advocacy.** Research topics are determined on the basis of advocacy needs. Research is carried out, disseminated and contributes to more influential advocacy directly by making advocacy evidence-based. Indirectly advocacy is also improved through strengthening capacities and cooperation. More effective advocacy in turn contributes to the better implementation of policies and legislation and hence to a better support and protection system.

**3. Capacity and cooperation for victim support.** Capacity development and networking are organised for partners, members, staff, and other stakeholders. This is formal or informal, through training, coaching, exchange or otherwise, and includes financial capacity for offering victim support services. The improved capacity and cooperation (between and among public and private actors) is used to improve the quality of victim support. On the one hand,

quality is about offering adequate services to victims. On the other hand, quality includes the systemic embedding and connectedness to all relevant stakeholders and systems. Including identification, referral, legal, medical, employment and other.

This pathway contains several variations: 1) improved operational capacity of implementers of victim support or protection services, 2) making such services more embedded (systemic) through improved cooperation, 3) providing the financial means to increase financial capacity for (new) support or protection services.

**4. Capacity and cooperation for advocacy.** Besides capacity building for better victim support, the programme includes capacity building for improving advocacy capacities of partners and network members. The focus is to make advocacy more effective: more skilled, more credible, more representative, more strategic, more influential. The result is that people change their opinions, attitudes, practices such that (mostly existing) legislation and policy is better implemented. This contributes to an improved overall system for support and protection of victims of human trafficking.

**5. Capacity and cooperation for better implementation of legislation.** Not only advocacy capacity of partners is improved, but also skills and network of a broad range of actors who implement policies and regulation. They are trained and thereby have more capacity and stronger cooperation. This contributes to better implementation of (mostly existing) legislation and policy. This in turn contributes to an improved overall system for support and protection of victims of human trafficking.

**6. Advocacy for better implementation.** A broad range of advocacy strategies and activities is used. Both formal and informal. Research, capacity and networks are used. When done in relevant ways, with the right stakeholders and focusing on the right issues, it helps to create changes. Changes of opinions, attitudes, practices of people, organisations or institutions. Mostly, these are changes that help improve the implementation of (existing) legislation and policy. This contributes to an improved overall system for support and protection of victims of human trafficking.

## Annex 3. Persons Interviewed

For the case studies of this final evaluation, several of the interviews done for the mid-term evaluation have been used again.

Case	Organisation	Name	Position
Proyecto Esperanza and SICAR cat	Arcoidis	Cristina Manzanedo	Coordination team Ödos programme
	Adoratrices	Sister Maria Luisa Puglisi	Provincial councillor in charge of social area.
	Caritas	Hilde Daems	Coordinator inclusion team
	Catalan Ombudsman	Jaume Saura	Adjunct general
	Porticus	Irene Salgado	Programme manager, Spain
	Proyecto Esperanza and SICAR cat	Marta Gonzalez Manchon, Nerea Bilbatua, Sandra Camacho	Implementing team
	National Rapporteur on Trafficking in Human Beings	Enrique López Villanueva	Focal point
	Accem	Teresa de Gasperis	Manager of anti-trafficking programmes, Accem
	Ombudsman's Office	Elena Arce Jimenez	Technician responsible for the area of Migration and Equal Treatment,
Hors la Rue	Hors La Rue	Julie Jardin, Léa Loth, Aurélie Degorostarzu	Anti-human trafficking officer, director
	Trajectoires	Guillaume Lardanchet	Coordinator, researcher
	Porticus	Charlotte Delobel	Country manager, France
	Trajectoires, sector expert	Olivier Peyroux	Senior Expert on migration and trafficking in persons
	Avocate	Mtre Catherine Daoud	Avocate de mineurs
	Tribunal de Paris	Mme Florence Lardet	Vice-procureur
REST	Group interview with REST consortium members: Lefö, CoMensha, CCEM France & La Strada Moldova	Isabella Chen, Brian Varma, Mona Chamass, Tatiana Fomina	Project partners
	Proyecto Esperanza, 5 <sup>th</sup> member of consortium	Marta González Manchón	Project partner
	Astra Serbia, 6 <sup>th</sup> member of the consortium	Jasmina Kronic	Project partner
	Group 484 in Serbia	Miroslava Jelacic	NGO working closely together with Astra, to see their perspective on changes in Serbian context.
	Leger des Heils Netherlands	Annemarie Heeringa	NGO working with CoMensha, to see their perspective on Dutch context – <i>provided brief input by email.</i>

