



**Self-evaluation of the TIP Project  
in Brazil**

*"Project against Trafficking in Persons"*

**Project Number: M.260.10.216.050**

**TC Code: BRA/05/05M//USA**

**Geneva, Brazil, August 2007 ( English Version, 23 Nov 2007)**

**Self-evaluation team:**

- Anita Amorim, ILO/IPEC, Geneva, Senior Program Official for Latin America (team coordinator)
- Thaís Dumet, ILO/TIP, Brazil, National Coordinator
- Andréa Bolzon, ILO/TIP, Brazil, Project Official
- Marcia Vasconcelos, ILO/TIP, Brazil, Project Official
- Rodrigo Penna, ILO/TIP, Brazil, Project Assistant

**With the support from:**

- USAID – United States Agency for International Development
- UNODC – United Nations Office on Drugs and Crime
- Ministry of Justice
- Ministry of External Relations
- Ministry of Labor
- Attorney General's Office
- Public Prosecutor's Office for Labor Affairs
- Special Secretariat for Human Rights
- Special Secretariat for Women's Policies
- Special Secretariat for the Promotion of Racial Equality Policies
- Federal Police Department
- Federal Highway Police Department
- ITF – International Federation of Workers in the Transportation Industry
- GPTEC/UFRJ – Research Group on Contemporary Slave Labor of the Federal University of Rio de Janeiro
- Partners of the Americas
- Repórter Brasil
- IOS – Social Observatory Institute

<b>1</b>	<b>INTRODUCTION:</b>	<b>3</b>
1.1	Objective of the self-evaluation	5
1.2	Self-Evaluation Methodology and Term of Reference	5
<b>2</b>	<b>PROJECT DESIGN</b>	<b>7</b>
2.1	General Project Design	7
<b>3.</b>	<b>ANALYSIS OF THE OUTCOMES OF THE ACTIVITIES THAT HAVE BEEN IMPLEMENTED</b>	<b>9</b>
<b>4.</b>	<b>LESSONS LEARNED</b>	<b>30</b>
<b>5.</b>	<b>GOOD PRACTICES</b>	<b>31</b>
<b>6.</b>	<b>TRANSVERSAL TOPICS RELATED TO IMPLEMENTATION AND SUSTAINABILITY ASPECTS. OBSERVATIONS AND RECOMMENDATIONS:</b>	<b>39</b>
<b>7.</b>	<b>CONCLUSIONS AND RECOMMENDATIONS</b>	<b>42</b>
<b>8.</b>	<b>ANNEXES</b>	<b>45</b>
8.1	Delivery	45
8.2.	HONORS AWARD	49
8.3	Terms of reference for the internal review-cum-programming mission	50
8.4	Evaluation Agenda	56
	Annex 1. Indicators and Means for Checking Outputs	60

# 1 Introduction:

Trafficking in persons is one of those issues for which history remains current. This is also the case for Brazil, which had a part of its Afro-descendant population trafficked from Africa. Our country has a unique feature, namely, at the turn of the XIX century it moved away from a society based on slave labour, to implement a project of “modernity.” According to Costa and Schwarcz,

*“It is not with impunity that Brazil was the last nation to abolish slavery, since until May 1888 it allowed a man to own another one. It was difficult for the republican project – which had just been established in November 1889 and conveyed an image of modernity – to coexist with the recent memories of a slavery system, which shaped a patriarchal society marked by personal relations and violence and showed deep prejudice toward manual labor”<sup>1</sup>.*

In the nineteenth century (and in the beginning of the 20<sup>th</sup> century) black men or women were considered things and were treated, transported, and negotiated as such. This culture of treating people as “things” established itself as a heritage of prejudice and class division, stimulating actions of violence and social segregation which are yet to be eliminated. Currently Brazil has the opportunity to make a bigger step towards combating the culture of violence, eliminating the worst forms of child labour and combating modern forms of slavery. Trafficking in persons for sexual exploitation or forced labor purposes is a long-standing crime that took on different forms, “adapted” to modernity, in order to continue to exist. This practice involves a huge world “market,” making it very difficult to eradicate it completely. It is estimated that the profits generated by this practice amount to approximately US\$ 31,654 (million) throughout the world.<sup>2</sup>

Countries have joined efforts to eliminate this practice based on the international legal provisions of the Palermo Protocol, which define trafficking in persons for sexual exploitation, organ removal, and economic purposes. Brazil ratified the Palermo Protocol in 2004, but it still has not fully adapted its domestic laws to the ratified international law. The Brazilian Penal Code typifies national or international trafficking in persons for sexual exploitation purposes.<sup>3</sup> An effort is being made now to typify other forms of trafficking, as foreseen in the international law.

However, the actions of the Brazilian government in this area should be recognized, as it approved a National Policy Against Trafficking in Persons in 2006 which combines all public policies and programs with the aim of ensuring joint, articulated and more effective actions. The activities of ILO's Project against Trafficking in Persons have been carried out based on this Policy. The Project has been acting jointly with governmental agencies, supporting the main initiatives for addressing trafficking in persons.

The general objective of the project is to contribute toward the fight against trafficking in persons in Brazil through cooperation arrangements designed to strengthen the capacity of national agencies to enforce the law and implement policies and programs against trafficking in persons.

---

<sup>1</sup> COSTA, Ângela Marques da. and SCHWARCZ, Lilia Moritz. *1890 – 1914: no tempo das certezas*. São Paulo: Companhia das Letras publishing house, 2000.

<sup>2</sup> Report on the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work 2005.

<sup>3</sup> Penal Code, articles 231 and 231-A.

The project logframe was developed taking into account Brazil's current economic and social situation and the framework of its monitoring system, based on four interdependent pillars:

1. *Law*: analysis of the legal framework and, if necessary, preparation and adoption of specific laws providing for accountability measures and protection for victims;
2. *Institutional policies*: development of public policies designed to ensure the enforcement of laws related to the topic;
3. *Training of professionals*: development and improvement of skills and capacities in agents and professionals from different sectors which deal with the issue. In particular, legal officers should be trained to enforce the law and protect victims of trafficking in persons better, as well as professionals of the tourist and shop industry, so that they may be better prepared to prevent this form of traffic and assist its victims;
4. *Reporting*: stimulus to a tripartite dialogue and collaboration among governments, employers' and workers' organizations and other social organizations, with the aim of improving reporting procedures and the assistance and protection to be provided to traffic victims.

These four pillars constitute the backbone of the project's Immediate Objective 2, according to the logical matrix.

The project also relies on two other strategic action lines:

- Increasing the knowledge on the problem, its different manifestations and ways to combat it (Immediate Objective 1).
- Awareness-raising of groups socially vulnerable to trafficking, including greater knowledge of their rights and all protection mechanisms available, with the involvement of media professionals and staff of airports and ports (Immediate Objective 3).

Due to its objectives and strategies, the project has been contributing to consolidate the topic in the national scenario, to involve new partners and organizations in the struggle against trafficking in persons, to strengthen institutions included in the accountability, defense and assistance network, and to consolidate the National Policy Against Trafficking in Persons, among others actions. It has also been favoring gender and race discussions in specialized spaces for debating and drawing up programs.

Through the TIP Project, ILO has proven its capacity to bring together organizations which used to carry out their actions separately around joint activities under the National Policy and other specialized spaces. In the past, the central agencies in charge of dealing with slave labor<sup>4</sup> and sexual exploitation issues worked individually and without any interaction among them. This was the greatest challenge to be faced and it seems that it is being successfully overcome nationally. The work carried out under

---

<sup>4</sup> In Brazil, "slave labor" conventionally refers to predominantly rural and male labor, and other forms of forced labor are dealt by separately

the project also includes an in-depth discussion on gender and race in the context of trafficking in persons, with a view to fostering more comprehensive and effective gender/ race integration in trafficking in persons agenda.

It should be highlighted that, besides sensitizing the population more intensely around the issue, the Project has also been strengthening the monitoring and accountability networks more and more, supporting law-enforcement and judicial agencies and the Public Prosecutor's Office with a view to increasing the number of convictions and repression and accountability activities.

### **1.1 Objective of the self-evaluation**

The TIP Project was approved in 2005 and began to be implemented in 2006. This project constitutes a major challenge for ILO, particularly because it involves different areas and proposes a broad dialogue focused on a joint outcome, which is addressing trafficking in persons for sexual and economic exploitation purposes. For this purpose, a self-evaluation exercise mid-way through the project was fundamental to reflect on its strategies both internally and externally and draw up a plan based on concrete elements.

The TIP team developed a document setting out the guidelines, objectives and proposals of the self-evaluation, with the aim at taking as much advantage as possible of this moment of reflection. With the aim of ensuring a better performance and analysis, the self-evaluation relied on the participation of a team, co-ordinated by Anita Amorim, representing IPEC and DECLARATION HQ, and Thais Faria, project co-ordinator, who provided all the necessary technical support to ensure the necessary quality to the self-evaluation process and final report.

The objective of this evaluation was to define the current situation of the project in the light of its activities, outreach, good practices collected, lessons learned and challenges ahead. In this process, elements were identified to guide a reprogramming exercise and review strategies with the aim of ensuring greater success to the final outputs and impact of the project in the national scenario.

The meetings that were held with the main partners to discuss their vision on the project's impact, major activities and guidelines, and which of them should be changed in the light of the national context were also important. Because the project aims to strengthen public policies, it is important to perceive demands and needs for the combating trafficking in persons issue to be consolidated as a topic included in national political agenda.

### **1.2 Self-Evaluation Methodology and Term of Reference**

The main purpose of this mid-term review is to revise and analyze the situation of the Project against Trafficking in Persons (TIP) and use its conclusions and recommendations to guide the second phase of the project and the preparation of necessary documents. In connection with this objective, a Term of Reference was drawn up to guide the self-evaluation team and plan its activities.

The self-evaluation methodology was largely based on the Terms of Reference (see annex) and in internal meetings which were held to discuss difficulties and advances and collect suggestions from the representative of IPEC and the DECLARATION department in Geneva, for the purpose of ensuring smoother activities within the team and the office. These meetings made it possible for closer links to be developed between

the Director's Unit and the Programming Unit and the team, ensuring a safer implementation of the second part of the project.

In addition to internal meetings, many meetings were scheduled with national tripartite partners in Brasilia and local partners in Belém/state of Pará and Rio de Janeiro/RJ. A workshop was also held with representatives of transportation workers' unions in Belém to discuss strategies for evaluating and strengthening project actions focused on workers and employers, and this workshop was very positively evaluated and covered by the national media.

After all the meetings and participations in events, such as in one in which the *Guia para a Localização dos Pontos Vulneráveis à Exploração Sexual Infanto-Juvenil ao Longo das Rodovias Federais Brasileiras* (Guide for Locating Sites that are Vulnerable to Sexual Exploitation of Children and Adolescents along Brazilian Federal Highways) was launched, the team once again engaged in a reflection on all that had been learned and focused its efforts on preparing this report, which is expected to be used as a key tool for planning and drawing up documents, such as new projects, that will, as a result of these actions, rely on greater support in their formulation and execution.

## 2 Project Design

### 2.1 General Project Design

***Immediate Objective 1: At the end of the project, the knowledge base on trafficking in persons for sexual and forced labor exploitation purposes in Brazil will have been increased and validated.***

In analyzing this objective, one can see that it is extremely relevant in connection with the need to expand and diversify studies on the topic of trafficking in girls, boys and adults in Brazil.

What can be observed, however, is that this objective is not sufficiently clear in what regards the definition of what trafficking in persons for forced labor purposes is all about. This would have been essential, especially in the Brazilian context, where forced labor is commonly associated with rural, male, and adult slave labor. For this reason, it entails limitations for the work to be carried out in other areas, such as: certain forms of domestic child labor, work in mining sites, etc. According to the concepts defined by ILO, forced labor should fall under a broader category which includes sexual exploitation and other forms of forced labor, amongst which the one referred to as slave labor in Brazil.

**Output 1.1: Studies and surveys on the critical dimensions of trafficking in persons carried out.**

There was in fact a gap in terms of existing knowledge on trafficking in persons in Brazil. From this perspective, this output is important, but it is not specific in relation to certain areas, such as: the gender issue - the need to carry out a study divided by sex, or, for example, by age has not clearly defined - the stated output does not define the need to carry out differentiated studies based on the traffic subjects: girls, boys, adolescents, women or men.

On the other hand, the term “critical dimensions” is very vague. The only advantage of using this term is the flexibility it affords for defining topics to be studied and for changing study areas as required.

**Output 1.2: Institutional capacity to fight trafficking in persons analyzed and discussed with strategic partners.**

The first output would fit better in Immediate Objective 2, because it is related to training actors in the institutions making up the assistance, defense and accountability network. However, it is seen as a possibility to carry out a diagnosis of the network to be used as a foundation for achieving objective 2.

As for point 1, the output is very general. Because some activities are rather dense, they could be better understood as outcomes unfolding in different ways into activities, ensuring a smoother achievement of outputs.<sup>5</sup>

*Immediate Objective 2: At the end of the project, the capacity of public and private institutions, legal operators and staff of organizations in charge of preventing, providing information on and enforcing the law on trafficking in persons and of protecting its victims will have been strengthened at the local and national level.*

**Output 2.1: Laws on trafficking in persons discussed and analyzed.**

At this point, it would have been better, if the design explicitly stated that the analysis of laws would also involve laws on forced labor, either in the form of sexual exploitation or of slave labor, following the logic of the document.

**Output 2.2: Proposals to include the trafficking in persons issue in national, state-level and local strategies, policies and programs developed and the integration of a national network for assisting victims promoted.**

This output consolidates two different outputs. It would have been better to separate them, as they are not directly related. The two elements are very important, but the activities required to achieve them are different in nature. On the other hand, the relationship between political components and direct actions and concrete interventions to assist children and adults who are victims of trafficking is very important for implementing the public policy with the required comprehensiveness and efficiency.

**Output 2.3: Legal operators trained to fight trafficking in persons and aware of the gender, racial and ethnic dimensions of the problem.**

Although the design was not sufficiently clear in defining this output, the project team has been considering the issue of training legal operators both in trafficking in persons for slave labor and commercial sexual exploitation purposes. However, the design could have been clearer to avoid thematic confusion, such as in relation to other forms of forced labor.

**Output 2.4: Capacity of civil society and of workers' and employers' organizations to prevent and report cases of trafficking in persons and to assist and protect its victims enhanced.**

This output once again combines various complex outputs in a single statement. Preventing, reporting, protecting, and assisting victims are quite distinct dimensions of the issue of trafficking in persons and it would be better to divide them into two statements: one dealing with the need to prevent and report human rights violations through the trafficking crime and another one on the need to train professionals to assist and protect its victims by developing appropriate methodologies.

---

<sup>5</sup> Example: 1.2.4. Disseminating the outcomes of surveys and fostering information exchange mechanisms with strategic national and international partners.



***Immediate Objective 3: At the end of the project, awareness of trafficking in persons in Brazil will have been enhanced.***

In relation to this objective, once again we can say that, despite the unquestionable importance of awareness-raising initiatives to ensure sustainable actions against trafficking in persons, it is still vague and can give rise to some questions, such as: trafficking in children or in adults (a gender definition is also lacking)? Trafficking for what purpose? Based on the logic of the first objective, one could assume that it refers to forced labor and commercial sexual exploitation. However, even in this case, the problem of the lack of definition of the types of forced labor involved remains. As regards commercial sexual exploitation, a definition is also lacking as to whether the project should focus only on children and adolescents or on men and women also.

**Output 3.1: Vulnerable populations and key actors informed on trafficking in persons, rights and relevant measures, taking into account gender, racial and ethnical dimensions**

When one talks about awareness-raising in connection with a topic about which little is known, it is important to focus actions in this area on the general public, considering, among other aspects, the lack of a precise definition for “vulnerable populations” in the case of trafficking in persons, whose victims throughout the country are very diversified. Information should be provided to identify specific groups for focused and thematic campaigns, considering, among other aspects, unique regional features.

**Output 3.2: Strategic opinion leaders, legal operators, and other authorities of civil society mobilized.**

Once again, the output is not specific enough: the design should define more clearly the nature and purpose of the mobilization. However, the same comment made above is valid: the fact of the output was stated in general terms allows for a lot of flexibility and for selecting new alternatives.

### **3. Analysis of the Outcomes of the Activities that have been implemented**

***Immediate Objective 1 – Achievements and challenges related to increasing and validating the knowledge base for trafficking in persons for commercial sexual exploitation and forced labor purposes in Brazil.***

Trafficking in persons is a phenomenon that it is difficult to understand, especially because of its occult, illegal nature and the fact that it is routinely associated with other more recognizable forms of human rights violations. Therefore, the need to find out more about its particular characteristics has been highly evident since the moment that the Project was prepared. In fact, it has been noticed that the information gaps were so large that it would be necessary to dedicate one complete pillar of the Project’s structure to the production of knowledge.

