



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

### **Combating the trafficking of children for labour exploitation in West and Central Africa**

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**An independent evaluation by a team of external consultants**

**Benin, Burkina Faso, Cameroon, Cote d'Ivoire, Gabon, Ghana, Guinea, Mali, Niger, Nigeria,  
Senegal and Togo**

**April 2007**

**This document has not been professionally edited.**

## **NOTE ON THE EVALUATION PROCESS AND REPORT**

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants<sup>1</sup>. The field mission took place in July 2006. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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## GLOSSARY

AP	Action Program
ADB	African Development Bank
BBC	British Broadcasting Cooperation
Caritas	Catholic NGO
CL	Child Labour
CLM	Child Trafficking Monitoring System
CT	Child Trafficking
CSEC	Commercial Sexual Exploitation of Children
CTMS	Child Trafficking Monitoring System
HQ	Headquarters
IGAs	Income-Generating Activities
ILO	International Labour Organization
INGO	International Non-Governmental Organisation
IPEC	International Programme on the Elimination of Child Labour
ISO	International Organization for Standardization
LVC	Local vigilance committees
MAEJT	Mouvement Africain des Enfants et Jeunes Travailleurs (African Movement of Young Workers)
NGO	Non-government Organization
NCLS	National Child Labour Surveys
NSC	National Steering Committee
UNAIDS	UN organization for AIDS
PAC	Provincial Action Committee
RWOGAT	Regional Working Group Against Trafficking in Person in particular Women and Children in West and Central Africa
SPIF	Strategic Program Impact Framework
TBP	Time-Bound Program-ILO/IPEC Program of Support to TBP
ToR	Terms of Reference
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USDOL	United States Department of Labor
USDOS	United States Department of State
VVC	Village Vigilance Committee
WACAP	West African Commercial Agriculture Program
WB	World Bank
WFCL	Worst Forms of Child Labour

The results of this evaluation are obtained thanks to the firm desire of LUTRENA staff to have their work reviewed and to receive an orientation for the program's future. This powerful staff motivation was manifest throughout the evaluation process in the three different groups of countries visited, where LUTRENA's coordinators involved themselves with great optimism and dynamism in the evaluation. The resulting main findings, observations and recommendations may indeed be largely considered as the fruit of their hard work and enthusiasm.

This is as much true for those working in partner organizations within the various program areas, as they also engaged themselves fully in the process when the mission visited their programs. The evaluators are very grateful for the help of all those who facilitated the mission directly (secretaries, drivers) or indirectly (administrative staff).

Furthermore, the mission was greatly assisted by the approachability and active support of many government personnel. This was remarkable at all levels - in the villages, at provincial/regional level, and in the national offices of the ministries concerned.

LUTRENA's Regional Coordination Office in Dakar, consisting of the Chief Technical Adviser Mr Michel Grégoire and his team of technical and support staff, was instrumental in organizing the three separate missions and the joint evaluation workshop in Dakar.

The mission would also like to thank the representatives of international agencies, international and local NGOs, who helped it to get a clearer view of LUTRENA's operational environment in the two sub-regions, i.e. West and Central Africa.

Mention should also be made of the Geneva desk officer Ms Naomi Asukai, who actively prepared and guided the evaluation from a distance.

Finally, thanks are due to the program's donors USDOL, USDOS and DANIDA who gave essential financial support to this evaluation process.

## EXECUTIVE SUMMARY

1. The report presents the results of an evaluation process carried out by three independent evaluators between June 26<sup>th</sup> and July 14<sup>th</sup> 2006. The time for interviews, meetings and field visits proved to be very short, which forced the evaluators to focus on those issues which clearly came out of the Terms of Reference and out of early evaluation discussions as the most essential ones. They are therefore the backbone of this report.
2. The evaluation looked particularly into the following subjects: the root cause of CT (child trafficking) and the way the program addresses it (*Chapter 4. Poverty Reduction Strategy*), certain phenomena linked to CT which are not yet well understood (*Chapter 5. Problems Still Under-Studied*), the way the program monitors CT and the impact of its actions (*Chapter 6. Monitoring System*), the program's impact and shortfalls in helping to create a legislative context (*Chapter 7. Legislation*), the strengths and the weaknesses of the use of Action Programs (*Chapter 8. Action Programs*), the way children as the primary beneficiaries are involved in the Program (*Chapter 9. Children's Participation*), community-level structures as program tools for CT prevention (*Chapter 10. Proliferation of CBOs*), the need for those involved in the combat against CT to be distinguished and appreciated (*Chapter 11. Visibility and Recognition*), the crucial question of the sustainability of the program's actions (*Chapter 12. Sustainability*), the need for LUTRENA to optimize the learning of lessons within and extern to the program (*Chapter 13. Exchange of Experience*), the implications of the use of discriminating country status (*Chapter 14. "Core" and "Non-Core" Countries*), the way LUTRENA relates to its mother program IPEC (*Chapter 15. Relationship IPEC/LUTRENA*), and the results of a reflection exercise during the final workshop on the program's future (*Chapter 16. Prioritization of Future Action*). The report ends with some observations and recommendations (*Chapter 17. Some Observations* and *Chapter 18. Recommendations*).
3. In its *Chapter 3. Main Findings* the report states that within the overall CT combat the LUTRENA program has been able to contribute positively and in many ways to eradicate CT and that its most important achievements have been i) the mobilization of actors on different levels (as a true "federative program"), ii) the harmonization of national legislation, and iii) the implementation of concrete positive actions.
4. The evaluation looked specifically into poverty as the generally recognized main cause of CT. It concluded that, although poverty reduction through income-generating activities (IGA) to the benefit of parents of CT victims or potential victims is important, LUTRENA may not necessarily be the most logical entity to take this enormous task on. It is noted that the program operates with relatively low budgets and it has limited technical know-how in this field.
5. It is explained that there is still too little known by all actors in the CT and CL fields regarding CT in relation to domestic work, Coranic schools and sexual exploitation and that LUTRENA is well placed to play a leading role in ensuring that pointed studies on these phenomena are undertaken.
6. The evaluation noted that there are still insufficient statistics to allow for a valid understanding of the CT problem at large as well as for a regular monitoring of individual cases of former victims and their families. Recommendations are provided on how to improve the CT monitoring system.
7. As far as legislation is concerned it is observed that the program has particularly been able to achieve much in this field. It has been instrumental in the creation of a legislative structure as a deterrent against CT on national, bi-national and sub regional levels. It is however important now to ensure that the laws, legal texts and agreements are being adhered to and implemented.
8. A critical analysis is provided on the usefulness of the Action Programs (AP) as a tool for program implementation. It is observed that there are particular problems related to their approval process, short duration and low budget levels which make them much less effective than they were meant to be and which even question the sustainability of their impact. Recommendations are provided on how to improve the AP.
9. The report notes that although children – as former or potential victims - are the primary beneficiaries of the program, they themselves are still little involved in the project cycle. The

conclusion is that with a much more active participation of children in the program, LUTRENA would be able to make use of a very strong advocacy group in the combat against CT.