Case	Organisation	Name	Position
	Group interview with international dissemination group. I.e. La Strada International, CCEM France, Lefö and Proyecto Esperanza	Suzanne Hoff, Mona Chamass, Marta González Manchón	Project partners
	MetaStory Institute	Tamme de Leur and Lysette Klop	External expert on human trafficking in this evaluation
	KOK Germany	Sophia Wirsching	LSI member
	FIZ Switzerland	Geraldine Merz	LSI member
	Council of Europe	Petya Nestorova	Co-funder of the project and external perspective on outcomes on EU level
	Porticus	Brigitte Stevkovski	Programme Manager
FairWork	Group interview with Fairwork staff	Anna Ensing, Jille Belisario, Eline Willemsen en Francien Winsemius.	Project partner
	Helena Kosec	Coordinator volunteers at Fairwork	Project partner
	Coordinator Indonesian volunteers at Fairwork & coordinator Stek Den Haag, local partner of Fairwork referring cases.	Yasmine Soraya Fernandez	
	Casa Migrante Amsterdam	Lidia Villegas Zuleta	local partner of Fairwork referring cases
	CoMensha	Eefje de Folder	service provider to victims of trafficking and partner of Fairwork in advocacy
	HVO-Quirido	Mill Bijnen	Care coordinator, service deliverer in Amsterdam for victims of trafficking and partner of Fairwork.
	Ministry of Social Affairs (SZW)	Annelies Goldhorn	responsible for legislation and policies on labour exploitation
	Dutch Inspectorate	Edwin van Berkum	responsible for enforcing legislation and policies of the Ministry of Social Affairs
	MetaStory Institute	Tamme de Leur Lysette Klop	External evaluator
	Porticus	Laura Bosch	Programme manager

## Annex 4. Monitoring Instrument

### Adapted monitoring tool Porticus HT programme

This tool focuses on getting insight in structural changes in the systems for protection and support of victims of THB. Use this form for one to three structural changes you are aiming for.

**Intended change.** Describe the structural change you want to achieve with your project(s). Who or what needs to change in what way? These can be legislation, regulation, protocols, attitudes, collaborations or practices.

**Steps toward the intended change.** List any change that you regard as small or big step toward the intended change. You can include the changes that have occurred since the beginning of the programme.

No.	Change	Date achieved	Person/actor changed	Evidence for the change (article, reference etc)	Contribution: how you're your intervention contribute to this change (brief narrative)?	Significance. Explain briefly why this change is important as a step toward the intended change. Also mention what still needs to change further.
1						
2						
3						
4						
5						
6						
7						

**Outputs related to this change.** List the outputs that you produced as efforts to contribute to this change. Do not include other outputs.

*Related to research*

No.	Name / subject of study	Stage	Completion date	Audience and purpose	List Downloads / Hardcopies / Dissemination events	To which changes did this output contribute? (refer to numbers)
1						
2						
3						

*Related to capacity development, networking or dissemination*

No.	Name of training / event	Date	Topic	# and type of participants	To which changes did this output contribute? (refer to numbers)
1					
2					
3					

*Related to advocacy*

No.	Lobby or advocacy activity (group similar activities)	Directed to whom	Goal of activity	By / with whom	To which changes did this output contribute? (refer to numbers)
1					
2					
3					

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