One concern associated to the need to produce knowledge about the subject involves how to disseminate and make good use of this knowledge. The instrumental character of the study was reinforced in so far as the second result of this objective refers to the

requirement that the knowledge produced is offered as an input for drawing up public policies.

From the point of view of the matters dealt with, the activities included in the logic matrix have attempted to cover the complexity of this phenomenon. In fact, the issue of trafficking routes for different purposes, the problem of the *modus operandi* of the different trafficking models, and the profile of the people involved in this situation make up a mosaic which seeks to cover all the different aspects of the problem. This logic is legitimate and has been useful in defining the scope of different surveys. It is, however, worth emphasizing that, in some cases, studies are being visualized involving all these aspects at the same time. So, we have studies that have already been completed or are under way which deal exclusively with the issue of trafficking routes and studies which have been drawn up or are still at the preparation stage which cover not only the routes, but also the profiles and *modus operandi* of trafficking in persons.

Recently, during discussions held by the Brazilian Government to draw up the National Plan against Trafficking in Persons, it was confirmed beyond any doubt that it was necessary to produce data on this subject. At that moment, when members of civil society were involved along with players linked to the Public Prosecutor's Office and to international organizations, producing studies into the subjects already listed in the Project was included as a priority goal. Thus, the Project can, at this time, count on the support of this National Plan to continue its study activities, as well as to propose new surveys in tune with the main lines of action defined in the Plan.

Anyway, it is important to mention that before the National Plan against Trafficking in Persons was launched, in August 2007, which is, therefore, 1 year and 5 months after the Project began, all the initiatives relating to the production of studies had been planned together with the thematic committees (the Inter-Sectoral Committee on Sexual Exploitation of Children and Adolescents, CONATRAE, and others) and the Federal Government.

Finally, it is worth stressing that at the beginning of the Project implementation process, the team evaluated that it would be important to carry out all the surveys programmed between April 2006 and March 2007. The idea behind this strategy was, on the one hand, to start the other project activities with the benefit of the support provided by the studies undertaken and, on the other, to finalize the studies into trafficking for slave labor as soon as possible, so that these outputs could be disseminated during the period that the Project against Slave Labor was still effective (scheduled to end in December 2007). In practice, this strategy was shown to be partially feasible: the studies of slave labor will, indeed, be finished before the end of the Project against Slave Labor. However, it was realized that it would not make sense to slow down the current demand for training (for example) just to meet it after the surveys are carried out. Therefore, a new strategy was adopted whereby the studies will be carried out for all the duration of the Project, along with the other activities. The studies will no longer be used only as inputs for the project's activities, but as outputs of the project which can lead to further surveys.

To illustrate this, the activities included in the logic matrix, with respect to this objective, by result, can be seen below.

## **Output 1.1: Studies and surveys into the critical dimensions of trafficking in persons carried out.**

### **Activities Included in the Logic Matrix**

Activity 1.1.1. Updating and carrying out new studies into the routes used for national and international trafficking in persons and illegal migration (related to trafficking in persons), with special emphasis on the origin, means and destinations in the geographical areas selected by the project;

Activity 1.1.2. Carrying out a survey into the *modus operandi* of criminal networks involved in trafficking in persons in consultation with strategic national and international partners dealing with the issue;

Activity 1.1.3. Carrying out studies into the existence of trafficking in persons for forced and degrading labor purposes in the different production chains and sectors, taking gender and race dimensions into consideration;

Activity 1.1.4. Determining the characteristics of the profile of victims of forced labor, sexual exploitation and child labor, taking gender and race dimensions into consideration.

Activity 1.1.5. Documenting good practices for fighting trafficking in persons and assisting victims;

Activity 1.1.6. Mapping out organizations that support the prevention, repression and accountability of trafficking and assist men, women, boys and girls trafficked in Brazil, as well as other mechanisms available in the countries involved;

Activity 1.1.7. Developing training manuals for consular service officials, immigration and border guards, legal operators, public safety professionals and domestic employment service technicians on institutional strategies for repatriating and ensuring the social inclusion of victims trafficked from Brazil into other countries, taking gender, race, age and ethnicity aspects into consideration.

The main outputs that have already been prepared, published and launched in connection with this output will be presented below.

***Guia para a Localização dos Pontos Vulneráveis à Exploração Sexual Infanto-Juvenil ao Longo das Rodovias Federais Brasileiras*** (Guide for Locating Sites that are Vulnerable to Sexual Exploitation of Children and Adolescents along Brazilian Federal Highways) - This map, published in August 2007, was prepared by the TIP Project with the support from the Federal Highway Police (PRF) and represents the final outcome of a huge effort to map out all the areas where girls and boys and adolescents, especially females, are prone to fall into the hands of recruiters and trafficking networks for commercial sexual exploitation purposes. These are places where serious sexual exploitation situations involving girls, boys and adolescents have already been confirmed. The vulnerable points include filling stations, restaurants, and motels along the sides of federal roads and highways. This effort has produced excellent results, because this is the first time that all Brazilian roads have been mapped out from this point of view. It includes a general overview of every state and georeferenced results, so that they can be put to better use. This is an excellent tool to use when working to fight trafficking in girls, boys and adolescents for commercial sexual exploitation purposes. It also strengthens the new alliance established with the Federal Highway Police

Department. From the technical point of view, it will be useful for all public, private and civil society institutions whose work involves protecting boys, girls and adolescents. Nevertheless, the study does still not go deeply into certain subjects, and it would be very interesting to “invest” in getting more detailed facts, so that further information could be made available about: 1) the criteria for deciding if a given point on a Brazilian road is “vulnerable”, 2) a clear distinction between vulnerable points for sexual exploitation of girls, adult women, boys and adult men; 3) More details on a state-by-state basis together with a supplementary list of specific services and centers which assist children (since the PRF often repeated that there was a gap in the knowledge in the different sectors of the police service with respect to what should be done once victims had been found). The plan is to hold a meeting with all the heads of the PRF operational sectors in order to discuss the methodology and plan a unified data collection strategy for all of the country, so that these objectives can be achieved and included in next year’s map.

#### **ILO Awarded by the Federal Highway Police**

**During the ceremony to celebrate the 69th anniversary of the Federal Highway Police (PRF), held at the Ministry of Justice on August 15, 2007, the ILO was awarded the PRF Medal of Merit for the important services it has provided to promote public safety on federal highways. This recognition, which the ILO was honored to accept, is evidence of the seriousness and importance attached to the partnership involving the two institutions through the TIP Project (see annex).**

#### ***Trabalho Escravo no Brasil do século XXI* (Slave Labor in Brazil in the 21st Century)**

- This book was published at the end of 2006 in partnership with the ILO’s Slave Labor Unit and deals with the subject of rural slave labor, especially involving males and adults. This is because most studies into slave labor in Brazil have focused on rural labor. Other forms of slave labor are not covered in the book. It is a very interesting book, even though the relationship between slave labor and trafficking in persons is not dealt with in any depth.

#### ***Pesquisa em Tráfico de Pessoas, Partes I, II e III* (Surveys into Trafficking in People, Parts I, II and III)**

- This survey was started in 2006 and ended in 2007 and it deals with trafficking in persons (adult men and women and some adolescents) for forced labor and commercial sexual exploitation purposes. This survey was carried out using a sample of deportees who were not accepted at the Guarulhos Airport (Sao Paulo) and in service stations specializing in assisting victims of trafficking in persons and commercial sexual exploitation (at the Guarulhos Airport). This study is extremely interesting and involved the establishment of an important alliance with the Ministry of Justice to be carried out. It must also be pointed out that a victim help center was set up at the same time. Only a small number of adolescents were included in the sample, because most victims found at airports are adults.

#### ***Manual de Enfrentamento do Tráfico de Pessoas para Fins de Exploração Sexual:***

(Manual against Trafficking in Persons for Sexual Exploitation Purposes): The first manual produced by the Project was the Manual against Trafficking in Persons, which

was based on surveys that began to be carried out before the TIP project was launched, in 2005, and was completed, translated into Spanish and republished in 2006 within the framework of the current project and in partnership with the IPEC project. More specifically, the book covers international trafficking in women, giving some data on the trafficking process from the source country to the destination country. The book also provides basic information about what trafficking in people is all about, especially when it is for commercial sexual exploitation purposes. It gives superficial coverage of the issue of trafficking in children. As one of the objects of the project is to work with the question issue of trafficking in children, it might be interesting to include a supplement to the manual dealing specifically with children, with a focus on girls. Material from the Brazil-Argentina-Paraguay tri-border area could be used as a starting point.

***Passaporte para a Liberdade: Um guia para as brasileiras no exterior (Passport to Freedom: A guide for Brazilian women abroad)*** – This manual is an adaptation of an earlier manual produced by an IPEC project called *Guia da Camaleoa* (Chameleon Guide). This material was finished at the end of August 2007. Its target group is Brazilian women who live abroad and are victims of trafficking for commercial sexual exploitation purposes or subjected to other degrading situations. The manual provides Brazilian women with basic information, such as what their rights abroad are, the role of Brazilian consulates (which must intervene to help them), and entities available in the different European capitals where women who suffer violence can ask for help and psychological and social support. The staff of Brazilian consulates, who are linked to the Ministry of Foreign Affairs, are also one of the manual's target groups. The strategy for disseminating the Guide is being prepared in conjunction with the Ministry of Justice (MJ), Ministry of Foreign Affairs (MFA) and ABC (Brazilian Cooperation Agency) so that it can be used at international airports, relying on the partnership with the Federal Police and Brazilian consulates in different countries for this purpose.

**National Plan on Sexual Violence against Children and Adolescents** – published in May 2006, this publication aims to provide the population with knowledge of the content of the National Plan on Sexual Violence against Children and Adolescents through its six strategic axes and to summarize its achievements in its 6 years of existence. It is a reflection of the targets met and the main difficulties encountered in the current real Brazilian situation.

**Video Documentation of Good Practices** – As training processes have intensified since the second half of 2006, the need to present information about not only the problem of trafficking itself but also about what good things are being done to confront this problem was noticed. The option that was chosen was to produce a short audiovisual report which would stimulate our audiences whilst the courses were being held. The video produced ran for around 5 minutes. The return has been excellent, which has led us to think of a strategy for producing a more complete report of the same nature.

Studies that are still in progress and will be published soon include the following:

***Atlas do Tráfico de Pessoas no Brasil*** (Atlas of Trafficking in persons in Brazil) – In response to a demand of the Project, the Political Geography Laboratory of the University of São Paulo is preparing a thematic cartography study of trafficking in persons in Brazil. Around 20 maps are being prepared with the aim of showing the territorial dynamics related to the problem. Using databases supplied by the Ministry of

Labor and Employment, the Pastoral Land Commission, the Ministry of Justice and the Federal Police, information about the flow of people in trafficking situations is being linked to several other variables: rural violence, the HDI, deforestation, migration, etc. The complete study is expected to be ready by the end of 2007.

***Perfil do Atores Envolvidos com a Escravidão Rural Contemporânea*** (Profile of the Players Involved in Contemporary Rural Slavery) – This study, which began in September 2006, is being carried out by the Contemporary Slave Labor Research and Study Group of the Federal University do Rio de Janeiro at the request of the Project, and it is in the process of being finalized. This is a qualitative investigation, of anthropological character, whose goal is identifying slave labor and recruiters involved in the problem. More than 120 interviews have already been carried out, which are now in the final stages of analysis. Once this has been finished, the study report will be published and will be used as a basis for preparing prevention programs with vulnerable populations.

***Monitoramento do Pacto Nacional de Combate ao Trabalho Escravo*** (Monitoring the National Pact for Combating Slave Labor) – In 2005, the Ethos Institute, ILO and the NGO Repórter Brasil launched the idea of bringing together businesspersons who were concerned about the issue of slave labor in Brazil. Thus the National Pact against Slave Labor came about, which was signed by a large number of companies that undertook to implement concrete actions for fighting slave labor in the areas in which they operated. Over the last two years, a monitoring committee for this Pact was set up (consisting of Ethos, ILO and Repórter Brasil) and the job of tracking its developments was undertaken. However, it became necessary for more independent and intensive monitoring actions to be carried out, which is the reason why the Social Observatory Institute (IOS) was called on to carry out this monitoring. At the present time, around 30 companies are being looked at by the IOS, which is analyzing and documenting their good practices. It is expected that the process of interviewing the companies will, in itself, function as a stimulus for them to further commit themselves to this matter.

***Estudo da Cadeia Produtiva do Trabalho Escravo*** (Study of the Slave Labor Productive Chain) – Every six months, the Ministry of Labor and Employment publishes a “Dirty List” containing the names of companies that have been caught by the Special Mobile Inspection Group for using slave labor. In 2005, the ILO, in partnership with the NGO Repórter Brasil, carried out a study into the productive chain of the majority of the companies on this List. Using this study, it was possible to understand the real dimension of the slave labor issue in Brazil, since it showed the link between this problem and the daily production and consumption of goods abundantly used by our society. As this List is permanently being updated, it is necessary to look into any new names that may appear on it, especially those that are linked to production chains that have not been closely examined. Hence, the Project is supporting the second stage of this study, which is also being implemented by Repórter Brasil and will bring important new information on this subject into the open.

***Possibilidades Jurídicas de Combate à Escravidão Contemporânea*** (Legal Possibilities for Fighting Contemporary Slavery) – During the second half of 2006, the TIP Project promoted the *I Encontro de Atores Responsáveis pelo Combate à Escravidão Contemporânea no Brasil* (1<sup>st</sup> Meeting of Players in Charge of Fighting Contemporary Slavery in Brazil), whose target audience was labor auditors and labor and federal attorneys. Three papers analyzing the current legal framework that is being

used to face the challenges of eliminating slave labor were prepared to provide support for the discussions during this Meeting. These texts, written by university professors specializing in the topic, have been brought together in a publication which is at the end of the preparation stage.

***Manual de Implementação da Metodologia do “Escravo, Nem Pensar”*** (Manual for Implementing the “Slave, No Way” Methodology) – The NGO Repórter Brasil, which formed a partnership with the Project at the end of 2006, not only carries out research into the production chain of slave labor, but has also organized a manual with the aim of guiding elementary education teachers on how to involve their students in pedagogical projects dealing with the issue of trafficking in persons for slave labor purposes. This manual, which will be distributed by the Ministry of Education to all elementary education schools in the north and northeast regions, is currently waiting for final approval from the Ministry. After it is approved, 40,000 copies of the manual will be printed in order to raise awareness of this problem in areas of extreme social vulnerability.

Of the group of activities falling under the scope of Output 1.1, only the activity related to mapping out the entities involved in the prevention, accountability and assistance for trafficking victims has yet to be started. This is programmed to begin in early 2008.

**Output 1.2: Institutional capacity to fight trafficking in persons analyzed and discussed with strategic partners**

Activity 1.2.1. Analyzing the outputs of studies and surveys carried out by the project, jointly with strategic organizations responsible for addressing the topic in Brazil and abroad;

Activity 1.2.2. Identifying potential job, work and income generation opportunities for groups which are more vulnerable to trafficking for sexual exploitation and forced labor purposes, in partnership with the National Employment System (SINE) and other agents involved in the states and municipalities where the project is active;

Activity 1.2.3. In collaboration with UNODC and the Ministry of Justice, constantly updating the trafficking in persons database by encouraging collaboration mechanisms between the police and academic sectors and training activities;

Activity 1.2.4. Disseminating the results of surveys and promoting information exchange mechanisms with strategic national and international partners.

In relation to the degree of implementation of the activities listed under Output 1.2, the analysis of the outcomes of the survey in partnership with strategic actors and the actions to disseminate these conclusions are being carried out as each survey is concluded.

As for the identification of potential job opportunities for groups which are vulnerable to trafficking in human beings, the Project is proposing a partnership with another ILO Project called Employment and Equal Gender, Race and Ethnic Opportunities in Mercosur countries and Chile Project. A diagnosis of job policies in force is being carried out under this project to provide inputs for the future partnership with SINE.

Finally, the partnership with UNODC and the Ministry of Justice for updating the Database is being implemented through the support provided to the Global Initiative to Fight Human Trafficking, which was launched by UNODC recently. The international mobilization effort will take the form of a national seminar in Brazil (supported by the TIP Project), in which the actions to be taken in relation to the Database will be more clearly defined.



***Immediate Objective 2 - Achievements and challenges for building the capacity of public and private institutions, legal operators and staff of organizations in charge of carrying out preventive actions, disseminating information, and enforcing laws designed to combat trafficking in persons and protect its victims at local and national level.***

This is a very comprehensive objective involving different organizations that should complement each other but have an independent framework. Therefore, the strategy of the project from the outset was to work toward including the topic in formal training courses by offering technical and financial support for these activities to begin, but on a sustainable basis. This has been one of the main features of the TIP Project, namely, strengthening organizations on a permanent basis.<sup>6</sup>

The activities will be detailed below with comments for each output.