10. Although the village vigilance committees (VVCs) have proved to be useful vehicles in the prevention of CT at community level, the evaluation questions the set up of these committees as specific LUTRENA structures and their sustainability. It is noted that it is a community-based organization (CBO) amongst many others and recommends for the program to make more use of existing CBOs.
11. The report looks further into the need to increase the visibility and recognition of those who are most directly involved in the combat against CT.
12. The question of sustainability of LUTRENA's actions is largely addressed. It is shown that elements exist which so far seriously hamper sustainability, a very important one being the absence of a clear exit strategy. The evaluation provides some practical recommendations to address this problem.
13. It is clear that the concept of the LUTRENA program has integrated only little synergies with other initiatives in the two sub-regions within the ILO in general, or even within IPEC in particular. Although within LUTRENA itself efforts are made to learn from each other, this is mostly done through the sharing of experience during meetings and through documentation. The evaluation recommends also other ways for the program to increase the learning of lessons based on concrete experience.
14. The report notes further that the division within the program between countries which are "core" and others "non-core" is not much favored by the key staff and indeed does not make much sense within a sub-regional program of this type. It is therefore recommended for all program countries to have the same status in the future, but with differences in budgetary levels according to the scale of the CT problem.
15. The evaluators – maybe naively – questioned the relationship between IPEC and LUTRENA. As CT is considered amongst the worst forms of CL (child labour), and given the fact that, thanks to LUTRENA, CT is already well known within the two sub regions, the question was asked if it would not be possible / desirable for one IPEC structure to continue the work. The discussions during the evaluation workshop in Dakar made it clear that the LUTRENA staff "en bloc" maintains that there is a clear need for LUTRENA to continue as a separate IPEC program.
16. At last the report presents the results of an analysis exercise done with the LUTRENA coordinators and focal points (i.e. the LUTRENA program representatives in non-core countries) on prioritizing the actions for the future. The application of existing legislation, CT prevention and an efficient CT monitoring system received the highest priority scores.
17. The report ends with some general observations and provides a number of recommendations to the attention of all stakeholders.

## 1. INTRODUCTION

The International Programme on the Elimination of Child Labour (IPEC) is a technical cooperation program of the International Labour Organization (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programs (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

The program to 'Combat the Trafficking of Children for Labour Exploitation in West and Central Africa' (LUTRENA) is a multi-donor funded program covering 12 countries in West and Central Africa. The first phase of this program, with United States Department of Labor (USDOL) funding, started officially in July 2001, although the substantive activities were initiated in November the same year. The expected end date of the LUTRENA USDOL program is June 2007. Through USDOL, Danish International Development Agency (DANIDA) and United States Department of State (USDOS) funding the LUTRENA program covers in total 12 core and non-core countries.

The program responded to overwhelming reports of children being trafficked across borders for labour exploitation in West and Central Africa. Although some cases of trafficking of children within West Africa for commercial sexual exploitation have been reported, these have been far outweighed by the numbers reportedly trafficked across borders for other forms of work, of which recruitment for agricultural sector, both commercial and subsistence, and domestic work appears to be the most important. Other types of labour exploitation include work in plantations, small trade, mining, work in stone quarries, begging and soliciting.

The program is based extensively on prior experience in the region and the prior phase of the LUTRENA program as well as a wealth of experience IPEC has been able to gain in dealing with combating trafficking for sexual and labour exploitation on a global scale. The program has profited from past IPEC experience and has utilized the good practices collected in policy development, grassroots surveillance and vertical links to relevant authorities, the use of traditional community media for awareness raising, alternative livelihood generation, and improving services to survivors over the years. The current program has made it possible to further deepen knowledge on the motives and modes of operation of cross-border trafficking. The program also addresses the questions of internal trafficking, the necessity of acting throughout the trafficking chain, and improving the knowledge of not only the supply side but the demand side of trafficking.

In April 2004, IPEC utilized the Strategic Program Impact Framework (SPIF) methodology and organized a workshop with key stakeholders to revise the program framework for the future 4 years of the program. The SPIF developed in April 2004 also ensures that activities funded by DANIDA and USDOL are fully compatible and avoids duplication of activities. Based on the revised framework, the USDOL component of the program (in phase II) was amended in particular the geographic coverage of the program.

LUTRENA consists of a comprehensive set of activities in each of the program countries, implemented in stages and aiming at contributing to the effective prevention and abolition of trafficking in children for exploitative employment in West and Central Africa, considered one of the worst forms of child labour. The main components are:

- Institutional Development
- Direct Action
- Research, Documentation and Monitoring



- Sub-regional cooperation and joint action

The immediate objectives of the program are as follows:

- At the end of the program, the legal environment at national level is more favorable to implement actions against child trafficking and the capacity of government and non-governmental organizations to address the issue will be strengthened
- At the end of the program, direct action programs aimed at the prevention and rehabilitation of child victims of trafficking in participating countries will have been established and an estimated 9,000 children will have been rescued/rehabilitated while a much larger number (approximately 18,000 children) will have been prevented from being trafficked
- At the end of the program, the knowledge on child trafficking in the sub-region will have been enhanced and the network of child labour advocates and program implementers will have been strengthened
- At the end of the program, a model for bi-lateral coordination mechanisms for prevention of trafficking of children, withdrawal from labour exploitation and reintegration will have been developed and functioning in selected countries.

Further the program has six strategic lines of action: Legal environment at national level to become more favorable; Capacity of governmental and non-governmental organizations strengthened; Action Programs to the prevention and rehabilitation of child victims of trafficking implemented; Knowledge on child trafficking is enhanced; Networks of child labour advocates and program implementers strengthened; and the Model for bi-multilateral coordination mechanisms for prevention of trafficking of children developed and functional in selected countries.