**Output 2.1. Laws on trafficking in persons discussed and analyzed**

<b>Activities Contemplated in the Logical Matrix</b>
2.1.1. Analyzing existing laws at the national and international level from the perspective of the Palermo Protocol and of ILO Conventions related to the topic which were ratified by Brazil and other countries involved;
2.1.2. Stimulating the creation of an International Forum involving Brazil and bordering countries with the participation of NGOs and the public sector to define strategies, assess advances, and identify factors which prevent the eradication of this kind of problem;
2.1.3. Fostering a discussion and analysis of the national law and, if necessary, drawing up draft bills;
2.1.4. Fostering a debate on the ratification of ILO Conventions n. 143 on Migrant Workers - supplementary provisions (1975) - and n. 181 on Private Employment Agencies (1997), as well as on the implementation of Convention n. 97 on Migration for Employment – Revised (1949), ratified by Brazil.
2.1.5. Providing technical advisory to congresspersons on the legal implications of trafficking in persons <i>vis-à-vis</i> the law and new bills;
2.1.6. Following up on the process of legal discussions and analyses;
2.1.7. Supporting local and national authorities in the process of strengthening the regulation of private employment agencies and other agencies offering jobs abroad, according to ILO Convention n. 181 on Private Employment Agencies (1997);
2.1.8. Assisting the government in the process of regulating and expanding rural employment agencies and other labor intermediation mechanisms as a strategy to prevent the illegal hiring of slave labor, according to ILO Conventions n. 29 and n. 105 on forced labor.

---

<sup>6</sup> According to the Federal Highway Police Coordinator in the state of Pará, the TIP Project promoted the activities carried out by the police against trafficking in persons by training police officers and raising the awareness of the institution on the topic.

The discussion on trafficking in persons is still recent in the country, including in what regards specific laws to deal with the issue, which are incipient and imprecise. Discussions should be promoted and actually have been promoted by the project, particularly in partnership with civil society organizations and with the legislation subgroup of the Inter-sectoral Committee on sexual violence against children and adolescents, which took an active part in drawing up the report submitted by the Joint Parliamentary Inquiry Commission (CPMI) on commercial sexual exploitation to the parliamentary front for the rights of girls, boys and adolescents and led to amendments in the chapter on trafficking in persons of the Penal Code. These amendments were aimed at including men, and not only women, as was the case before, as possible victims of trafficking in persons at any age. Besides these amendments, the domestic trafficking in persons for sexual exploitation purposes was characterized in the penal law, as this was considered important in the light of the large territorial dimensions and cultural diversity prevailing in Brazil.

After many discussions with the federal administration, the topic was once and for all included in the domestic agenda through the formal adoption of a national policy against trafficking in persons. The project participated actively in drawing up the policy and in preparing the national plan and in defining its efficiency and efficacy indicators. In connection with the plan of the national policy against trafficking in persons, the project helped to draw attention to the need to discuss the adaptation of the national law to the international law ratified by Brazil. A group has been already set up to discuss legislative issues relying on the participation of the TIP Project in providing technical support and ensuring informed discussions, involving groups engaged in the fight against commercial sexual exploitation and slave labor. The legislative issue is a major topic for debates in Brazil, since it is considered that the law, particularly the penal law, is not in tune with a policy designed to hold persons engaged in trafficking in persons criminally responsible for such activity.

Another important issue refers to the analysis of some controversial articles defining competency and definition aspects, such as articles of the Penal Code which reduce the issue to slavery and domestic trafficking in persons for sexual exploitation purposes. For this purpose, the project promoted discussions on an article providing for slave labor based on articles written by experts and disseminated in specialized discussions.

As for the support provided to such discussions, this activity is being carried out by Niñosur, which brings together governmental organizations of Mercosur countries dealing with the rights of girls, boys and adolescents. However, based on conversations held with the Special Secretariat for Human Rights, we believe that the focus on trafficking for commercial sexual exploitation purposes could be more explicit.

The participation of the team in events held to discuss the issue also afforded an excellent space for specialized discussions and for issuing legislative recommendations.

In most interviews held on this subject, it became clear that public institutions show a certain resistance to discuss the migration issue jointly with the trafficking in persons issue. Because the project experienced delicate moments when it was initially launched, since it was necessary to empower public institutions in relation to trafficking in persons, it was seen that it was difficult to hold more detailed discussions on conventions related to the issue of Migrant Workers. However, since the activity only

requires “a debate on Conventions 142, 181 and 97,” it can be said that this debate was promoted on some occasions, mainly with the participation of the TIP team in the National Migration Council. At the project design level, probably as a result of social and political issues and the discussions under way on the Plan against Trafficking in Persons, this activity loses relevance to the detriment of discussions on trafficking in persons. However, there are plans to keep on holding discussions in the appropriate space for this purpose, namely, at the National Migration Council.

The project has been working closely with the legislative branch, particularly through its partnership with the Parliamentary Front for the Rights of Children and Adolescents, which is constantly proposing amendments to laws and engaged in legislative discussions. Recently, a Joint Parliamentary Inquiry Commission was set up to investigate cases of sexual exploitation of girls, boys and adolescents which was chaired by this parliamentary front and the project supported an activity requested by the legislative branch to check the status of processes which the CPMI regards as emblematic. The fact that impunity prevails came as no surprise, but it was important to find out why processes were not advancing as fast as expected and at what moments this happened. The results of this activity were discussed and disseminated at national level.

With regard to the support provided to the International Forums, because there are many spaces available for debates already, the project decided not to create an additional space, but rather to support and strengthen the main existing spaces and to include new partners in the discussions.

**Output 2.2. Proposals to include the trafficking in persons issue in national, state-level and local strategies, policies and programs prepared and a national network for assisting trafficking victims duly integrated.**

**Activities Contemplated in the Logical Matrix**

2.2.1. Promoting, supporting and developing strategies to address trafficking in persons to be included in national, state-level and local public policies in the following sectors: health care, education, social work, employment, social security, safety, defense, taking into account gender and race aspects;

2.2.2. Providing technical assistance to commissions set up to fight child labor, commercial sexual exploitation and slave labor with the aim of integrating actions to combat trafficking in persons into their regular strategies and promoting the integration of a network for assisting victims of trafficking in persons and their families;

2.2.3. Strengthening mechanisms designed to ensure access of trafficking victims to the labor market or their return to it;

2.2.4. Working with strategic partners and migration agents to promote discussions on alternative mechanisms for preventing trafficking in persons, including cooperation arrangements between Brazil and other countries included in the routes used for trafficking in persons;

2.2.5. Providing technical assistance on how to integrate strategies to fight trafficking in persons into the National Migration Policy and fostering more comprehensive measures to be taken by organizations dealing with migration issues as a means to prevent trafficking in persons;

2.2.6. Establishing mechanisms for including the trafficking in persons subject in regular training courses provided to legal operators and labor auditors, as well as to other agents dealing with the issue;

2.2.7. Supporting the creation and/or strengthening of effective reporting channels and mechanisms, such as state-level toll-free (0800) telephone numbers and ombudsman offices.

The TIP Project has been supporting governmental partners in the definition of their national and local public policies and plans as a priority.<sup>7</sup> Thus, the project supported the National Policy against Trafficking in Persons since its very first discussions, as well as the preparation of the National Plan against Trafficking in Persons. The project team has been playing a key role in informing discussions and drawing up these documents and in defining their implementation strategy, including by hiring consultancy services for drawing up a plan for monitoring and evaluating the PNETP impact.

Besides national events, the project has supported the preparation of state-level plans, as in the State of Bahia, where the TIP Project has been taking part in all steps involved in drawing up the local plan and building its strategy.

Another important point is strengthening the topic in other key institutions, such the National Secretariat for Women's Policies, which has been focusing more on the trafficking in persons issue, making sure that gender issues are discussed in connection with it.

Apart from participating in key commissions which address trafficking in persons, the project supports events designed to make sure that the issue is discussed in greater detail by local commissions.

The links between trafficking in persons and the world of labor are not surprising and, for this reason, these topics should not be addressed separately. There is an urgent need to ensure access to the labor market to trafficking victims and their families, so that they may have decent livelihoods. The strategy adopted by the project for this purpose is to carry out studies on the labor market with the aim of producing more real knowledge on the best approaches for training and including them in the labor market. Besides studies, the project expects to promote partnerships with the “S” system, which provides professional training courses and keeps track of job opportunities. The main problem is that most trafficking victims have no basic schooling.

With regard to cooperation among countries and organizations, the project has been supporting cooperation arrangements by promoting initiatives which the partners regard as exemplary, such as a partnership with the Federal Police for training their agents in international airports and the strategy of disseminating the so-called “Passport to Freedom” and of training consular agents in various countries throughout the world. The project intends to continue to support activities of this kind, particularly those related to international penal cooperation.

As mentioned above, one of the strategies adopted by the TIP Project is to include the topic in the official curricula of different institutions, so that it becomes a permanent and official subject taught in their training courses and may acquire an institutional

---

<sup>7</sup> Partners such as the Ministry of Justice, the National Committee and the State Secretariat for Human Rights ratified the important role played by ILO in supporting and preparing tools to be used as the basis for public policies and plans for addressing sexual exploitation of children and adolescents and trafficking in persons.

status. For this purpose, the trafficking in persons issue has been included in training courses delivered by the Federal Highway Police, the Federal Police and some civil and military police departments.<sup>8</sup> On the other hand, through the partnership with the TIP project, courses which are not institutional are awarded a certificate recognized by the Ministry of Education for them to have an official status.

In Brazil, the most widely known hotline for reporting cases of trafficking in persons and violence against girls, boys and adolescents is the so-called *disque 100*, which is coordinated by the State Secretariat for Human Rights. The project supports the dissemination of the *disque 100* hotline in all its campaigns and events and in September it will launch a project for strengthening this service, particularly its mechanisms for following up on reports and ensuring appropriate responses to society.

### **Output 2.3. Legal operators trained in combating trafficking in persons and aware of the gender, racial and ethnic dimensions of the problem.**

#### **Activities Contemplated in the Logical Matrix**

2.3.1. Training courses on how to fight trafficking in persons for: federal, state and municipal police officers, highway police officers, civil police officers, military police officers and labor auditors, as a means to support the activities carried out by national institutions and other agencies of the United Nations System;

2.3.2. Training legal operators and labor auditors in issues related to protecting victims of trafficking in persons and in preparing, filing and following up on legal proceedings;

2.3.3. Sensitizing and mobilizing judges, prosecutors, public attorneys, legal operators, and staff of consular corps on how to deal with trafficking in persons and law-enforcement measures against trafficking in persons for forced labor and commercial sexual exploitation purposes.

The project has been in high demand by institutions for supporting training in topics related to trafficking in persons. Several professional training courses have been delivered and one of them can be regarded as a good practice, namely, a course to be delivered by the Federal Highway Police at national level, which will directly train more than 900 highway police officers in all Brazilian states. The project has already trained over **2,000** agents directly on how to combat trafficking in persons. These professional training courses also attach priority to gender and race issues, as observed in the support provided by the project to the National Forum on the Inclusion of Women in Police Departments, which was attended by more than **150** female police officers.

The aim now is to foster professional training courses where different institutions have an opportunity to work together and define joint actions involving different police departments. This is an innovative and difficult activity, but the experience has been positive so far, as observed in a course delivered in partnership with IBCCRIM involving different police departments.

The project will also support training courses to be delivered to federal police officers in international airports of Brazil in partnership with the Ministry of Justice.

---

<sup>8</sup> Civil and military police departments are local institutions, and state-level agreements are required for the subject to be taught in the courses delivered in their respective academies.

Since most judges have a state-level jurisdiction, the work to be carried out with this audience should be local. Many activities of this kind have been carried out and many others have been designed to cover a larger audience, including public prosecutors. One of the strategies being adopted is to work with Associations of Judges and Prosecutors.

**Output 2.4. Capacity of civil society and of workers' and employers' organizations to prevent and report cases of trafficking in persons and to assist and protect its victims enhanced.**

Activities Contemplated in the Logical Matrix
2.4.1. Providing information and training in trafficking in persons and in mechanisms to report trafficking cases, ensure rights, and provide medical, psychosocial and legal assistance and protection to trafficking victims and witnesses to non-governmental technical experts;
2.4.2. Training representatives of workers' and employers' organizations in their role in preventing and combating trafficking in persons;
2.4.3. Training professionals of the tourist industry in how to identify and report sex tourism and refer victims to the competent institutions;
2.4.4. Expanding existing graduate programs on topics related to trafficking in persons in selected universities at national level;
2.4.5. Establishing cooperation agreements between legal operators and both governmental and non-governmental organizations for strengthening the system for referring trafficking victims for legal and psychological assistance.

The project has been very actively strengthening non-governmental organizations which defend and assist victims of trafficking in persons. For this purpose, training courses have been directly delivered to over **2,389** people throughout the country. This output also takes into account gender and race issues, and one its main activities is training “grassroots legal prosecutors,” namely, female community or union leaders who are trained to defend the rights of victims of trafficking in persons, sexual exploitation or other forms of forced labor and people vulnerable to it.

Young people constitute another important audience. The project has been very actively strengthening the protagonism of young people for them to be trained and sensitize other youths and legal operators in general. The project actions aim to change passive victims into subjects prepared to discuss public policies and influence the discourse of other young people and technical experts involved in the rights assurance system. For this output to be achieved, a training methodology was developed with youths covered by two social projects (one in the Federal District and another one in São Vicente/state of São Paulo) through body awareness and dance classes. The young people who were trained and helped to develop this methodology are already discussing policies and means to sensitize social actors throughout the country.

The methodology will now be presented to the federal government to be discussed and adopted as part of the national public policy and disseminated throughout the country through the Interstate Committee on Sexual Violence against Children and Adolescents.

With the aim of training professionals of workers' and employers' organizations, a comprehensive partnership was established with ITF and FNTTAA for carrying out a campaign involving 9 countries. Under this partnership arrangement, training courses were delivered to workers in the water transportation system and an international

seminar specifically designed for them was held. Workshops were also held with different workers for the purpose of strengthening these partners within the protection system. A dialogue has been promoted and employers will be focused on in the next phase of the project.

The tourist industry has been increasingly involved in actions against trafficking in persons. The Ministry of Tourism is implementing major research and training projects for tourist agents. These initiatives have been relying on the technical and, occasionally, financial support from the TIP Project. Professional training courses are being delivered to tourist agents in many Brazilian states with the aim of training over **10,000** professionals.

Activity 2.4.4 contemplates actions to expand graduate courses, showing how important it is to train professionals on an ongoing basis from the graduate level upward. It is very important to promote a reflection on the topic among students and to include the subject in university courses, as has been done in the *diálogos* program of the University of Brasília, which promoted different programs to discuss topics related to trafficking in persons and sexual exploitation. One of the goals of the project is to make sure the issue is addressed by more universities in undergraduate, graduate and extension courses. Another initiative is one of disseminating the results of surveys carried out under the TIP project in scientific spaces.

One of the main challenges not only for the project, but also for the policy as a whole, is ensuring spaces for a dialogue between the defense and the assistance network. Many of the events have been held with the aim of promoting a joint discussion and developing strategies for actions at the state level.

***Immediate Objective 3: Successful actions and challenges for raising the awareness of the population on trafficking in persons in Brazil.***

Topics related to sexual exploitation of children and adolescents and slave labor have become major issues for Brazilian society in recent years. The significant increase observed in the number of people who used to work under slavery-like conditions and were released and in the number of reports of cases of sexual exploitation of girls, boys and adolescents in recent years shows that Brazilian society has become more aware of the issue and less tolerant to it. However, the perception of the phenomenon of trafficking in persons for slave labor and sexual exploitation purposes as defined in the Palermo Convention is quite recent in Brazil. The term “trafficking in persons” itself has not been sufficiently incorporated into the common language and its use in Brazilian public spheres still requires conceptual clarifications.

Changes in this context began to be observed after a National Policy against Trafficking in Persons was established through a presidential decree issued in November 2006. Resulting from a broad process of public consultations and discussions, the national policy led Brazilian society to discuss the issue of trafficking in persons more intensely and mobilized different sectors previously engaged in actions against sexual exploitation of girls, boys and adolescents, slave labor, and international trafficking in women, often in an isolated fashion, to join efforts to combat trafficking in persons in general.

This movement within the federal government around the issue of trafficking in persons led to specific awareness-raising actions and its incorporation into actions fundamentally designed to combat sexual exploitation of girls, boys and adolescents.

This development has been observed not only in actions carried out by the federal administration, but also in initiatives launched by workers' and employers' organizations.

Another major aspect to be highlighted as a development of discussions on the Policy against Trafficking in Persons is the greater receptivity and interest of the media in the issue, particularly when qualified information is disseminated about it. Mobilizing journalists through press conferences and actions to support their participation in training activities have been elements of the strategies adopted by the Project which are expected to be strengthened and expanded from now on.



### **Output 3.1 Vulnerable populations and key actors informed on trafficking in persons, rights and relevant measures from a gender, race and ethnic perspective**

#### **Activities Anticipated in the Logical Matrix**

Activity 3.1.1. Evaluating the impact of previous awareness-raising campaigns and other activities which addressed the issue;

Activity 3.1.2. Developing campaigns to raise the awareness of society, particularly campaigns focused on more vulnerable populations at the national, state and community level, in cooperation with other programs and projects addressing the issue;

Activity 3.1.3. Producing educational materials jointly with other similar initiatives and distributing them in public and private primary school networks, particularly in municipalities selected by the project;

Activity 3.1.4. Supporting literacy projects for workers in municipalities of origin of trafficking in persons, including the issue in the curriculum in a transversal way and providing information on the risks of being enticed into such practice and on their labor rights;

Activity 3.1.5. Supporting public publicity and informative campaigns focused on vulnerable groups in strategic areas marked by intense trafficking and in border areas to raise their awareness on the risks of trafficking in persons, on their rights, and on how to get legal support and assistance;

Activity 3.1.6. Carrying out a pre- and post-evaluations of the impact of campaigns and mobilization actions on the fight against trafficking in persons.

In this first phase, the Project supported a series of initiatives taken by the tripartite partners to disseminate information on trafficking in persons broadly. These actions included sensitization and informative campaigns and events.

During the past two years, the Project has supported actions of the federal government and of the National Committee on Sexual Violence against Children and Adolescents on *May 18 – the Day for Addressing Sexual Violence against Children and Adolescents*. In 2006, the ILO Office in Brazil was invited to be a member of a panel of authorities at a solemn event held at the Ministry of Justice for the purpose of marking that date. In 2007, the Project supported four sensitization workshops and a sensitization campaign called *Blitz Cidadã* (Citizenship Blitz), which was held in Santarém, state of Pará, as part of other activities sponsored by the Federal Government.

The first workshop was designed for 82 police officers and was held in partnership with UNODC, the Ministry of Justice, UNIFESP (Federal University of São Paulo), IBCCRIM (Brazilian Institute for Criminal Sciences), and SEDH (Special Secretariat for Human Rights of the Office of the President of the Republic). The second one was focused on training grassroots public attorneys, providing information and promoting discussions on topics related to trafficking in persons and to the role of organized civil society in preventing and reporting this practice. It was attended by 37 women, including community and union leaders. The third workshop focused on the

protagonism of young people in public spaces for discussing the issue of sexual violence against children and adolescents and on the key role youths can play in sensitizing strategic actors around defense and accountability matters. This workshop was attended by 78 young people. The fourth workshop was designed for workers in land and water transportation systems and was attended by 85 workers of this sector, union leaders and presidents of workers' federations. This activity was carried out in partnership with CNT (National Confederation of Transportation Workers), SEST/SENAT (Social Transportation Service/National Transportation Learning Service), and the WCF Brasil Institute. The *Blitz Cidadã* activity was carried out in partnership with CNT, SEST/SENAT, WCF Institute and the Federal Highway Police, and its main purpose was to hand out informative materials on trafficking in persons and on the importance of preventing and reporting it and to disseminate information and supporting channels in different sites marked by intense surface and water trafficking.

As part of the activities carried out in Santarém-state of Pará in 2007, once again the International Campaign against Trafficking in Children and Adolescents for Sexual Exploitation Purposes, which is focused on workers in the water transportation system, was disseminated. This campaign was designed in 2006 based on a partnership between ILO/TIP, the National Federation of Workers in the Water Transportation System and Similar Systems (FNTTAA) and the International Federation of Transportation Workers (ITF), involving 8 South American countries: Argentina, Bolivia, Brazil, Colombia, British Guiana, Paraguay, Uruguay and Venezuela. The campaign relies on the support of governmental and non-governmental partners and its main objective is fostering the establishment of an international network of workers in the water transportation system for protecting girls, boys and adolescents. In 2007, the campaign was expanded to 9 countries, including Peru.

As an additional activity in support of actions taken by the Federal Government, the Project provided technical and financial support to an evaluation of the impacts of a national campaign called *Unidos contra a exploração sexual de crianças e adolescentes – Entre para este bloco* (All together against sexual exploitation of children and adolescents – Join Us). This campaign was carried out during the carnival season of 2007 at the initiative of the Ministry of Tourism and with the support from the Special Secretariat for Human Rights and a large group of governmental agencies and civil society organizations. This evaluation was carried out based on an analysis of data collected through a questionnaire during the carnival season in the city of Fortaleza-state of Ceará.

Besides actions in support of awareness-raising initiatives taken by the tripartite partners, another set of actions was carried out at local level focused on the needs of more vulnerable populations.

The TIP Project established a partnership with the Nair Valadares Institute (INAV) for the purpose of building a methodology to be applied to training young victims of sexual exploitation, with the aim of involving them in activities designed to sensitize professionals of the Penal System. On the occasion of June 12 – the International Day against Child Labor – an event was held involving 100 girls, boys and adolescents and educators where pinwheels and informative materials were handed out and conversations were held on how to eradicate child labor.

A partnership with the Association in Support of the Youth Literacy Program (ALFASOL) is being built right now. The ILO Office in Brazil is a member of the managing committee of the Project *A Promoção dos Direitos das Mulheres na Região do Vale do Jequitinhonha, por meio da Educação de Jovens e Adultos e do Fortalecimento Institucional* (Promoting Women's Rights in the Jequitinhonha Valley Region through Education for Young People and Adults and Institutional Strengthening), which is financed by the European Initiative for Democracy and Human Rights. The main objective of this project is to promote women's rights through educational actions focused on young people and adults and local institutional strengthening actions for the purpose of fostering gender and race equality. The project will cover 3 municipalities located in the médio-jequitinhonha region. The goal is to train 30 literacy teachers and teach 750 young people and adults how to read and write and carry out basic mathematical operations, besides strengthening the teams of the respective municipal city halls. The trafficking in persons issue is being included in the training provided to literacy teachers and will be addressed in the work to be carried out with the teams of the municipal city halls.

An innovative sensitization initiative taken by the TIP Project in 2006 was that of supporting the launching and dissemination of the Brazilian movie *Anjos do Sol* (Sun Angels), which addresses the problem of the domestic trafficking in girls, boys and adolescents for sexual exploitation purposes. The launching event was attended by about 200 people and included a discussion panel made up of the Minister of the Special Secretariat for Human Rights, the director of the ILO Office in Brazil, and the director of the Federal Highway Police. The statements of the authorities attending the event legitimized the idea of using the film in training courses on trafficking in persons. Since then, the movie *Anjos do Sol* has been often and successfully used in training workshops designed for different groups.

Finally, it should be mentioned that, through a partnership between the Project and the NGO Repórter Brasil, a significant number of primary education teachers and community leaders are being trained in municipalities with a low HDI where slave labor is recruited. This training has been delivered in 6 municipalities already, involving 300 teachers and 150 community leaders. Besides direct training activities, the Project has been supporting actions to monitor 16 other cities where the same training was provided in the past, with the support from the Federal Government.

The activities anticipated in the logical matrix were carried out satisfactorily. The need to strengthen the evaluation of campaigns in order to improve their effectiveness can be clearly perceived.

## **2.2 Strategic opinion leaders, legal operators and other authorities of civil society mobilized**

### **Activities Anticipated in the Logical Matrix**

Activity 3.2.1 Involving media professionals and port and airport authorities in implementing campaigns designed to discourage demand for all forms of exploitation that lead to trafficking in persons, including sex tourism;

Activity 3.2.2. Training journalists and media professionals on topics related to trafficking in persons;

Activity 3.2.3. Providing qualified information on topics related to trafficking in persons to the media;

Activity 3.2.4. Monitoring the media coverage of the issue.

In this first phase, the TIP Project sought to meet the demand for information on trafficking in persons generated by large-scale events designed to sensitize and train people on the subject. Demand for information was also generated by discussions held within the Federal Government and internationally. In addition, the project supported the training of Brazilian journalists in strategic large-coverage media vehicles and began to hold press conferences to disseminate publications.

As reported above, workers in the transportation industry are strategic partners for preventing and reporting trafficking in persons for sexual exploitation and slave labor purposes. The activities designed for this industry include the above-mentioned *Blitz Cidadã*, which was held in May 2007 in partnership with CNT, SEST/SENAT, WCF Institute and the Federal Highway Police, and the International Campaign against Trafficking in Children and Adolescents for Sexual Exploitation Purposes, focused on workers of the water transportation system, which was conceived in 2006 under the partnership between ILO/TIP, FNTTAA and ITF.

Workers in the tourist production chain constitute another strategic sector. The Project has provided technical assistance to the Sustainable Tourism and Children Program, an initiative of the Ministry of Tourism implemented in partnership with the Brazilian Federation of Convention & Visitors Bureau and with the Excellence Center in Tourism of the University of Brasília. One of the objectives of the Program is to sensitize entrepreneurs and staff in the tourist production chain to act as agents in preventing sexual exploitation of children and adolescents.

During the first phase of this initiative, implemented in 2006, the project team revised primers designed to be used in training courses and included the trafficking in persons subject in them. In this first phase, the training process directly involved 14,714 professionals of the tourist production chain in 20 Brazilian states (Alagoas, Amapá, Bahia, Ceará, Espírito Santo, Goiás, Maranhão, Mato Grosso do Sul, Mato Grosso, Paraíba, Pernambuco, Piauí, Paraná, Rio de Janeiro, Rio Grande do Norte, Rondônia, Roraima, Rio Grande do Sul, Sergipe and São Paulo). In 2007, besides revising the primers, the Project took part in a process for training 15 local agents who will be in charge of organizing training courses to be delivered in the states which will include discussions on trafficking in persons and its links with tourism. This training process involved representatives from the states of Bahia, Rio Grande do Norte, Ceará, Minas Gerais, Rio de Janeiro, São Paulo, Goiás and Rio Grande do Sul and also from Acre, Amazonas, Pará, Tocantins, Santa Catarina and the Federal District who were not covered in the first round of actions carried out to sensitize workers in the tourist production chain. It is estimated that, by the end of 2007, the number of sensitized people will have increased to 69,897.

Considering the importance of training journalists, the TIP Project supported the “Media, Domestic Child Labor, Commercial Sexual Exploitation and Trafficking in Children and Adolescents” regional workshop in March 2007 to promote the ILO Office in Paraguay. The workshop was attended by 19 journalists and 30 information sources from countries of the so-called tri-border area (Argentina, Brazil and Paraguay). The TIP project team, in partnership with the IPEC team in Brazil, supported the development of the methodology which was used in the workshop and financed the participation of 3 Brazilian journalists in it – Erika Kling (Correio Brasiliense), Demétrio Weber (Brasília office of the “O Globo” newspaper) and José Carlos Mattedi (Brasil

Agency – Radiobrás) – and of the Brazilian expert Neide Nut, president of the National Committee on Sexual Violence against Children and Adolescents.

In August 2007, the TIP Project began to hold press conferences as an action designed to ensure the provision of qualified information to media vehicles and, at the same time, a space for qualifying journalists to cover the trafficking in persons issue. The first such experience took place when the *Guia para localização dos pontos vulneráveis à exploração sexual infanto-juvenil ao longo das rodovias federais brasileiras* (guide for locating sites vulnerable to the sexual exploitation of children and adolescents along Brazilian federal highways) was launched as a joint publication of the ILO Office in Brazil and the Federal Highway Police. This press conference had significant repercussions in the local and national media. The launching of the Guide was headlines in the main news websites in Brazil (UOL, IG, Veja Online, O Estado de São Paulo and Globo Online) and was covered by the country's main newscasts, such as *Jornal Nacional* (Globo TV network), *Jornal da Record*, *Jornal da Band* (Bandeirantes TV network) and *Jornal da Radiobrás*. In addition, many interviews were given to radio and television stations.

The activities anticipated in the logical matrix were carried out satisfactorily. There is a clear need to strengthen actions to monitor media activities and develop a clearer and more articulate communication strategy.

## 4. Lessons Learned

The first lesson learned in relation to this objective is that it would be desirable to develop a clearer conceptual framework for the trafficking in persons subject and for ILO's competency in relation to this topic, so that the project may begin to be implemented more smoothly. The project ended up playing a role in defining ILO's role in the fight against trafficking in persons, including in relation to other agencies of the United Nations system.

**Lessons learned in relation to Immediate Objective 1: At the end of the project, the knowledge base on trafficking in persons for sexual and forced labor exploitation purposes in Brazil will have been increased and validated.**

- Few studies in this area are available, suggesting the need for new information sources. However, because of the clear separation between groups which address slave labor issues and those which deal with sexual exploitation, it was very difficult to consider the possibility of carrying out joint surveys and diagnoses involving both issues. The need to integrate different ILO projects led to advances based on the accumulation of technical knowledge, but posed an obstacle to implementing a unique strategy for the project, including to discussing and implementing thematic studies.
- Universities have become allies in carrying out surveys and disseminating information, but it should be said that the bureaucratic and administrative procedures involved in these activities are slow, making it difficult to produce outputs more quickly.
- The project failed to fulfill its schedule in relation to studies on slave labor, since they had been defined as the first activities to be finalized. It was seen that the strategy of carrying out all the studies at the beginning of the project would jeopardize interesting and useful opportunities for discussions, networking, and meeting institutional demands which could emerge as the project was implemented. Therefore, these studies were carried out at a slow pace to allow for other training activities to be carried out which could be organized more quickly.
- The main lesson learned on this objective is that it combines two complex topics in a single objective, namely, trafficking in persons for forced labor and for commercial sexual exploitation purposes. We believe that it would have been better to divide the objective into two. On the other hand, the fact it addresses "trafficking in persons for sexual exploitation purposes" and is treated in a general fashion and does not specify that we are dealing with children, adolescents or adults (and there is no gender disaggregation either) complicates the project implementation process. Particularly because the internal "agreement" established by the ILO Director's Unit Brasília is that the project would have strong links with the IPEC project and the slave labor unit. For this agreement to be reflected in the project design, it would have been better to have mentioned "commercial sexual exploitation of children" on the one hand and "forced labor in rural areas" on the other. This is because there is no great interest on the part of the partners in actions against slave labor, including CONATRAE, in engaging in more comprehensive discussions on slave labor.

**Lessons learned in relation to Immediate Objective 2: At the end of the project, the capacity of public and private institutions, legal operators, and staff of organizations involved in actions for preventing, disseminating information on, and enforcing the law to fight trafficking in persons and protecting its victims will have been strengthened at local and national level.**

- The main lesson learned in relation to this objective is that it is better to define clearer, more specific, and simple objectives. The way this objective was defined leaves room for some questions, such as: what public and private institutions are we referring to? We are talking about trafficking in persons for what purposes? What is the target audience (children, women, adolescents, men)? A clearer objective would facilitate the work of coordinating the project and would avoid possible disagreements as to its implementation modalities and actions to be taken.

**Lessons learned in relation to Immediate Objective 3: At the end of the project, the awareness on trafficking in persons in Brazil will have been increased.**

- The same comment applies to objective 3: more clearly defined objectives would help to ensure greater focus on actually implementing the project, including the need to develop a clearly and more articulate communication strategy.
- For this purpose, it is important to strengthen the aspect of monitoring and evaluating the media, as well as the impact of sensitization actions undertaken by society through campaigns.

## **5. Good Practices**

It is important to highlight the most emblematic outputs produced by different projects to reflect their main achievements and inspire other projects to carry out similar actions. This source of good experiences and inspiration is particularly relevant for technical cooperation projects carried out within the ILO and outside it, as if many parties share common challenges, why not share their common alternatives?

This is the objective behind the concept of *Good Practices*, to which this section is devoted. For each objective of the Project against Trafficking in Persons, the most emblematic outcomes were highlighted. In order to be characterized as a *Good Practice*, the selected outcomes had to meet the following criteria:

- Relevance: to what extent is the experience applicable to people and to the prevailing political, institutional, cultural, social and economic context?
- Impact: to what extent does the experience have a positive and tangible impact, either directly or indirectly, on the lives of people and on public policies?
- Sustainability: to what extent can the experience continue to be effective over time and respond to changes in contexts and demand?
- Efficacy / Efficiency: to what extent has the experience achieved its objectives successfully with the best cost-benefit ratio possible?

- Innovativeness / Creativity: to what extent does the experience attract the potential interest of other parties, without the need to be absolutely original, but with a certain degree of innovation that can inspire its adoption in other contexts?
- Replicability: by definition, to what extent is the experience adaptable and its principles and actions can be applied in similar contexts?

These were the main criteria that were used for defining whether an experience or output of the Project fell under the category of a “Good Practice” or not. In addition to these criteria, parameters such as ease of implementation and ethic and gender sensitivity were applied, as well as empowerment considerations for ILO’s constituents in Brazil. Therefore, up to when the mid-term evaluation of the Project against Trafficking in Persons was carried out, six Good Practices had been selected, two for each of its objectives.