The implementation rhythm is different in each of the countries. As a whole, several substantive activities have been carried out in the nine countries. Among them, 57 action programs (APs) and 23 mini-programs have been instituted (of which 20 APs completed) in the areas of awareness raising, creation of surveillance committees and repatriation, rehabilitation, prevention and protection of children, while some 20 APs are currently in the process of being approved. 138 training/capacity building workshops have been organized or are being planned for the different IPEC partners including implementing agencies (on design, project monitoring and evaluation), parliamentarians, journalists and press agents, relevant government ministers and law enforcement agencies.

At the regional level, LUTRENA designed a specific child trafficking monitoring system (CLM-TDE), promoted consultations on good practices and lessons learnt at sub-regional (CLVs) and national levels (ex. Gabon), organized meetings on the harmonization of national legislation on child trafficking in French and English speaking countries participating in the program, and developed research activities in Cameroon, Mali and Ghana. It furthermore included surveys to prepare databases on child trafficking in Benin, Gabon, and Togo, did rapid assessments to analyze or update the situation of child trafficking in geographical areas of Burkina Faso and Nigeria and conducted three studies dealing with specific sectors such as mining and the urban informal economy (Cote d'Ivoire and Nigeria) as well as trafficking in conflict countries (Côte d'Ivoire), in total 18 surveys and studies.

Technical and strategic work undertaken by LUTRENA is increasingly being recognized in all the countries covered by the program. Memorandums of Understanding (MOU) between the ILO and the governments of Cameroon, Gabon and Cote d'Ivoire have been prepared and negotiated. Several activities are being undertaken in coordination with ILO Regional and Area Offices, national stakeholders and social partners and UN agencies.

Bilateral and multilateral agreements of cooperation against child trafficking have been signed in the sub-region with the technical and financial cooperation of the program.

The program office was originally established in Abidjan, Cote d'Ivoire. Due to the political instability in this country, the program was relocated to Dakar, Senegal, at the beginning of 2003. This has caused delays in the implementation of some of the planned initiatives and the provisional suspension of activities in Cote d'Ivoire until end of May 2003.

## **2. EVALUATION BACKGROUND, SCOPE AND PURPOSE AND METHODOLOGY**

### **Background**

As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out. The Terms of Reference were based on the outcome of this process and inputs received in the course of the consultative process.

This interim evaluation is an independent, external evaluation managed by IPEC's Design, Evaluation and Documentation section (DED) and it was implemented by 3 consultants with no prior involvement in the program.

The present program has undertaken an independent mid-term evaluation exercise of Phase II of the USDOL component (RAF/01/53/USA, P.340.01.100.053) in July 2003. At that time the evaluation found that the program had been able to mobilize the necessary stakeholders on all levels, had developed a series of original approaches to raise the awareness of the general public, had supported the participation and contribution of the countries to the sub-regional process of harmonizing national legislations, developed several good pilot experiences in the field of reintegration and support of children to their families and the program had successfully been able to combine the components of the program through concrete field activities. (Mid-term Evaluation pg. 6). The mid-term evaluation further made several recommendations which were discussed by stakeholders and considered in the USDOL program addendum of 2004.

The current evaluation is the interim evaluation for the USDOL component and the final evaluation for DANIDA and USDOS components which are coming to a close in June 2006. As all three components of the program were designed within the same framework, it was decided that the program be evaluated as a whole and not by individual components. The following chapters, representing the findings of the evaluation process, therefore reflect the program as a whole and no specific references and assessments have been made to donor-linked program components.

### **Scope and Purpose**

The scope of the present IPEC evaluation includes all program activities to date including Action Programs. As explained, the evaluation looked at the program covering the individual program components (USDOL, USDOS, Danida) as a whole and addressed issues of program design, implementation, lessons learned, replicability and recommendations for use in any future intervention. Through field visits, the evaluation covered all nine core program countries.

The evaluation serves primarily as a planning and learning tool for the program management team and IPEC. The main purpose of the evaluation was to i) review the ongoing progress and performance of the program (extent to which immediate objectives have been achieved and outputs delivered), ii) to examine the likelihood of the program achieving its objectives and iii) an investigation on nature and magnitude of constraints, the factors affecting program implementation and an analysis of factors contributing to the program's success.

Because of the significant time limitation – an issue raised by the evaluators during the final workshop in Dakar – the evaluation focused mainly at the analysis of the nature and magnitude of program constraints and factors contributing to the program's success (purpose iii).

This evaluation report hopes to provide all stakeholders with information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. The evaluation also

expects – albeit in a very modest way – to contribute to the enhancement of the knowledge base in the area of trafficking for labour exploitation. The evaluation assessed the overall impact of the program at different levels such as at policy level, organizational (partner) level, beneficiaries’ level, community level and household level. It documents lessons learned and potential good practices, and provide recommendations on how to integrate these into planning processes and implementation of future IPEC activities in the program countries.

### **Methodology**

The mission took place between 26 June and 14 July 2006 – including 9 days of field visits – and, besides LUTRENA’s Regional Coordination Office in Senegal, the following program countries were visited: Cameroon, Togo, Benin, Ghana, Ivory Coast, Burkina Faso and Mali.

The three evaluators have had interviews and meetings with hundreds of stakeholders - including CT victims and their families. In most cases, respondents were quite available to share their experiences and opinions on Child Trafficking and Child Labour and on the program with the mission.

The evaluation was as “participatory” as possible within the limited time given to the overall process. LUTRENA Country coordinators not only supported the evaluators in meetings with partners, during the field visits and at evaluation workshops, but they also actively took part in the evaluation process by addressing the evaluation questions directly or indirectly through joint interviews with partners and beneficiaries.

For each program country the evaluation process used questionnaires based on the ToR and which were made specific for “core” and “non-core” countries. These questionnaires were filled in – mostly during the field visits – between the evaluators and the LUTRENA country coordinators, with additional or confirming information coming from interviews and meetings with beneficiaries, staff of partner organizations and Government. For the “non-core” countries, the questionnaires were filled in by LUTRENA’s focal points.

Evaluation workshops for LUTRENA staff and partners were held in Yaoundé (for Cameroon), in Accra (for Ghana), in Abidjan (for Togo and Ivory Coast), and in Bamako (for Burkina Faso and Mali). These workshops were helpful in validating the outcome of the country evaluation processes.

The mission held a final evaluation workshop on July 14<sup>th</sup> at the LUTRENA Coordination office in Dakar for all LUTRENA country coordinators from “core” countries and focal points from “non-core” countries to present, discuss and synthesize its findings.

Each evaluation team member drafted a background report based on their field visits and submitted the reports to the team leader. The team leader used these background reports and the results of all of the above-mentioned evaluation activities to draft the final main report.