**a. Good-practices related to Immediate Objective 1: At the end of the project, the knowledge base on trafficking in persons for sexual and forced labor exploitation purposes in Brazil will have been increased and validated.**

**i. A guide for women trafficked abroad: *Passaporte para a Liberdade* (Passport to Freedom)**

Title of the Initiative		Formulation and publication of a specific guide for Brazilian women trafficked abroad.	
Date	June-August 2007	Thematic Area	Sensitization / Information
<b>I. What is the context of the Good Practice that is emerging in the Project?</b>			
<ul style="list-style-type: none"> <li>• In 2005, in the context of the International Programme on the Elimination of Child Labour (IPEC) in Brazil, specific contents were initially developed with the aim of providing a perspective on how to ensure fundamental rights to Brazilians and, particularly, Brazilian women who are victims of international trafficking in persons for sexual exploitation purposes.</li> <li>• Since the topic acquired special relevance in the international and governmental agenda, particularly as a result of the approval of the National Policy and Plan against Trafficking in Persons by the Brazilian Government, it was seen that it was a timely moment to review and update these contents.</li> <li>• Considering how the topic has matured in various sectors of society and actions taken under ILO’s Project against Trafficking in Persons since April 2006, partnerships were deepened with the aim of ensuring the feasibility of a strategy for using this guide.</li> </ul>			
<b>II. Why is this a good practice?</b>			



- Retitled “Passport to Freedom,” this guide was designed to provide useful information for Brazilian women trafficked abroad and warn potential victims about the perils of being enticed into commercial sexual exploitation. The guide provides specific hints on forgotten rights of Brazilian immigrants and trafficking victims, on rights denied to clandestine Brazilian women abroad, and on rights and opportunities available to them upon their return to Brazil.
- The guide was designed in such a way as to have the same look as that of the new Brazilian passport, particularly in its pocket size and blue colors. It is therefore easy to carry and attractive to people in transit to foreign countries, and can be easily handled by professionals in Brazilian consulates and migration checkpoints.
- The title “Passport to Freedom” was mainly conceived not only to associate it with the new Brazilian passport, but also to convey a positive message, taking care not to stigmatize victims and to facilitate the job of legal operators that might have to deal with them. Because it is in tune with ILO’s Fundamental Rights and Principles, the title evokes the concept of working under conditions of freedom, which should be the ultimate goal to be ensured by all institutions and people dealing with trafficking in persons, who should not focus their actions on criminal repression only.
- The efficacy of this guide depends, almost by definition, on solid partnerships with agencies which deal with potential or actual victims directly. This was finally ensured through a partnership established with the Ministry of External Relations, which made all Brazilian consulates in the main destination countries of Brazilian men and women trafficked for sexual exploitation purposes available to assist them in any way possible. The same applies to the Federal Police, which will use the contents of this guide in migration checkpoints of migration in the main international airports of the country.

### **III. Next steps – or how can we promote and expand this good practice?**

- Distribution of copies of the Passport to Freedom to Brazilian consulates abroad (particularly in European countries and in the United States) through internal services of the Ministry of External Relations and to airports through the Federal Police.

## **ii. Mapping of sites that are vulnerable to commercial sexual exploitation of children and adolescents along Brazilian federal highways.**

<b>Title of the Initiative</b>	<b>Mapping and publication of a guide of sites that are vulnerable to commercial sexual exploitation of children and adolescents along Brazilian federal highways.</b>
--------------------------------	--

Date	June 2006-August 2007	Thematic Area	Knowledge Base / Assisting legal operation public policies -
<b>II. What is the context of the Good Practice that is emerging in the Project?</b>			
<ul style="list-style-type: none"> <li>• This Good Practice emerged from the partnership that was established and deepened between the Project against Trafficking in Persons and the Federal Highway Police Department (DPRF) since April 2006. After a series of joint professional training courses, the issue of trafficking in persons for sexual exploitation and forced labor purposes was once and for all included in the institutional agenda of that department, stimulating other activities in this area.</li> <li>• Since 2004, the DPRF has been carrying out investigations in Brazilian federal highways for detecting sites that are vulnerable to commercial sexual exploitation of children and adolescents. These investigations are getting better year after year, providing more complete and detailed information on the location of motels, night clubs, gas stations, inspection sites, etc.</li> <li>• In 2006, the DPRF identified about 1,819 vulnerable sites with specific data about the exact point (km) where they are located along federal highways. Under the partnership with the Project, an initiative was taken to georeference these sites in road maps for the country at large, subdivided into each state of the Federation. It was also proposed that this georeferenced study could be printed in the format of a practical guide for police officers and the regional units of the DPRF to use it in actual field actions.</li> </ul>			
<b>II. Why this is a good practice?</b>			
<ul style="list-style-type: none"> <li>• The mapping of sites that are vulnerable to sexual exploitation of children and adolescents and trafficking in persons for this purpose is the only one that georeferences them in the main Brazilian highways.</li> <li>• This mapping will not only be used as a tool to increase the knowledge base on sexual exploitation and trafficking in children and adolescents in Brazil, but also as a solid tool to provide inputs for repressive actions to be taken by the Federal Highway Police and other legal operators and for drawing up public policies focused on fighting this phenomenon.</li> <li>• The map was announced on the National Day against Sexual Abuse and Exploitation of Children and Adolescents (May 18), which contributed even more to qualify the mobilization and actions of public authorities and organized civil society against trafficking in persons.</li> </ul>			

### III. Next steps – or how can we promote and expand this good practice?

- The next step in relation to this good practice will be to make the Federal Highway Police use the guide to officially notify establishments in which vulnerability sites were identified. This strategy is aimed at preventing the exploitation of and trafficking in children and adolescents by holding these establishments co-responsible for these practices, according to the provisions of the Statute on Children and Adolescents in Brazil.
- All experiences in using this guide will be collected for the purpose of improving the methodology and data to be taken into account in the new survey to be presented by the DPRF in 2008.

**b. Good-practices in relation to Immediate Objective 2: At the end of the project, the capacity of public and private institutions, legal operators, and staff of organizations involved in actions for preventing, disseminating information on, and enforcing the law to fight trafficking in persons and protecting its victims will have been strengthened at local and national level.**

**i. Training course for children and adolescents who are victims of trafficking in persons for sexual exploitation purposes.**

Title of the Initiative		Training course for children and adolescents who are victims of trafficking in persons for sexual exploitation purposes.	
Date	March - July 2007	Thematic Area	Training

### III. What is the context of the Good Practice that is emerging in the Project?

- In Brazil, the government and civil society prepared, in 2000, a National Policy on Sexual Violence against Children and Adolescents. One of the strategic lines of this Policy takes into account the protagonism of young people, with the aim of enhancing the participation of youths in debates and forums.
- The protagonism of young people has always represented a challenge, since in most cases their participation is secondary, restricted to cultural events. Many projects have tried to strengthen the autonomy of young people, but no truly successful experiences have been registered in Brazil in this line of action. When young people participate in actions against trafficking in persons for sexual exploitation purposes, such protagonism seldom involves youths who were actual victims of this crime – and when they are involved, they are seen as just victims, passive subjects, and not as active agents striving to promote the

rights of children and adolescents.

## **II. Why this is a good practice?**

- There are few national institutions which carry out any activities with actual victims of trafficking in persons for sexual exploitation purposes. Because methodologies focused on direct attention and social inclusion are hard to come by, most institutions refuse to accept these children and adolescents. On the rare occasions that such children are assisted, they are relegated to the condition of passive victims of a crime and their potential to take on an active role in society is not strengthened.
- Some institutions, however, work to recover the citizenship rights of children and adolescents who were once victims of trafficking in persons for sexual exploitation purposes. A challenge is involved in defining the best way to involve these children and adolescents in discussions about protecting their human rights. Spaces for discussing this topic have been consolidated and recognized by some key institutions already, but one can still feel the lack of more consistent activities focused on the real need to ensure an effective autonomy to children and adolescents and turn them into people who can pass their knowledge on with the aim of preventing trafficking in persons for sexual exploitation purposes.
- In partnership with the Inter-Sectoral Committee on Sexual Exploitation of Children and Adolescents and against Trafficking in Persons for the same purposes, which seeks to strengthen the protagonism of young people, victims of trafficking in persons have been encouraged to take part in debates in those spaces and to act as agents in sensitizing the population and the legal protection network. This sensitization action is conducted by these boys and girls not as victims of a crime, but as agents aware of the vulnerability faced by other young people and of the challenge of interacting with institutions in charge of protecting them.
- This work has been simultaneously managed by two institutions and the respective methodology is being jointly defined with the participation of young people. It will be disseminated by various institutions throughout Brazil for the work to be expanded, without implying other direct costs. Children and adolescents play an active role in developing such methodology.
- The first class was designed to sensitize legal operators and other children and adolescents. All the information is based on becoming aware of their bodies through dancing activities and theoretical information, as well as on concepts of citizenship rights and active participation in society. The young people are not seen as victims, but as major protagonists in sensitizing legal operators, discussing public policies, and fighting for privileged spaces in society.

### **III. Next steps –or how can we promote and expand this good practice?**

- The methodology will be presented at the next meeting of the “Inter-Sectoral Committee on Sexual Exploitation of Children and Adolescents and against Trafficking in Persons for the same purposes” with the support from the group in charge of the National Policy against Trafficking in Persons, when the best means for disseminating this practice to other institutions will be discussed and approved.
- Adolescents are already taking an active part in spaces for discussing and carrying out activities, besides implementing sensitizing methodologies focused on legal operators. The objective is to use this activity to train the next generation also.

#### **ii. Training course for children and adolescents who are victims of trafficking in persons for sexual exploitation purposes.**

<b>Title of the Initiative</b>		<b>Training of the Federal Highway Police (PRF)</b>	
<b>Date</b>	<b>September 2006</b>	<b>Thematic Area</b>	<b>Training</b>

### **I. What is the context of the Good Practice that is emerging in the Project?**

- Because of Brazil’s large geographic dimensions, many national routes are used for trafficking in persons for commercial sexual exploitation and forced labor purposes. It is widely known that these national routes are not appropriately inspected and that the police attach priority to the trafficking in drugs and weapons. Trafficking in persons is not focused on as it should, mainly because information about it is scarce and more sensitization actions are required in relation to the issue.
- In March 2006, the Federal Highway Police (PRF) carried out a diagnosis of sites that are vulnerable to commercial sexual exploitation of children and adolescents in Brazilian highways. As a result, 1,222 vulnerable sites were identified. After this diagnosis, the urgent need to train police officers in how to plan operations against trafficking in persons was recognized.
- One of the priorities of the Project is to strengthen the defense and accountability network throughout the country on topics related to trafficking in persons. As for police departments, they constitute one of the most important means for addressing national routes. For this reason, the Federal Highway Police is a key actor in connection with terrestrial routes.

II. Why is this a good practice?	
<ul style="list-style-type: none"> <li>The Federal Highway Police has a national training center and other units in the states in charge of training their staff. However, no detailed, technical and practical course has been delivered to this audience so far. There was a need and a desire, but the required technical conditions for this purpose were not fully available. Through a partnership with the Project, all the required theoretical material and methodology for delivering such a course in regional contexts were prepared. The methodological kit includes a manual, a film of the national course, supporting materials, and a list of tasks required for organizing local seminars.</li> <li>This format can be replicated at a very low cost, ensuring a sustainable impact on actions against trafficking in persons for sexual exploitation and forced labor purposes.</li> </ul>	
III. Next steps – or how can we promote and expand this good practice?	
<ul style="list-style-type: none"> <li>Up to July 2007, half of the states of the Federation had held local seminars. By the end of the year, it is expected that all regional training courses will have been delivered.</li> </ul>	

c. **Good-practices in relation to Immediate Objective 3: At the end of the project, awareness on trafficking in persons in Brazil will have been raised.**

i. **Use of long-feature films as part of the strategies for sensitizing people to sexual exploitation of and trafficking in children and adolescents.**

Title of the Initiative		Use of long-feature films as part of the strategies for sensitizing people to sexual exploitation of and trafficking in children and adolescents ( <i>Anjos do Sol</i> ).	
Date	August 2006 - May 2007.	Thematic Area	Sensitization
I. In what context is the Good Practice emerging in the Project?			
<ul style="list-style-type: none"> <li>A Brazilian film on national trafficking in children and adolescents for sexual exploitation purposes was launched in the main movie theaters of the country in August 2007. Called <i>Anjos do Sol</i>, the long-feature film was fully based in actual journalistic investigations to create a homogeneous script covering the main features of the phenomenon of trafficking in children and adolescents in the country.</li> </ul>			

<ul style="list-style-type: none"> <li>• The Project fully supported the avant-premiere of the film in Brasília on August 9, 2007, when it was shown to 200 people from different key institutions engaged in the struggle against trafficking in persons.</li> <li>• On that occasion, a political panel was set up to discuss the value of the film for sensitizing the population at large and legal operators and to legitimize its use in training courses designed for professionals working in the field. This panel included the Minister for Human Rights, the director of the Federal Highway Police Department, the director of the film, and the director of the ILO Office in Brazil.</li> </ul>
<b>II. Why is this a good practice?</b>
<ul style="list-style-type: none"> <li>• The producing agency and institutions involved in launching the film in Brazil announced that they had signed an agreement for using it in professional training and sensitization courses against trafficking in children and adolescents throughout the country.</li> <li>• The film has already been used in professional training courses of the Federal Highway Police at many points in the country and in national mobilizations. The great efficacy of this particular film in convincing different audiences about the effects and mechanisms of trafficking in children and adolescents for sexual exploitation purposes has been confirmed.</li> </ul>
<b>III. Next steps – or how can we promote and expand this good practice?</b>
<ul style="list-style-type: none"> <li>• The next step in this good practice is to apply it in seminars, workshops and mobilizations on an ongoing basis to cover a greater number of people with the TIP project's awareness/sensitization strategy.</li> </ul>

## 6. Transversal Topics related to Implementation and Sustainability Aspects. Observations and Recommendations:

In relation to **communications and information exchange**, we believe that the project could expand even more the internal communications between the teams of the center against trafficking in persons and members of the IPEC team. The information exchange among the members of the TIP project team seems excellent and very smooth, but the efficiency of the project would be enhanced if these communications were expanded. On the other hand, in what regards communications with ILO's tripartite partners, we could say, based on all the meetings held so far, that the political and technical articulation work has been very good and efficient. All the Commissions and Committees dealing with trafficking in persons, slave labor, child labor and commercial sexual exploitation know and work closely with ILO and see the Organization as a true ally (e.g.: CONATRAE, CONAETI, Inter-sectoral Committee on Sexual Exploitation of Children and Adolescents, etc). This fact confirms the efficiency of the project in achieving its objectives in terms of communications and sensitization with partners.

However, in what regards internal communications, we would recommend better and more regular communications within the ILO office in Brasilia between teams dealing with the topics covered by the project. It should also be mentioned that ILO's Director's Unit and Programming Unit have been supporting the project and have attended key coordinating and planning meetings. We would also recommend that, besides representatives from the Slave Labor Unit and the TIP project coordinating board, the coordinating meetings should be attended by representatives from IPEC.

As for **decision-making, management and task-sharing**, we believe that the project managers have been acting as true leaders in promoting discussions and ensuring the achievement of the project objectives. However, in what regards task-sharing, we can see that some members of the TIP group have been carrying out more project tasks than others and are somewhat overburdened. We would recommend that all the members of the team financed by the project should deal with topics directly related to the project for more hours a day, namely, for at least 75% of their staff time (right now, some members of the team share their working hours with other activities of the office). This would facilitate the coordinating work and would relieve the work overload on some team members.

In relation to the **use of project resources**, we have noticed that the project has been using its resources very efficiently. This is due to some factors: 1) the project is based on experiences of the project on slave labor and of the project against child labor (IPEC), meaning that major technical and political links had already been established before; 2) both the project on slave labor and IPEC had outputs that were being implemented already and only needed to be "finalized" under this project; 3) the project could take advantage of the political moment in Brazil, which is very favorable to discussions on the issue of trafficking in persons (both for forced labor and commercial sexual exploitation purposes).

In terms of **sustainability**, we believe that working so closely with so many partners that support its objectives, such as UNODC – UN Office on Drugs and Crime, the Ministry of Justice, the Ministry of External Relations, the Ministry of Labor, the Attorney General's Office, the Public Prosecutor's Office for Labor Affairs, the Special Secretariat for Human Rights, the Special Secretariat for Women's Policies, the Special Secretariat for the Promotion of Racial Equality Policies, the Federal Police, the Federal Highway Police, USAID and others, will facilitate the continuity of the project objectives.

In addition, the fact that the project is based on the principle of always carrying out its activities in accordance with public policies and in tune with the dynamic of partner agencies makes it possible to ensure the sustainability of its actions. All its activities are jointly planned with partners and in the light of national and/or local needs, enhancing the possibility that its initiatives will be absorbed by its partners, a fact that has been confirmed during the first phase of the project.