### **3. MAIN FINDINGS**

#### **General Conclusion**

In general, the LUTRENA program has been able to contribute positively and in many ways within the overall combat to eradicate Child Trafficking (CT). The most important achievements have been:

#### **The mobilization of actors on different levels**

The program has informed, inspired and trained many staff in many organizations, thereby creating institutional capacities and commitments which are crucial for the CT eradication process. Those who benefited from LUTRENA's support or partnership are:

- Government services: in particular the ministries concerned with labour and social affairs, but also those concerned with justice, interior, education, health and foreign affairs (for cross-border traffic)
- Civil society organizations: labour unions, employers organizations, NGOs and religious groups, CBOs and traditional authorities
- International organizations within the UN system: ILO, UNICEF, IOM, and at times UNHCR (e.g. Cote d'Ivoire)

LUTRENA can therefore be considered a true «federative program», not in the least thanks to its strategic and technical capacities.

#### **Harmonization of national legislation**

The program provides active support to the participation and the contribution of countries to the sub regional harmonization process of national legislation on child trafficking. The program strengthens and closely monitors the evolution of the legal context within all 9 “core” beneficiary countries with an aim to come to a complete harmonization within the sub region.

#### **Implementation of concrete actions**

Through concrete actions at field level, the program combines its roles in advocacy, capacity building and reinforcement of the legal environment. On a still modest level, it also tries to facilitate an exchange of lessons learned and good practice between the various countries in the sub region. By its mere existence and its easy accessibility, the program helps to increase the synergies between the various actors in this field and becomes a useful tool for everyone.

#### **Project Results**

From the progress reports it can be concluded that the project is on track to surpass its targets with regards to children withdrawn and prevented. The sustainability of these results is subject to further discussion in this report.

## 4. POVERTY REDUCTION STRATEGY

In the context of this evaluation it may be helpful to start taking a serious look at what is considered the major cause of child trafficking, i.e. chronic poverty in the area of origin of CT victims. The three evaluators have made it a point to look closely into this matter by discussing the issue at all levels: in the field with parents, teachers and local community leaders, at the management level of implementing partners (NGO or government) and with high-level political leaders (ministers, governors). The need to pay sufficient attention to this topic was considered very important by the evaluators as it relates in many ways to the program's implementation strategy, programming priorities and even the way it functions.

On the social level, discussions with partners and program beneficiaries reveal that CT, nurtured by the practice to give children to relatives or not, is more linked to poverty and ignorance, than to local culture. Nevertheless, the social status of families with a large number of children is more worthwhile, which encourages people to have large families – a choice which in the context of poverty will more easily lead to CT. Social behavior forms the core of the CT problem in all countries with program activities. This is so because within the African culture children are generally considered a common asset of the extended family and can therefore be subjected to temporary or definite transfer of “care”.

There can be different reasons for such transfer: work demand in agriculture, fishing, small-scale mining, small businesses, domestic work, restaurants, and the more obscure transfer for life in the traditional sanctuaries to pay for spiritual debts. Girls are generally solicited for domestic work, small businesses and restaurants. Socio-cultural factors play an important role, but in the case where the parents are conscious about the destination of their children and the tasks expected from them, the “trafficking” will be more like a simple transport arrangement.

However, when parents are misled by an acquaintance who makes beautiful promises about the future of the child and who is also not to be trusted, there is a different situation all together. If the parents had been sensitized in advance of such a socio-cultural trap, the worse could have been avoided. It is extremely important therefore to sensitize potential targets of such bad practices. It has been noted that CBOs and local women organizations are very effective in sensitizing communities which are touched by the phenomenon of CT.

The poverty which exists in those areas mostly touched by CT is generally recognized as one of the most determining factors of this phenomenon, together with social practice, ignorance, parents' greed and the high demand for child labour. Consequently, poverty reduction by supporting income-generating activities (IGAs) to the benefit of parents of CT victims or potential victims has become an important prevention element of the program strategy. In fact, it is hoped that with the increase of family income parents will be discouraged to pass their children on to persons who promise to “take care of them” and will instead themselves ensure their children's required schooling and well-being.

This is why the program has financed Action Programs (AP) offering parents the type of services needed to develop and succeed in certain income-generating activities. Amongst these activities we find – to name just a few: textile painting, sewing, simple cosmetics production (powder soap, soaps in blocs, ointments, and shampoos), the production of jewels for women (pearl necklaces), and cake and pastry shops. The services provided by the program cover simple training of production techniques, the primary materials (for free) and guidance and technical advice.

These services are in fact provided by LUTRENA's implementing partners whose experience and competence are mostly in the fields of social mobilization and psychosocial support to children and youth, but not necessarily in the field of micro-enterprises.

Through direct observation and discussion with those involved it became clear that the parents have acquired the technical know-how on the production techniques for which they were trained, but unfortunately their technical success does not always lead to lasting economic and financial results (the case described in Box 1 is just one example). In fact, the rupture of activities because of market problems resulting in a continuing demand for financial help from the program partners shows insufficient management capacity. The latter is indispensable in order to succeed in transforming these initiatives from family subsistence activities to viable economic affairs which can help to bring real and long-lasting socioeconomic progress to the concerned communities. The evaluators' interviews and visits revealed that in general LUTRENA's implementing partners who are responsible for these APs, do not possess the technical capacities or the required infrastructure to transfer key competences and supply appropriate business management guidance. The program itself does not have at its own disposal these crucial capacities either. That is most likely why the obtained results in this field remain fragile and marginal.

Given the actual situation with regard to program resources, orientation and available capacities of those partners working with prevention activities, it is improbable that the income-generating activities within the communities will go beyond the subsistence stage and succeed in taking parents of CT victims or potential CT victims sustainably out of the precarious social and material situation which is at the basis of CT risk.

Nevertheless, within the same intervention areas, certain governmental or nongovernmental actors, national or international have accumulated experience in the development field and are specialized in the assistance to family-level micro-enterprises.

#### **Box 1**

##### **Assistance to women groups in the Kokrobitey region in Ghana**

This AP5 aims at helping 250 families of former CT victims with material and technical support to develop income-generating activities.

The women admitted that they sold their entire production on the local markets.

After one year of this activity the Kokrobitey women expect to have the financial support to continue by LUTRENA.

The women groups do not have bank or saving accounts. They do not have an organised accounting system either. Nor do they use an investment or business development plan – however simple - of their businesses.

Therefore their technical success does unfortunately not translate into economic prosperity for the families. The basic capacity to manage these micro businesses is obviously still lacking.