Today, all the activities carried out under the TIP Project are part of the National Plan against Trafficking in Persons, ensuring the necessary legitimacy to the project and, consequently, sustainability to its actions. Therefore, the federal government and the strategic partners see the TIP Project as an ally for discussing and strengthening strategic activities for Brazil to have an effective and sustainable public policy to fight trafficking in persons. Technical experts of the TIP Project participate in all major



forums and are constantly requested to provide technical support in the main events held in the country.

***Achievements and Challenges in the Coordination between the International Program for the Elimination of Child Labor (IPEC) and the Program for Promoting the Declaration on Fundamental Rights and Principles at Work (Declaration)***

The TIP Project began to be implemented in response to a difficult demand, namely, establishing links between two areas that had been working independently from one another and using strategies of their own. Because these strategies are quite diversified, we know that it would be very difficult to coordinate these two areas, namely, IPEC and the DECLARATION. Therefore, the challenges posed to this integration in the office in Brazil and at headquarters should be analyzed separately. In the latter, it was possible to carry out the activities more smoothly, with solid links and a clearer sharing of roles. However, special mention should be made of the on-going dialogue with IPEC Geneva, which works jointly with the DECLARATION department, facilitating the actions of the project and discussions with it, generating, among other things, the necessary safety for the team work.

In Brazil, the strategies seem to be even more diversified, making it extremely difficult to coordinate the work of the different areas. This fact led to the need to review how the work would be coordinated with the director's unit of the office, so as not to jeopardize the activities to be carried out. Notwithstanding this difficulty, many actions were carried out jointly with both projects, but not actions which could bring the TIP Project, IPEC and the slave labor project together, because of the different strategies adopted by them, as mentioned above.

The challenge now is to keep on discussing possibilities for integrating and strengthening the coordination and joint activities and, for this purpose, spaces for discussing and planning jointly how this could be done should be expanded. The activities which have been carried out jointly have produced highly positive results, and for this reason efforts should continue to be made to generate the expected outputs and improve the actions.

## **7. Conclusions and Recommendations**

**Conclusions and Recommendations in relation to Immediate Objective 1: At the end of the project, the knowledge base on trafficking in persons for sexual and forced labor exploitation purposes in Brazil will have been increased and validated.**

- As mentioned in the analytical section above, the objective is not very clear in what regards the definition of trafficking in persons for forced labor purposes. This definition is fundamental, particularly in the Brazilian context, where forced labor is commonly associated with slave labor in rural areas of males and adults. This fact limits the work to be carried in other areas, such as: certain forms of national child labor, work in mining sites, etc. Therefore, in the second phase of the project we recommend that, according to the concepts adopted by ILO, it would be more interesting to expand the debate on forced labor as a broader category which includes sexual exploitation and other forms of forced labor, not limited to males in rural areas, as well as certain forms of domestic labor, sexual exploitation and other forms of labor. This makes sense because the project has already dealt with other issues and has strengthened relevant institutional partnerships;
- An efficient way to expand the debate on other forms of forced labor entails a better understanding of the problem. For this reason, we recommend that surveys should be carried out to characterize other forms of forced labor in the country. Initially, it would be necessary, as a key requirement, to develop a better understanding of trafficking for domestic labor purposes (for children and adults, at the national and international level), of trafficking for forced child labor purposes (for all occupations and areas) and of trafficking for forced adult labor in urban areas (bearing in mind, particularly, the issue of Bolivians working in São Paulo);
- Some important surveys on trafficking in persons are being carried out in Brazil, but no effort has been made so far to make a comparative analysis of all the data available to map out trafficking for forced labor purposes in all its modalities, taking into account generational, gender, and race-related aspects. For the next phase, we would recommend joint analyses of different available data with the main actors involved for the purpose of developing a unified vision on trafficking in persons with all its specificities, including illegal migration and the world of labor;

**Conclusions and Recommendations in relation to Immediate Objective 2: At the end of the project, the capacity of public and private institutions, legal operators, and staff of organizations involved in actions for preventing, disseminating information on, and enforcing the law to fight trafficking in persons and protecting its victims will have been strengthened at local and national level.**

- We believe that it is fundamental to continue to work with the project's strategic partners and with the different committees which deal with topics related to trafficking in persons for the two purposes (slave labor and CSECA): CONATRAE, CONAETI, Committee in charge of fighting Sexual Exploitation of Children and Adolescents;
- The current alliance with the Ministry of External Relations in the area of labor with Brazilians consulates in Europe should be preserved and strengthened. As a result of this alliance, the assistance provided to girls and women who are victims of trafficking in persons in the consulates can become more specialized (the meeting with the Minister and Chief of Staff of the Ministry of External Relations and the meetings held at the Brazilian Cooperation Agency (ABC) show the importance being attached to the issue nationally);
- The relationship developed with the Federal Highway Police is very strategic and can be instrumental for promoting an "active search" for girls and boys who are victims of trafficking in persons for commercial sexual exploitation purposes. The training courses delivered to the Federal Highway Police produced tangible and concrete results, as well as the Mapping of Sites that are Vulnerable to CSECA along Brazilian Federal Highways. As a follow-up activity, it would be important to promote closer links between the Federal Highway Police and organizations which assist children who are victims of commercial sexual exploitation and sexual violence;
- The work carried out with the Human Rights Secretariat can be improved if specific materials and precise methodologies to assist victims of commercial sexual exploitation (girls, boys, young people) are developed. Currently, the Human Rights Secretariat is developing new methodologies to deal with vulnerable children and young people (including adolescents who received death threats), such as working with CREAS (Specialized Social Work Referral Center) and following up on programs such as PAIR and SENTINELA. However, it was seen that the institutions which deal with these problems lack methodologies and staff specifically trained to address this problem;
- It was seen that the work with police departments has been very important and efficient, but we recommend a more focused work with the Federal Police Department, which has a key role to play in fighting trafficking in persons but has not been sufficiently involved in the defense and accountability network and in national and local discussions. With all the experience built by the Project, it can be seen that many inputs were developed for ensuring a smoother work relationship with the Federal Police at the domestic level;
- As a result of some of the surveys and activities carried out by the TIP Project, the need to work with the Brazilian Army was detected, as it seems to have a relevant role to play in protecting children and adolescents, particularly indigenous children and adolescents. For this reason, focusing on new actions with the Army is recommended;
- After a period during which partnerships and national public policies were strengthened and produced several relevant outputs, the TIP Project will now strengthen its actions at the state level by promoting a social dialogue and

strengthening local institutions and the definition of policies against trafficking in persons, including domestic trafficking.

**Conclusions and Recommendations in relation to Immediate Objective 3: At the end of the project, the awareness on trafficking in persons in Brazil will have been increased.**

- In its first phase, the TIP Project supported initiatives designed to disseminate information on trafficking in persons taken by the tripartite partners, including sensitizing campaigns and events. The Project also sought to meet demands for information on trafficking in persons generated by sensitizing events and training courses on the topic and by discussions held within the Federal Government and internationally. In addition, it supported the training of Brazilian journalists on the topic and began to hold press conferences to disseminate relevant publications;
- The partnership with the tripartite constituents, basically with the Federal Government, at a moment in which the National Policy and Plan against Trafficking in Persons are being discussed, made it possible for sensitization actions to be carried out at national level, with a significant reach. On the other hand, despite their more limited reach, sporadic activities focused on vulnerable populations have the potential to become good practices and support the development of methodologies for preventing trafficking in persons and ensuring the social reinclusion of its victims;
- It was seen that the activities anticipated in the logical matrix are being carried out and supported satisfactorily. However, some gaps are yet to be filled, and therefore it is recommended that the Project should invest in disseminating its outputs and outputs more broadly and in suggesting stories to be covered by the media. For this purpose, an articulate communication strategy should be developed including: 1) a more systematized monitoring of the coverage of trafficking in persons by media channels; 2) holding press conferences as a routine activity of the Project, as this is an action which has a confirmed impact on leading the media to pay more attention on trafficking in persons and on sensitizing and making media professionals more aware of this topic; 3) supporting the national campaign against trafficking in persons, making resources available to evaluate its impacts; 4) carrying out sensitization actions in the 9 states defined as priority states for the Project, considering local specificities; 5) strengthening the focus on gender in sensitization actions;
- The Survey on the Profile of Deported and/or not Accepted Individuals, which was carried out in partnership with the Ministry of Justice at the Guarulhos International Airport in São Paulo, produced important information on the smuggling of migrants. While on the one hand surveys of this kind are not sufficient for one to develop a precise understanding of how trafficking for sexual exploitation purposes operates, they reveal very clearly that smuggling of migrants is an actual phenomenon. For this reason, it is recommended that an activity of this kind be appropriately designed and carried out with people who are vulnerable to the problem with the aim of preventing it. A similar product to the Passport to Freedom (designed for women who travel abroad in search of

work in the sex market) could be developed focusing on men and women who are looking for work (in any area) in other countries.

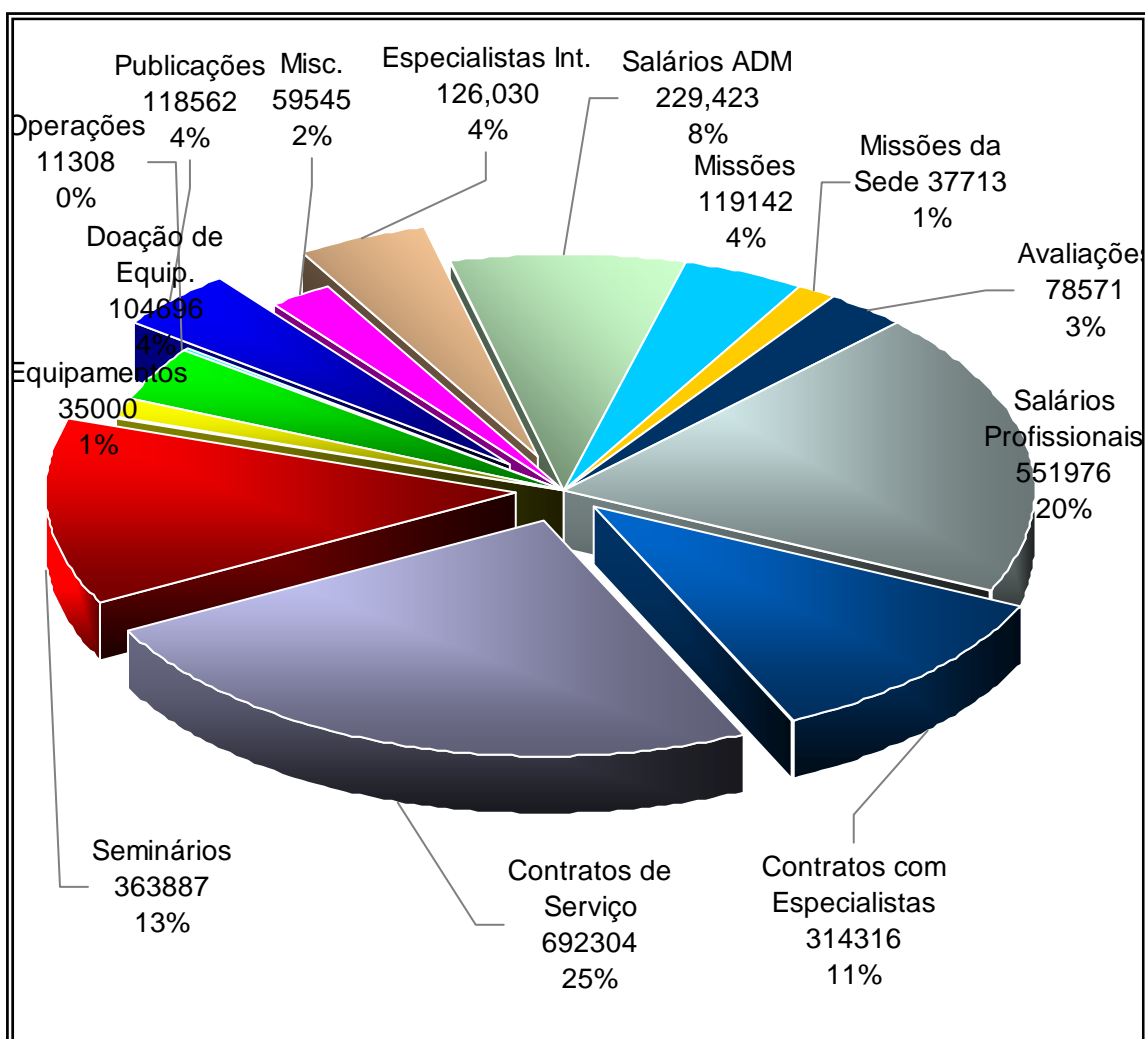
## **8. Annexes**

### **8.1 Delivery**

A project can be effectively evaluated according to its so-called delivery (actual expenses versus planned expenses). Based on some accounting analyses, one can draw conclusions on the efficiency of the Project in terms of the use of financial resources during its useful life.

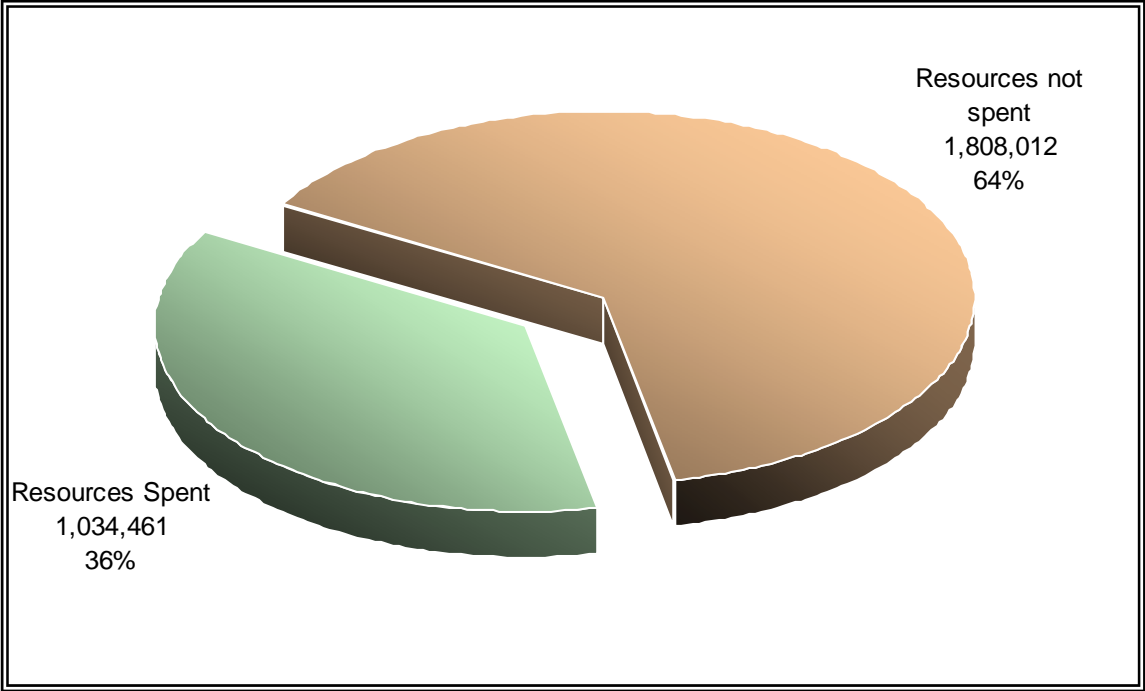
The first graph shown below details the budget framework which was initially planned when the Project Document (Prodoc) was drawn up, in mid-2005. With a total budget of US\$ 3,212,000, the TIP Project had 57% of its resources allocated to budget lines exclusively earmarked for the direct implementation of its activities (variable costs). The rest (43%) was allocated to budget lines earmarked for covering the fixed costs of the Project, with 28% allocated to cover the costs of wages paid to the team during a three-year period. In the chart shown below, all the “slices” represent variable costs earmarked for the direct implementation of the Project activities.