Poverty eradication is a strategy which consists of various sectors where the implementation of concrete field activities requires interventions of specialized development agencies. One can therefore ask the question if LUTRENA, instead of intervening itself with direct action (with funding levels which are - to put it mildly – quite modest to respond adequately to the poverty needs of the population), should not rather play a role of advocacy and lobbying in order to convince other actors, more experienced and specialized in development, to concentrate their interventions in the areas where child trafficking is being practiced?

This question was well debated with the program's principal actors, who stressed the multidimensional character of the poverty eradication, particularly within its socio-cultural, legal, institutional and economic aspects and who generally believed that LUTRENA should continue its strategy of direct action while at the same time creating synergies with specialized partners. This would, according to them, reinforce the sustainability of the program's results.

However, the consultants consider that the program's limited resources would be more efficiently utilized when the important advocacy and lobbying role of LUTRENA are applied towards pressing the government to develop much more increased and effective local anti-poverty structures and programs in the concerned areas. Amongst others, government could increase the importance of:

- local structures to accompany the population to formulate and realize development programs;
- the introduction of micro finance in order to financially support income-generating activities;
- the intensification of the combat against corruption which has such a negative impact on the combat against CT.

It is true that the reintegration of trafficked children and the support to their families and communities necessarily needs to address the short-term creation of more resources for the family. However, overall poverty eradication in the concerned areas will certainly provide a much more sustainable program success. The evaluation's conclusion therefore is that as far as the victims, their families and their communities are concerned, it seems more logical that the implementation of income-generating activities be assigned to other agencies and that LUTRENA focus on more strategic and policy tasks such as advocacy and lobbying.

From the above analysis and conclusion of the situation, the following questions emerge:

- Would it not be better for the LUTRENA program to concentrate on those actions where it has developed a good degree of expertise and where it possesses the most appropriate capacities, i.e. sensitization and social mobilization, technical support to the development of appropriate legislation, training of those actors who are involved in the identification and care of CT victims?
- Has the choice of implementing partners for those APs concerned with support to income-generating activities always been judicious?
- As the program is open to proposals from potential partners, would it not be better for it to take the initiative to invite those organizations which have a proven track-record in poverty reduction activities through micro-finance and income-generating activities, to work together in the intervention areas through a system of joint responsibilities and cost sharing? Such approach would likely generate more sustainable results than the current way of working.

## 5. PROBLEMS STILL UNDERSTUDIED

The phenomenon of CT is relatively well studied in the two sub-regions of West and Central Africa. Still, it has become clear from the evaluation that the overall knowledge has many gaps to be filled, especially concerning the estimation of CT occurrence, its specific forms, and their determining social factors. Three specific forms of Child Labour (CL) are still little studied in relation to CT, these are: domestic work, the Coranic schools and their students (talibés) and sexual exploitation. Existing study material is based on studies restricted to specific local areas and mostly to the informal and agricultural sectors, the latter in particular the cacao plantations. These studies recognize their limitations and recommend themselves to be completed with other aspects of the CT phenomenon and to cover larger national and international areas by more ambitious studies. The situation perceived in the sub-regions indicates that domestic work, the talibés and sexual exploitation of children constitute the subjects currently most in need of further study.

The use of children for domestic work is something well embedded within the traditional habits in Africa. It allows a child to learn skills and to understand the practicalities of life at an early stage. Furthermore, a child is part of the greater family and his or her services can be utilized by a third person (other than the direct parent), especially when the parents are incapable of caring for the child. It is generally believed that, with this approach, the child is quickly occupied and able to learn a skill instead of becoming recalcitrant and choosing to go for an “easy life” which could lead to criminal behavior.

Within the Islamic societies, children often go to the Coranic school where they learn life discipline and humility which is often materialized by “begging”. However, unfortunately some religious ‘teachers’ leave the children to beg around in the streets permitting the former to earn an easy income.

Should the problem of children working domestically or that of the talibés – both recognized as yet little understood issues as far as their negative aspects are concerned – not be subjected to further study?

The socio-cultural context, particularly as it relates to religion and deeply-rooted social habits, is very sensitive. Also the links with trafficking are not yet well understood. From March to July 2006, a study was conducted on the CT situation in Mali and Senegal. This study showed the hiatus in knowledge, particularly on talibés.

It would therefore be advisable to undertake a sub regional study, because it concerns a cross-border issue with both political and socio-cultural aspects. LUTRENA is well placed to take the initiative for such a study, while the actual execution could be done by its international partner NGOs such as CARITAS and Save the Children, etc. in joint venture with RWOGAT.



## 6. MONITORING SYSTEM

The evaluators tried to obtain detailed information and overall statistics of children withdrawn from CT, reintegrated into the communities and parents. Generally, the program lacked this type of basic information as it is not produced sufficiently in a systematic or standardized way throughout the program's countries and intervention areas. There is no way therefore of knowing at any time where a particular child is in its process from CT victim to successfully reintegrated community member. Nor are accumulated up-to-date statistics available on CT victim numbers, age, sex, areas of origin, parents, training activities, schooling etc. The evaluation concluded that the type of information and data currently being produced are erratic and not capable to allow the program management to do proper CT monitoring, let alone provide partners or outsiders an up-to-date view of the real state of affairs at any moment in time.

The monitoring of children subjected to CT is currently done through the activities of the village vigilance committees (VVC) installed within the communities by the program. These community-based structures have proven their usefulness when it concerns the denouncement of cases where children are about to be trafficked within the areas of origin, but very little when it concerns the identification of victims in the areas of destination – the location of urban areas or plantations being in general located far away from the CT recruitment areas. These committees assume also vigilance when it comes to the detection of CT-related transportation, transfer and exploitation within their territorial areas. However, the systems in use are incapable of monitoring children who are former CT victims, and who are reintegrated within their families in areas where the program is not intervening. Following the witness of representatives of some of LUTRENA's partner organizations, these children are sometimes caught again and exposed to CT for a second time. This happens because of a lack of proper monitoring and follow up, both essential activities for sustainable integration.

The VVC is community specific and is therefore geographically limited which seriously hinders the surveillance efficiency between the departure and destination areas. The example given here in Box 2 is rather exceptional. It describes the system in use in Bamenda, one of the principal recruitment areas in Cameroon, and it concerns a joint surveillance system between the villages of departure and the cities of destination (in this case Douala and Yaoundé).