***Original Budget Allocations – According to the Project Document***

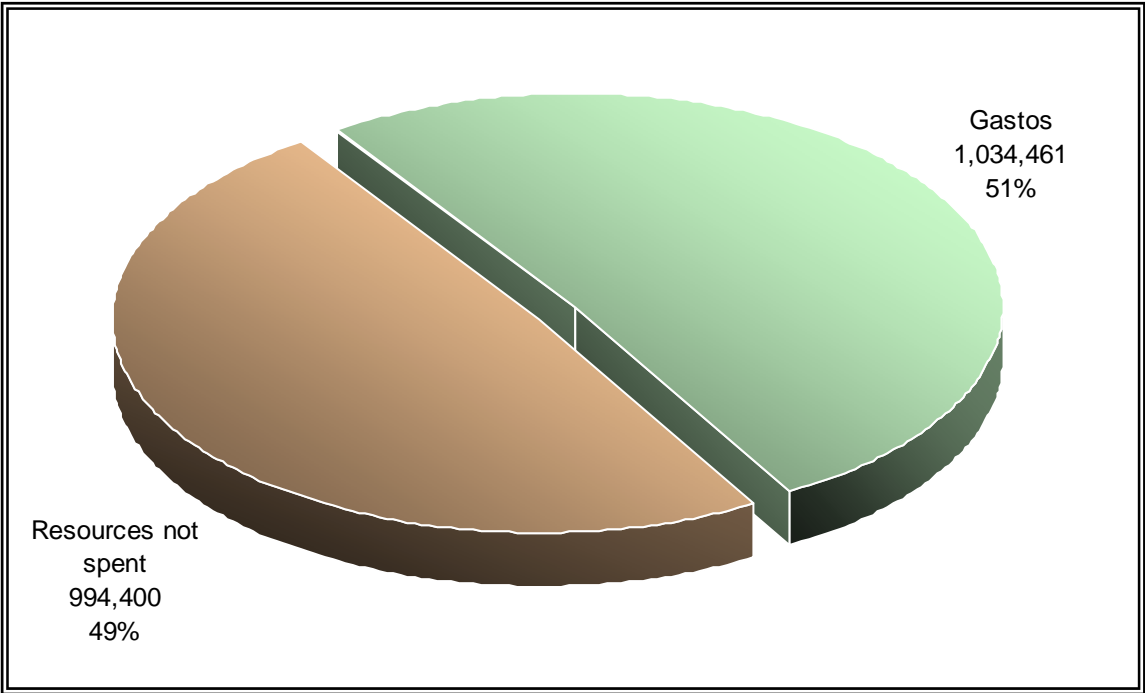


The following graphs show analyses of the delivery of the project. It is studied in connection with different aspects of the study, varying according to period of time covered, to the effective spending, or the committed expenses.

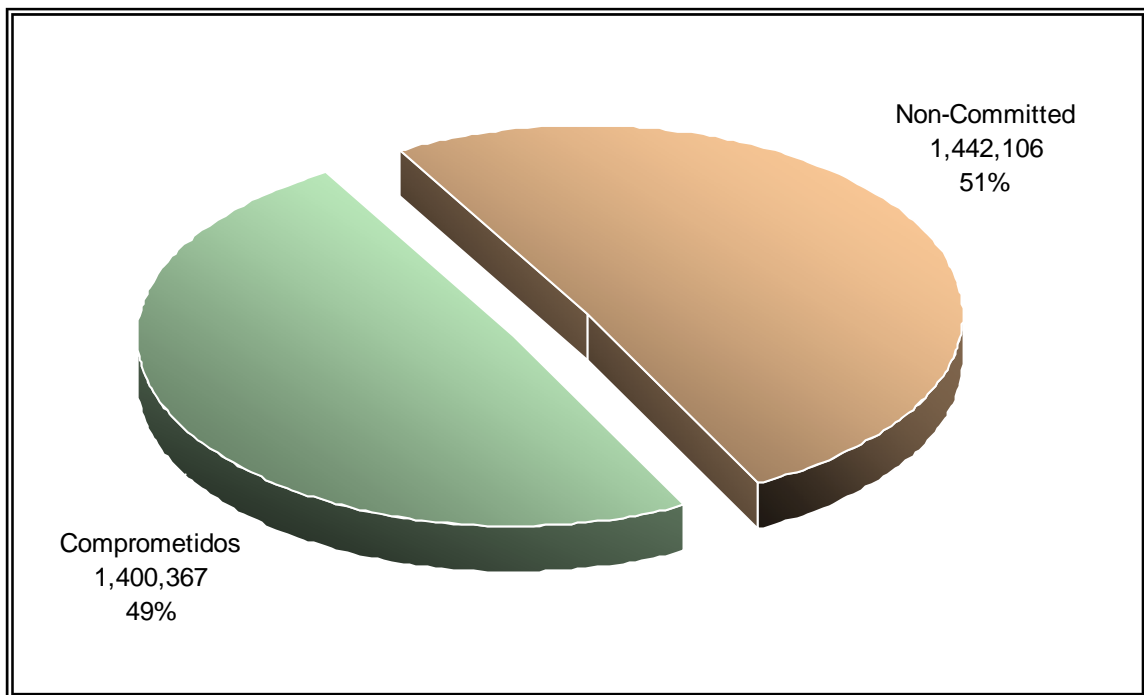
*Absolute Expense Delivery 2006 - 2008*



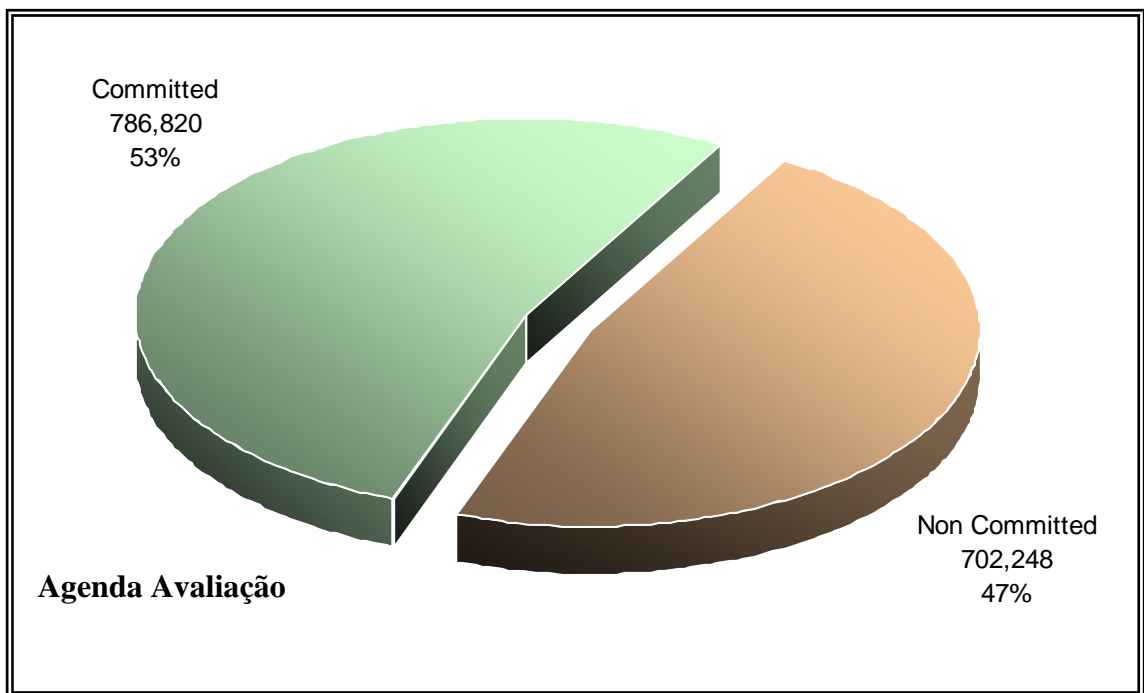
*Relative Expense Delivery 2006 – Up to the present date (July 2007)*



***Committed Cost Delivery (Activities + Costs Fixed) 2006 – 2008***



***Committed Cost Delivery (Only Activities) 2006 – 2008***





## 8.2. HONORS AWARD



### **8.3 Terms of reference for the internal review-cum-programming mission**

## **"PROJECT AGAINST TRAFFICKING IN PERSONS"**

### **BRAZIL**

**Project Number: M.260.10.216.050**

**TC Code: BRA/05/05M//USA**

#### **I. Background and Justification**

1. The **"Project against Trafficking in Persons" (TIP)**, funded by the United States Agency for International Cooperation (USAID), started its activities in October 2005. The contribution of USAID to the project is USD 3'212'000. The project was planned for a total duration of 36 months and it is originally scheduled to end in September 2008.
2. The project's development objective is that of contributing to the combat of trafficking in persons in Brazil. The project will work to improve the law enforcement response, as well as to increase the capacity of public organizations to enforce the law and implement anti-trafficking in persons policies and programs.
3. Brazil is one of eight countries to receive funds under the United States President's US\$50 million Initiative to Combat Trafficking in Persons, and a total of US\$8 million has been allocated for projects implemented both nationally and in selected target geographic areas such as the Amazon basin, the tri-border area shared by Brazil, Argentina, and Paraguay, besides other regions. Specifically, USAID Office in Brazil had received and been asked to coordinate with US Department of Homeland Security and US Department of Justice an estimated US\$3.2 million from the Initiative to focus on direct assistance to law enforcement and prosecution response to trafficking in persons in Brazil.
4. In recognition of its track record and experience, the USAID approached the ILO to execute this project, in close consultation with other US Grantees that implement projects to combat trafficking in persons in the country and region.
5. The planned objectives are being reached through an integrated strategy and coordination with other projects involved with the matter in Brazil; in awareness-raising actions to potential victims; in strengthening the legal system; in giving attention to the vulnerable population by means of a justice and protection network; in collaborating for the construction of an attention network to victims and their families; in training all agents involved in the matter, be it public or private; in deepening the knowledge-base about the phenomena and in systematizing its data; as well as in analyzing the theme under the perspective of the triad prevention/repression/ reinsertion of victims.

6. Based on the above-mentioned ends, the Project has been constructed on a tripod of immediate objectives. Such objectives and some of their key achievements to date are the following.<sup>9</sup>
- ➔ I/O 1. By the end of the project, an increased knowledge-base about trafficking in persons for commercial sexual exploitation and forced labour exploitation in Brazil will have been validated.
  - ➔ I/O 2. By the end of the project, the capacity of public and private institutions, officials and agents from all organizations involved in the prevention, reporting and law enforcing schemes to combat trafficking in person and to protect victims will have been strengthened at both local and national levels.
  - ➔ I/O 3. By the end of the Project, the awareness on trafficking in persons in Brazil will have been increased.
7. The mentioned objectives have been undertaken through the implementation of several activities extensively listed on the Project's logic matrix. The most important of them can be divided as follows:
- Expanding and disseminating the knowledge base about trafficking in persons for commercial sexual exploitation and forced labour exploitation in Brazil, as well as analyzing technical difficulties arising from the coordination between both databases from the Justice Ministry and the Labor Ministry, in order to facilitate law enforcement action and anti-trafficking in persons policy and program implementation;
  - Encouraging the performing of researches by professionals and specialists in the fields of anthropology, social assistance, psychology, among others, as a manner to find trafficking prevention mechanisms and to better understand the problem;
  - Strengthening the capacity of law enforcement agencies to investigate and prosecute cases of trafficking in persons at the municipal, state and Federal levels, and/or to support other capacity-building activities, in coordination with other programs that are already being developed with other international technical cooperation agencies;
  - Performing seminars and joint activities to train members from the Judiciary Power (Federal and Labor), from the Executive (Federal Police and Labor Auditors), and from the Attorney General Office (Federal and Labor) as a manner to spread such training to their representations in the states and municipalities where the project's intervention takes place;

---

<sup>9</sup> It is important to note that the objectives and the overall strategy of the project will be revised following the recommendations of the mid-term evaluation and in line with the findings of the proposed review.

- Strengthening international cooperation to combat trafficking in women and men, girls and boys for commercial sexual and forced labor exploitation;
  - Reviewing legislation issues and discussing the combat against trafficking in persons;
  - Mainstreaming trafficking issues into existing social policies, programs and plans;
  - Awareness raising, mobilization of government technicians, employers' and workers' organizations, and key civil society actors for prevention and attention to victims, and empowering at-risk populations;
  - Training skilled leaders to spread the knowledge about the factors that lead several segments of society to be victims of trafficking, as a prevention strategy and possible withdrawn from such situation. Such leaders would be recruited from their own environment, as community leaders, pastoral agents, teachers, among others;
  - Strengthening structures for recruiting rural and urban workforce; and
  - Encouraging the creation of denunciation channels and state hotlines
8. As a current practice of international technical cooperation initiatives, the Project has been planned to undertake two evaluation procedures until its conclusion: one at halfway of its lifetime (approximately after 18 months) and one at its end. The current Terms of Reference aims at defining criteria for the Project's Mid-Term Review, expected to take place between July and August 2007.

## **II. Purpose and scope of the review**

9. The progress of the Project's results and activities has been gaining momentum, as they managed to be in tune with national political and technical commitments from a series of counterparts now involved in combating trafficking in persons in Brazil. Such progress has been thoroughly documented in three Technical Progress Reports (TPRs) so far and, as indicated and expected, the year of 2007 promises to provide the needed conditions to focus the team's work towards consolidating the theme in the national sphere. Considering the fact that progress in the project has been in this fast and key momentum, the Project's execution team in Brazil has agreed with its technical backstop at headquarters to perform an internal project review (self-evaluation), which will be afterwards deepened through the planned independent external final evaluation.
10. The main purpose of this internal review is to assess the current situation of the project, including its main achievements, bottlenecks and limitations. It will simultaneously provide inputs for decision-making on necessary adjustments in the strategy of the project, and make proposals for actions that should be considered to fine-tune its activities and sustain the achievements of the project as a whole.
11. The review will cover all interventions targeted at combating trafficking in persons for commercial sexual exploitation and for forced labour practices that have been

implemented under the Project TIP in Brazil, both at national and state levels. The main users of the review will be ILO (specially the Direction and Programme units in its office Brazil, besides IPEC and DECLARATION in headquarters), USAID, in addition to the Project's counterparts involved in the current development of the National Policy and the National Plan against Trafficking in Persons.

### **III. Proposed methodology, resources and administration**

12. The review will have a total duration of approximately 5 weeks. The proposed methodology will include the following main steps:

- ➔ Desk Review and preparatory work (*August 1<sup>st</sup> to 2<sup>nd</sup>, 2007*).
- ➔ Stakeholder meetings in Brasilia and interviews (*August 3<sup>rd</sup> and 6<sup>th</sup> 2007*).
- ➔ Field Work: 2-day mission to Sao Paulo as well as a 2-day mission to the State of Pará, where project activities have been implemented (*August 7<sup>th</sup> to 10<sup>th</sup> 2007*).
- ➔ A final consultation/debriefing in Brasilia including the main project partners, with the participation of USAID, to discuss preliminary findings of the review. (*August 13<sup>th</sup> and 14<sup>th</sup>, 2007*).
- ➔ Preparation of the review report: the review team will prepare a short report that will serve as an essential input for the amendment. The draft report (in English and Portuguese) shall be prepared by *September 10<sup>th</sup>*, at the latest. This report will be circulated to key stakeholders for comments.

13. The review will be carried out by an internal team of ILO staff. ILO staff will include the project coordinator, two members of the ILO Office in Brazil, and a representative from HQ IPEC and Declaration. The HQ official will act as team leader and will be responsible for preparing the review report with inputs from the other members of the team.

### **IV. Key Aspects to be addressed**

#### **14. Project Design and Strategy**

- a. What are the main strengths and weaknesses of the project? What are the main achievements and limitations / bottlenecks to date? What kind of new problems and necessities have come up as a result of political, economic, social or other changes, including changes resulting from project activities?
- b. Do the Project's activities and/or interventions have a human rights and a gender sensitive approach? How has this been achieved so far?
- c. Do the existing objectives continue to be valid and are they realistic or do they need to be reformulated?

Regarding IO 1 (see above), has the knowledge based increased and what is the impact of these studies/ knowledge in the key stakeholders perceptions and actions regarding the combat of trafficking in girls, boys and adults? Has there been a focus on CSEC and forced labour exploitation in the studies, or were other dimensions also present.

Regarding IO 2 (see above), has the capacity of public and private institutions, officials and agents and law enforcing schemes to combat trafficking in persons and to protect victims, been strengthened at both local and national levels? Have federal initiatives or local programs been more effective? As per the performance indicators in the project document, can we see an impact on the following items: i) increase on the number of victims rescued (male and female); ii) increase in the rate of prosecuted cases of TIP of women, men and children; iii) have there been legislative changes regarding trafficking in persons?

Regarding IO3, by the end of the Project, can we say that at this mid point of the project the awareness on trafficking in persons in Brazil has increased? For which sectors of the society is this valid, and in which regions there has been a stronger impact?

### Project Organization and Implementation

- a. How does the communication and information sharing take place?
- b. Decision-making and division of labor: how it has been initially planned, organized, and implemented? Functions and responsibilities: are they being distributed among the Project's team in a balanced manner? Do individual functions and responsibilities continue to be compatible with initial job descriptions and expectations? What should be changed and what can in fact be changed?
- c. How do local and national management structures work together? Assess the participation of different relevant actors in the project. How do these structures participate in terms of program implementation? How does their participation affect the outcomes of the project?
- d. What is the precise role of the "Project Advisory Board", comprising with representatives from the ILO, from the Brazilian Government, national social partners, as well as from USAID, UNODC, and other bilateral and multilateral international technical cooperation agencies? Is the role of this committee useful for the project management and coordination?
- e. Assess the degree to which project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions of trafficking in persons for commercial sexual exploitation and for forced labor practices. What are the criteria used for determining these categories and common definitions?
- f. Efficiency and use of resources: What is the relation between inputs and the quality and amount of outputs of the project? Are there alternative strategies that allow obtaining more and better results with the available resources, which could be used after the Mid-Term Review of the Project?
- g. Resource reprogramming: how do initial financial allocations need to adapt to changing project demands and opportunities? Which are the needs and which are the coordination's proposals? How external conditions affected the availability of the Project's resources (such as deep changes in local currency indices, price changes, and/or any external factors)?
- h. Use of material produced by the project. Assess the degree to which material produced by the project has been used (such as campaign packages, information

folders, manual and publications on Trafficking in Persons). How can their use be increased and improved?