### Box 2

#### **The case of the Commission of Justice and Peace (CJP) of the Archdiocese of Bamenda in Cameroon**

In Cameroon, residents of the same rural community who find themselves in the same town or city often form sociocultural associations. The CJP has developed a CT monitoring system which makes use of this organization of sociocultural connection. In fact, a VVC is installed in the rural community which has cells within each sch association in the different towns and cities where they exist. The VVC and the corresponding urban cells provide regular reports which are submitted to the CJP.

This arrangement allows for a reasonably efficient CT monitoring by connecting recruitment areas with those of destination.

Some implementing partners of LUTRENA systematically register cases of CT victims. In some countries, a special index card has been developed in order to document cases and harmonize the reporting system. However, from discussions with security forces and local authorities, it became clear that these cases are not documented comprehensively enough, and are only signaled within a routine manner by usual procedures between police and authorities.

Even though it is evident that the LUTRENA program has contributed to a reduction of the number of child victims of trafficking, there hardly exist any viable statistics. First of all, it is time to move beyond the use of anecdotal information and try to understand the real size of the trafficking problem in the West and Central Africa region. Without a clear knowledge of the multiple aspects of child labour and child trafficking, as well as other forms of child exploitation, it is impossible to know how to orient the actions and which impact they have. In the absence of very specific data which would allow information on change, LUTRENA and all other relevant actors continue to justify their actions based on unsupported and often unreliable data.

During its lifetime, the LUTRENA program has invested in research-related activities which should have generated a solid knowledge base. For different reasons these activities have not yet produced the desired results. One such activity was the development of databank software by Easy Soft Co in Gabon. This software was produced and delivered to LUTRENA, but never utilized. According to its developer, it concerns a very useful program able to collect and treat a large body of data and information. If this is indeed the case, LUTRENA should just make that system operational. It is true that there have been some weaknesses in the program design, and it is therefore necessary not only to assess the software but also to develop a detailed work plan which indicates clearly how the data is to be obtained, analyzed, distributed and used, and by whom.

As long as there is no improved knowledge base on the nature and the size of child trafficking (apart from anecdotes and the meager files of the police and the ministries of social affairs), the program will not be able to fix quantifiable indicators or to verifiably measure the impact of many activities.

The statistical information and monitoring system on CL (SIMPOC) which was launched in 1998 within IPEC, is currently working on adapting tools for the LUTRENA program. It concerns an observation and monitoring system for CT (STDE/CTMS) which aims at collecting and analyzing data and statistics related to CT in all program countries. The system has already been conceptualized and validated by LUTRENA's regional coordination in Dakar, and by IPEC Geneva and it is currently been translated into English and Spanish and is soon to be tested in Mali and Togo. Unfortunately, the evaluation team was not able to look into more detail into this new system.

It is important that such a subregional CT monitoring system be integrated in the official national systems of statistics management. For example, the experiment – with the help of IPEC/SIMPOC in Geneva – of including the results of the national survey on CT (ENTE) in Cote d'Ivoire's national statistics, should rather be replicated by all LUTRENA countries.

## 7. LEGISLATION

One of the greatest successes of the LUTRENA program is the impact it has had on the legislative context on CT in the countries of the two sub-regions. An appropriate legislation, if well applied, can function as a preventive safety net in that it both informs the general public about the phenomenon and shows to those who are the profiteers that participating in this affair will not go unpunished. Legislation should therefore be considered an essential pillar of the combat against CT and LUTRENA's choice of making it a major component of its program strategy can only be strongly supported.

The program followed its immediate objective within the legislative context, i.e. the creation of a legal environment and the reinforcement of the national capacities. To aim at a joint legal adaptation in the various countries of the two sub-regions, the program strategy combined the following actions:

*On intergovernmental level:*

- The two Libreville conferences,
- The bilateral cooperation agreements of Benin/Nigeria, Burkina Faso/Mali, Côte d'Ivoire/Mali, Guinea/Mali and Mali/Senegal, and the multilateral agreements of Abidjan and Abuja on the combat against CT in West and Central Africa.

*On national level:*

- The introduction of clauses which condemn CT within the existing penal codes and the subsequent training of the justice departments and the police forces.
- Anti trafficking laws in: Benin, Burkina Faso, Cameroon, Côte d'Ivoire, Gabon, Ghana, Nigeria, Senegal and Togo.

The results so far obtained are:

- Law proposals have been prepared with the support of the program within all countries. These proposals are at the moment in various stage of formalization progress.
- Laws have been voted for by parliaments in Burkina Faso, Cameroon, Ghana, Nigeria, Togo, Cote d'Ivoire, Gabon, Senegal and Benin.
- Training activities have taken place in all 9 "core" countries.

The program has thus been able to support the reinforcement of the legislation in all countries and on the sub regional level, with the ultimate aim of harmonizing all relevant legislation within the sub region. There exists strong cross-border collaboration between neighboring countries: Mali / Burkina Faso / Cote d'Ivoire, Burkina Faso / Benin, Ghana / Togo, Togo / Benin / Nigeria. Such cooperation usually leads to bilateral agreements between neighboring countries concerning the combat of CT. Such agreements now exist between Mali and Cote d'Ivoire, Benin and Nigeria, Burkina Faso and Mali, Guinea and Mali, and Mali and Senegal.

Within the various countries, the political commitments are of varying degrees, partly depending on how LUTRENA has focused on each country. The case presented in Box 3 is somehow exceptional in its ability to ensure direct law enforcement.

#### Box 3

##### **Togo**

In Atakpamé, the President of the Criminal Court is a very influential member of the local CT committee. He confronts the traffickers or their families by obliging them to pay the CT victims' parents.

The law enforcement lies with police, gendarmerie and personnel and auxiliaries of justice. In order to reinforce their knowledge and competence on the identification of child victims of CT, their care and the law enforcement on the traffickers, the program has organized training in the various program countries. However, the frequent personnel turn-over within the concerned services requires a continuous renewed training of newcomers. The numbers of police and immigration officers still to be trained are very high. Whereas program efforts have particularly touched the higher echelons of the police, gendarmerie and justice, law enforcement officers on the operational level are as yet insufficiently involved. This situation occurs more in Cameroon than in Ghana. In the first country, certain officers admitted that they had never heard of the recent law n°2005/015 of 29 November 2005 related to the CT combat. The result of this imbalance in the field is a lack of specific attention and protection (separate registration, transfer to social services, etc) of detected child victim cases and of appropriate charges against suspected child traffickers within the police and gendarmerie units. A training program is currently being developed and experimented by LUTRENA in Cameroon with four national training institutes. It targets law enforcement personnel, judges, social workers and aims at sensitizing them on their specific duties in the fight against CT.

Other type of actors, particularly civil-society organizations, are active through the implementation of APs which cover many other aspects of the CT combat, such as: sensitization, rehabilitation, reintegration, support to families (income generating activities) and training. This also includes employers and workers organizations which in different countries are engaged in the CT combat at different levels (from absent in Ghana through low-level in Cameroon to high involvement in Burkina Faso and Mali).

The general opinion of most actors met by the evaluators was that effective application of the specific national legislation on CT throughout the territories of the countries involved remains a major challenge for the LUTRENA program.

After having developed an important legislative context concerning trafficking in both African sub-regions, the question now is how could effective application be ensured of all these laws, decrees, texts, agreements and conventions?

The following is recommended:

- Installment of effective and operational Permanent Commissions to oversee the application of the various bi- and multilateral agreements in coordination with RWOGAT;
- Translation of legal texts in local languages ;

- Dissemination and sensitization of these texts through general information campaigns in national and local languages with the help of different information networks (medias, parliamentary networks, networks of traditional communicators, ...) ;
- Training of relevant actors (security forces, magistrates, auxiliaries of justice, labour inspectors, road transporters, etc, ...) ;
- Creation of a special denunciation framework for trafficking cases ;
- Development of specific monitoring programs for the application of agreements, conventions and legal texts related to CT.

## 8. ACTION PROGRAMS

Overall, the program has realized the following (per March 2006):

- 63 action programs
- 17 mini programs
- 123 training workshops
- 15 research programs
- 9 publications
- 1 clip-musical
- 1 documentary (WFCL & CL)
- 1 CD-Rom (TRAFLEX)

An intervention strategy through Action Programs (APs) is the system generally in use by IPEC. It helps all interested parties to focus on certain key issues. There are norms and procedures for an appropriate implementation of the APs, such as the existence of sub-contracts, and the opening of a special bank account for each AP.

However, the AP system is not without certain weaknesses, to name some:

- the slow procedures which do not permit to receive the payments in the time needed and thereby discredit the implementing partners with their work in the field;
- the installment system (30% at signing and further installments not exceeding 20,000USD) which, because of possible diverging project spending needs, does not allow the most effective implementation of the various program components;
- the lowering value of the US dollar which reduces the 'purchasing power' of the AP budgets and thereby negatively influences the implementation of program activities;
- APs' limited duration of one to two years, while the most effective APs are those which aim at reintegration of the children through professional training – an activity which requires several years to be successful;
- the limitation of the budget itself (Mini Programs for example go only up to 5,000USD);
- the lack of sufficient capacity of the implementing partners to come up with appropriate program proposals.

It is being said that the AP system is an effective implementation instrument in that it produces results which are for the greater part concrete and visible within the various countries. Non-core countries are not concerned, as their non-priority country status excludes them from AP or mini-program funds.

Despite the relative success of this instrument, program actors – country coordinators and implementing partners – underline some concern they have regarding the APs' long approval procedures, short execution durations and insufficient budget levels.

The guiding notes on AP implementation do not explicitly indicate the duration of the approval procedures once implementing partners in the field have submitted their proposals to LUTRENA. Interviews reveal that this duration depends more-or-less on the willingness and availability of each and every actor involved in the approval chain, his or her work load

### Box 4

#### **AP7 in Burkina Faso**

It was noted that this Action Program of 12 months was of too limited duration and funding to ensure a proper level of apprenticeship, literacy training, or follow up of trained children.

It proves to be impossible to have a durable impact on the 70 beneficiary children of this PA in such a short time period. GRADE, LUTRENA's implementing partner, has started to look for additional donors to continue after one year. If these are not found, it will probably mean that only the strongest of the children will be able to succeed. If possibly, GRADE will try to continue with own funds, based on the principle that is "better to do something, than nothing!".

at the time of the reception of the file in question and his or her tactical preferences regarding the CT combat. The lack of transparency on the decision-taking process generally felt by the country coordinators and representatives of their implementing partners, often contributes to a shortening or lengthening of the approval time. This is why the approval can sometimes be very quick, but more often very slow – at times even over one year. Moreover, the numerous personnel changes which have occurred within the program backstopping structure in Geneva during the last few years have contributed to the delays, all the more as the approval chain consists of quite some interveners – including NPC, SPO, CTA, IPEC HQ and the ILO Procurement.

Another preoccupation of field actors was the short duration set for the implementation of APs. In general, an AP lasts between 6 and 12 months, without considering the preparatory phase, including the first down payment, which can take longer than two months. In fact, there is always an interval between the planned starting date in the program proposal document and the effective start of the activities in the field. This gap is not taken into account, because at the planned program-end date, the implementing partner is invited to stop all activities. The opinion of the various actors is that the short duration of APs compromises the sustainability of the actions undertaken by the program (Box 4 presents such a potential situation).

Whereas the budget levels of APs for sensitization, training and technical assistance to governments and other partners seem to be adequate, the one for support to income-generating activities and poverty reduction remained very much unsatisfactory. In fact, the budget levels for APs and mini-programs so far were respectively USD50,000 and USD10,000 (without any consideration of the US dollar's decreasing value). This disproportion between meager resources and the nature of action programs has had a dredging effect on reaching the set objectives and does not increase the program's chance to consolidate its results in a sustainable manner. Box 5 presents a case where a LUTRENA country program made an effort to ensure additional funds.

Given the fact that the AP system does not seem to be such an efficient instrument (short duration, slow procedures, only ad-hoc interventions, limited budgets) to LUTRENA and its combat against CT, how could its functioning be improved or possibly reformed?