**15. Sustainability of the Project**

- a. What changes have there been regarding action of public institutions to combat trafficking in persons and which are the key stakeholders for guaranteeing the triad prevention/ repression/ reinsertion of victims in the future?
- b. What is necessary so that similar activities will be continued, or will be extended to other regions or sectors in the country? Assess the financial, human and management capacity in the country to maintain the results of the project in the longer run.
- c. Assess the current project's exit strategy and the adaptations needed to ensure the sustainability of the achievements after the end of the amendment.

**V. Conclusions and Recommendations**

16. Based on the analysis of the collected information, the review team will draw conclusions as well as concrete recommendations that can be used for making necessary adjustments in the strategy of the project, and for formulating the amendment.

## 8.4 Evaluation Agenda

### AGENDA

**August 1-4, 2007**

**TIP team:** Thaís Dumêt Faria (Coordinator), Andréa Bolzon (Project Official), Márcia Vasconcelos (Project Official), Rodrigo Penna (Project Assistant), Carolina Vilalva (Project Assistant) and Fernanda Carvalho (trainee).

#### August 1, 2007

##### Wednesday

**9:00 a.m.** – TIP team – Location: ILO

**10:00 a.m.** – Laís Abramo (Director of the ILO Office in Brazil), Thaís Dumêt (Coordinator of the Project against Trafficking in Persons), Beatriz Cunha (Programming Official) – Location: ILO

**11:00 a.m.** – Anita Amorim, Thaís Dumêt, Márcia Vasconcelos, Andréa Bolzon, Rodrigo Penna, Jennifer Adams (Director of the USAID office in Brazil) and Gabriela Goulard (USAID Project Official) – Location: Embassy of the United States

**02:00 p.m.** – TIP team – Location: ILO

**05:30 p.m.** – Anita Amorim, Laís Abramo, Thaís Dumêt, Márcia Vasconcelos, Minister Matilde Ribeiro of the Special Secretariat for the Promotion of Racial Equality Policies and a team of SEPPIR. Location: SEPPIR.

#### August 2, 2007

##### Thursday

**9:00 a.m.** – Marina Oliveira (UNODC Project Official), Anita Amorim, Thaís Dumêt, Carolina Vilalva – Location: ILO

**10:00 a.m.** – TIP team – Location: ILO

**02:30 p.m.** – Leila Paiva (Project Coordinator of Partners of the Americas), Anita Amorim, Thaís Dumêt, Rodrigo Penna – Location: ILO

**04:00 p.m.** – Bárbara Campos (Coordinator of the center against trafficking in persons of the Ministry of Justice), Anita Amorim, Thaís Dumêt – Location: ILO.

**05:00 p.m.** – Bárbara Campos (National Justice Secretariat), Felipe Tavares Seixas (representative of the Federal Police), Bernardo Brazil (Ministry of External Relations), Anita Amorim, Thaís Dumêt – Location: ILO.

**06:30 p.m.** – Neide Castanha (National Committee), Anita Amorim, Thaís Dumêt – Location: Café da Rua 8.



### **August 3, 2007**

#### **Friday**

**09:00 a.m.** – TIP team – Location: ILO

**02:00 p.m.** – Dr. Ela Wiecko, Deputy Attorney General (Office of the Attorney General), Anita Amorim, Thaís Dumêt, Andréa Bolzon – Location: PGR

**04:00 p.m.** – Dr. Erlan José Peixoto do Prado (Public Prosecutor's Office for Labor Affairs), Anita Amorim, Thaís Dumêt, Andréa Bolzon – Location: MPT.

### **August 6, 2007**

#### **Monday**

**10:00 a.m.** – Carmen Oliveira (Special deputy secretary for the rights of children and adolescents of the State Secretariat for Human Rights) Anita Amorim, Thaís Dumêt– Location: State Secretariat for Human Rights.

**12:30 p.m.** – Ana Yara Paulino (Social Observatory Institute – IOS), Anita Amorim, Andréa Bolzon – Location: Restaurant.

**03:30 p.m.** – Inspector Derene (Federal Highway Police – PRF), Anita Amorim, Thaís Dumêt – Location: Headquarters of the Federal Highway Police / Brasília.

**07:00 p.m.** – Trip to the city of Rio de Janeiro, state of Rio de Janeiro.

### **August 7, 2007**

#### **Tuesday**

**10:30 a.m.** – Ricardo Ponzi (National Federation of Water Transportation Systems and Similar Systems / ITF), Anita Amorim, Thaís Dumêt – Location: Headquarters of FNTTAA / Rio de Janeiro

**12:30 p.m.** – Father Ricardo and Researchers of GPTEC (Contemporary Slave Labor Research Group), Anita Amorim, Thaís Dumêt, Andréa Bolzon – Location: Campus of UFRJ, Federal University of Rio de Janeiro.

**04:00 p.m.** – Leonardo Sakamoto (Repórter Brasil, the agency which is implementing the Action Program for training multipliers and carrying out applied research for eradicating slave labor in Brazil), Anita Amorim, Thaís Dumêt, Andréa Bolzon – Location: Campus of UFRJ, Federal University of Rio de Janeiro.

### **August 8, 2007**

#### **Wednesday**

**07:00 p.m.** – Trip to Belém, state of Pará.

### **August 9, 2007**

Thursday

**09:00 – 10:30 a.m.**

Meeting with the Justice Secretary representing the Governor of the State of Pará, Mrs. Socorro Gomes, and with the Executive Secretary of the Labor and Social Promotion Agency of the State of Pará, Ivanise Rabbit Gasparim, Anita Amorim, Thaís Dumêt and Márcia Vasconcelos.

**02:30 – 03:30 p.m.**

Exhibition on the Project against Trafficking in Persons of ILO at the 23rd Ordinary Meeting of the Public Safety Council of the North Region, Anita Amorim, Thaís Dumêt and Márcia Vasconcelos.

**04:30 – 05:30 p.m.**

Meeting with the chief justice of the Court of Appeals of the State of Pará, Judge Albaniza Lobato Bemerguy, Anita Amorim, Thaís Dumêt and Márcia Vasconcelos.

**August 10, 2007**

Friday

**09:00 – 11:00 a.m.**

Meeting with the Mayor of Belém, Duciomar Gomes da Costa, Anita Amorim, Thaís Dumêt and Márcia Vasconcelos.

**11:30 a.m. – 12:30 p.m.**

Meeting with acting Attorney General of the State of Pará, Almerindo José Cardoso Leitão, and Anita Amorim, Thaís Dumêt and Márcia Vasconcelos.

**02:00 – 04:00 p.m.**

Meeting between CNT and Unions, Anita Amorim, Thaís Dumêt and Márcia Vasconcelos.

**04:00 – 06:00 p.m.**

Meeting with INFRAERO, Federal Police, Federal Prosecutor's Office, Internal Revenue Service and the NGO Sodireitos, Anita Amorim, Thaís Dumêt and Márcia Vasconcelos.

**August 11, 2007**

Saturday

**03:00 p.m.** – Trip to Brasília, Federal District.

**August 13, 2007**

## Monday

**07:30 a.m.** – Breakfast with Laís Abramo, Anita Amorim, Thaís Dumêt, Patrícia Audi and Beatriz Cunha – Location: ILO.

**09:00 a.m.** – Meeting with Minister Nilcéa Freire and Aparecida Gonçalves (Special Secretariat for Women's Policies), Anita Amorim, Thaís Dumêt, Marcia Vasconcelos and Laís Abramo – Location: SPM.

**11:00 a.m.** – Meeting with Ruth Vilela (Labor Inspection Secretariat, Ministry of Labor and Employment), Anita Amorim and Patrícia Audi – Location: MTE.

**02:00 p.m.** – Internal Meeting with the TIP team – Location: ILO.

**05:00 p.m.** – Meeting with Peter Tinsley (Attaché for Labor Affairs of the US Embassy in Brazil), Anita Amorim – Location: ILO.

**07:00 p.m.** – Reception party for Anita Amorim – Location: FNAC Brasília.

## August 14, 2007

### Tuesday

**10:00 a.m.** – Meeting with Ambassador Farani (Chief of Staff of the Ministry of External Relations), Anita Amorim, Laís Abramo, Pedro Oliveira, Beatriz Cunha, Thaís Dumêt, Rodrigo Penna – Location: Ministry of External Relations.

**11:00 a.m.** – Meeting with the Minister of External Relations, Celso Amorim, Anita Amorim, Laís Abramo, Pedro Oliveira, Beatriz Cunha, Thaís Dumêt, Rodrigo Penna – Location: Ministry of External Relations.

**02:00 p.m.** – Debriefing on the preliminary results of the evaluation with Laís Abramo – Location: ILO

**04:00 p.m.** – Debriefing on the preliminary results of the evaluation with Gabriela Goulart and Alex Araújo (USAID) – Location: ILO.

## **Annex 1. Indicators and Means for Checking Outputs**

In its original version, the Project Document pointed out some reference indicators. However, the same document suggested the importance of instructing the project team to consult with their partners and the Brazilian Government for reviewing and detailing these indicators and means for checking outputs. With the aim of preparing the Project Monitoring Plan (PMP), the first Planning Meeting, held in April 2007, was a much-expected opportunity for evaluating the need to change the original indicators.

The indicators detailed in the Project Document include:

### **Objective 1:**

- Improving the knowledge base on aspects related to trafficking in persons in Brazil which have not been documented so far.

### **Objective 2:**

- Increasing the number of women and men, girls and boys who are rescued while being trafficked for sexual exploitation and forced labor purposes by the Federal Highway Police, police stations, border police, migration officers, and other legal operators.
- Increasing the number of judged cases of trafficking in women and men, girls and boys for commercial sexual exploitation and forced labor purposes in Brazil.
- Increasing the number of trafficking networks identified by legal operators and other competent authorities.
- Increasing the number of victims of trafficking in persons referred to protection and assistance networks.
- Greater support to bills designed to establish laws for trafficking in persons submitted to the National Congress, taking into account international labor conventions and fundamental labor principles ratified by Brazil.
- Increasing the number of strategic partner organizations which include the trafficking in persons issue in their working agenda and programs.

### **Objective 3:**

- Increasing the number of women and men, girls and boys informed on the risks and manifestations of trafficking in persons and on the assistance they can get from legal operators in Brazil.
- Increasing the number of articles published in the media on trafficking in persons and repressive actions designed to fight it.

The original indicators listed above were approved after being read, analyzed, and discussed by the partners at the TIP Project Planning Meeting and by the members of the team and of the Programming Unit of the ILO Office in Brazil. Based on these discussions, it was concluded that it would be necessary to change some of the indicators, cancel some of them for not being specifically relevant to the Project activities, and add others to facilitate the monitoring of the outputs.

As a result of this evaluation, the Project Monitoring Plan (PMP) was finally prepared based on the indicators listed in the tables below:

***Immediate Objective 1: At the end of the project, the knowledge base on trafficking in persons for sexual and forced labor exploitation purposes in Brazil will have been increased and validated.***

Indicators	Measuring unit	Source	Total index (up to March 2007)
1. Number of studies on trafficking in persons directly produced with the financial support from ILO.	1 unit = 1 study	ILO and Constituents	<b>5</b>
2. Number of mentions / bibliographic references on studies funded by ILO.	1 unit = 1 bibliographic reference or source	Internet, clipping, bibliographic research in libraries, academia, etc.	<b>0</b>
3. Number of academic articles, tests, theses and dissertations written on the topic.	1 unit = 1 academic paper	CAPES/CNPq database	<b>16</b>
4. Number of new traffic routes identified.	1 unit = 1 trafficking route	NGOs, civil society, police forces	<b>3,095</b>
5. Number of training manuals and information manuals produced and launched by ILO.	1 unit = 1 manual	Internal contacts and seminars	<b>3</b>

***Immediate Objective 2: At the end of the project, the capacity of public and private institutions, legal operators and staff of organizations in charge of preventing, providing information on and enforcing the law on trafficking in persons and of protecting its victims will have been strengthened at the local and national level.***

Indicators	Measuring unit	Source	Total Index (up to March 2007)
------------	----------------	--------	-----------------------------------

1. Number of criminal cases brought before federal and state courts involving slave labor, sexual exploitation, and trafficking in persons.	1 unit = 1 case brought before a court	Public Prosecutor's Office for Labor Affairs and Federal Prosecutor's Office.	<b>17</b>
2. Number of recommendations for legislative changes submitted to Congress.	1 unit = 1 bill	National Congress (House of Representatives and Federal Senate)	<b>2</b>
3. Number of policies, bills and programs for combating trafficking in persons at municipal, state and federal level.	1 unit = 1 policy, program or plan.	TIP Project inter-institutional network	<b>8</b>
4. Number of technical meetings with governmental partners to discuss policies designed to combat trafficking in persons.	1 unit = 1 meeting	TIP Project Agenda	<b>77</b>
5. Number of victims of trafficking for forced labor and sexual exploitation purposes rescued.	1 unit = 1 victim (man, woman, boy or girl)	Database on forced labor of the Federal Police, NGOs which assist victims, Interpol, National Justice Secretariat, Brazilian Consulates.	<b>1,301</b>
6. Number of legal operators informed and trained on the topic.	1 unit = 1 legal operator	List of participants in seminars and workshops.	<b>1,414</b>
7. Number of civil society representatives informed and trained on the topic.	1 unit = 1 representative of a civil society organization	List of participants in seminars and workshops.	<b>822</b>

***Immediate Objective 3: At the end of the project, awareness on trafficking in persons in Brazil will have been enhanced.***

Indicators	Measuring unit	Source	Total index (up to March 2007)
1. Number of articles on trafficking in persons published in the written press.	1 unit = 1 article written and published	Clippings of articles in the written press	<b>174</b>
2. Number of stories on trafficking in persons aired on the TV.	1 unit = 1 televised story	Clippings of televised articles	<b>22</b>
3. Number of articles on trafficking in persons available on the Internet.	1 unit = 1 article written and posted on the Internet	Internet	<b>184</b>
4. Number of investigations on trafficking in persons.	1 unit = 1 investigations	National Justice Secretariat	<b>35</b>
5. Number of state and national campaigns on trafficking in persons.	1 unit = 1 campaign	Federal Government and local governments	<b>3</b>
6. Number of campaign materials on trafficking in persons distributed	1 unit = 1 sensitization campaign material	Distribution list	<b>38,000</b>
7. Number of informative materials on trafficking in persons distributed.	1 unit = 1 informative material	Distribution list	<b>19,600</b>

The revision of indicators during the process of building the Project Monitoring Plan was fundamental to produce a clearer division of data which could be more easily collected at each reporting period. However, more than one year after these indicators began to be used in the PMP, there are still some challenges to be faced:

- With regard to the amount of policies and plans against trafficking in persons (Objective 2), it is still somewhat difficult to get information on plans at the municipal level. This is particularly due to the fact that it is unfeasible for the Project to collect data actively because of the huge number of municipalities existing in the country. This information ends up being passively collected in reports

prepared by third parties, in state seminars, and in contacts made at the initiative of the municipalities themselves (as was the case of the City Hall of Juiz de Fora, which adopted an independent municipal policy and plan and got in touch with the project team to join existing state-level and municipal initiatives).

- As for the indicator based on the number of investigations in trafficking in persons (Objective 3), it was seen that it is not feasible to determine the number of investigations being carried out at the state level. Considering that Brazil still lacks a system for collecting information on investigations and judicial proceedings at the level of the states, the Project decided to report only the number of federal investigations under way in response to this indicator. With a view to addressing this challenge, the Project has been stimulating the establishment of a unified system for this purpose at the National Justice Secretariat and the Office of the Attorney General. However, until such a system is finally available in the country, the figures for this indicator will invariably fail to reflect the actual situation, as they will only take into account federal investigations.
- Investigations and judicial proceedings constitute distinct stages in the Brazilian penal process. Unfortunately, when the PMP was built and the original indicators were revised, the need to create one indicator for investigations and another one for the actual prosecution of cases was not contemplated. In keeping with the original PMP, no specific indicator was added for actual proceedings, but the Project has been collecting this information informally using all the means available to it.
- As for the indicator for the number of stories on trafficking in persons aired on TV (Objective 3), it was seen that it was difficult to clip articles from open or cable TV newscasts in Brazil. This is due to the high costs involved and to the small number of companies providing television clipping services. Given these factors, the Project has only been doing this during periods of intense public activity of the project, such as during a large seminar, social mobilization action, or publication of a new study or guide. Therefore, the figures contained in this indicator should be considered as approximations which not measure the situation with absolute precision, considering that not all media stories during a certain period of time are measured by the Project.