The main recommendations are:

#### Box 5

##### **Additional funding in Mali**

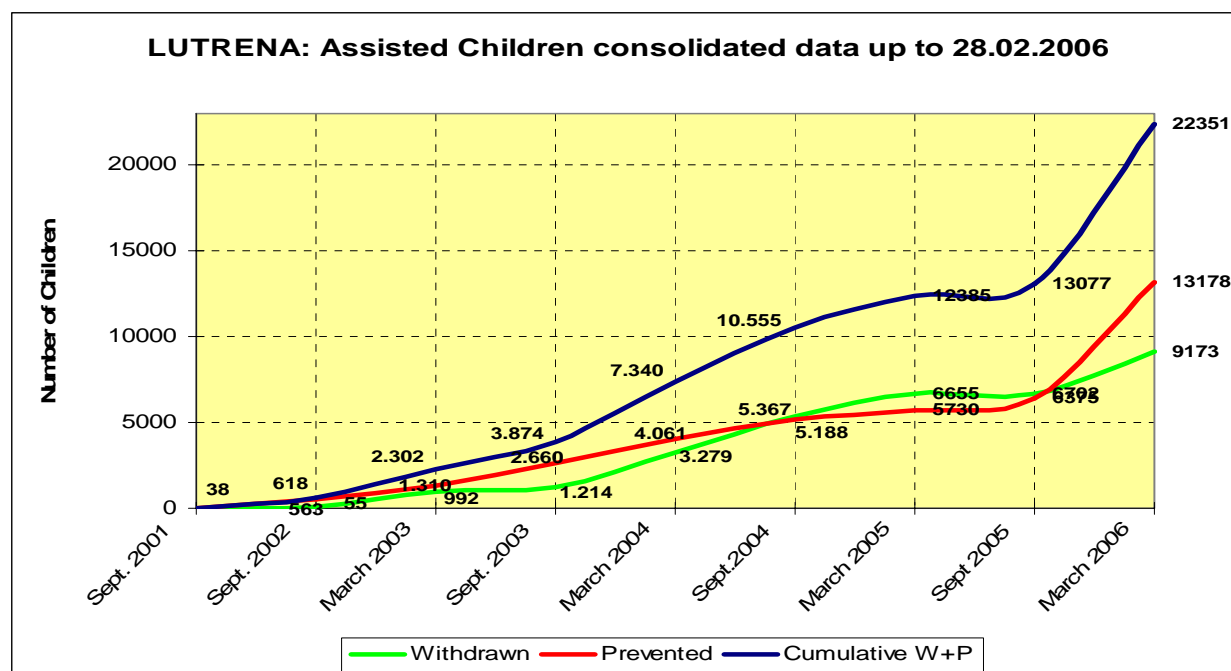
LUTRENA Mali sought and obtained separate funding from the US embassy for 15,000USD. It was said to be too complicated and costly for this funding to pass through IPEC. These funds financed the implementing partner GARDEM for a specific capacity building activity.

- Reinforce the decentralization of the control and the agreement process of the AP;
- Limit the revision process to two stages (CTA and PM) and finalize the agreement process within a set period (14 days for example);
- Identify viable partners and train them in AP formulation;
- Increase the revision limit of Procurement to 50,000USD. As far as the budgetary levels are concerned, review the current limits for Mini-Programs (up to 10,000USD) and APs (up to 50,000 USD) upwards (also because of the depreciation of the US dollar)
- Increase the duration of the technical cooperation programs to a minimum of 5 years. This duration will need to be fixed by the specific program objectives, which would be particularly linked to the program duration within the IPEC system (ref. the TBP approach);
- Simplify the AP approval procedures ;
- Continue the recent policy of LUTRENA of launching APs with substantial budgets (from 80,000 to 245,000USD) as long as the financial resources are available;

- Lobby amongst the donors to convince them that longer-term programs are required in order to ensure sustainability of the actions.

## 9. CHILDREN'S PARTICIPATION

Children are the principal beneficiaries of LUTRENA's actions. The graph shown below shows the numbers of children withdrawn or prevented through the program:



The evaluators were surprised to notice that the potentially most powerful convincing voice in the combat against CT i.e. that of the former victims themselves, was hardly used by the program in its sensitization and prevention work. Except in activities where they are the direct beneficiaries, the overall level of effective participation of children in the programming cycle can be considered minimal.

Indicative for the program's approach as to children's participation may be the evaluation itself. Children, including former CT victims, were not present in the various evaluation workshops. They were somehow associated to the field visits but only as program beneficiaries and not as anti-CT actors in their own right. Their active participation was limited to witnessing their experiences to the evaluators.

The evaluators believe that children – and especially former CT victims – could at least much more participate in LUTRENA sensitization actions, support to social mobilization and advocacy to public leaders and decision takers. It was noticed that former CT victims, settled and reintegrated today, were, apart from some exceptions, not organized and their experiences not well capitalized.

Positive exceptions are the LUTRENA clubs, which are promoted in a few countries such as Cameroon, Burkina Faso, Mali, Ghana and Côte d'Ivoire and which consist of former victims as well as regular school children. Another example is children's participation in some audio video material and theatre performance (for example the case of child victims of trafficking in Djeyi and Sirka in Togo where strong theatre groups were formed).



However, in general, children – and especially former CT victims – are involved very little in the program’s consultation and decision making structures: coordination platforms (NAPTIP, HTMB, CDN, and CCTE), community committees of surveillance/vigilance, district consultation committees, etc.

Easy arguments could be:

Active participation of children - in particular the former CT victims – may be restrained by their limited availability and their weak maturity. How can children participate in committee meetings as in fact they have to be in school? Can children of the schooling age technically contribute in an effective and useful manner to the deliberations of the various consultative committees? Which type of contributions could children bring to the decision-taking processes related to the CT combat?

These types of observations and questions are considered by the evaluators as superficial and in fact not representative for the real potential for children’s participation. The MAEJT (Mouvement Africain des Enfants et Jeunes Travailleurs- African Movement of Young Workers) – active in many of the same countries where LUTRENA operates and sometimes modestly involved within the LUTRENA program – shows from within their own movement how highly involved children can become in sensitization and advocacy work and how, despite their many daily sores – in this case hard work – they are able to participate in all sorts of management structures and meetings. The MAEJT, although supported by NGO structures, is run by children and young adults themselves – including former CT victims. There are also other traditional youth groups in the various countries such as the Scouts, the Children’s Parliaments or the more confessional groups where also potential CT victims may be found.

How could organized or non-organized children therefore be better involved in LUTRENA’s actions?

The program should:

- Capitalize on the witnesses of former CT victims (successful experiences, theatre, sketches, etc.);
- Include the participation of children widely and systematically in the Vigilance Committees;
- Involve more the existing children’s organizations such as MAEJT, Children’s Parliament, Scouts) as partners and implementers of mini programs and therefore also include them in the formulation and evaluation of LUTRENA’s actions;
- Create school clubs, children associations, theatre groups, etc.;
- Establish clubs of former CT victims and utilize these for sensitization, advocacy and prevention activities. This recommendation will need further discussion as there might be a possible effect of social stigmatization which could complicate the reintegration and socialization process of former victims.

## 10. PROLIFERATION OF CBOs

In the intervention areas of the program, traditional leaders are usually directly involved in the CT combat. They personally see to it that when needed the village population is mobilized. The further implication of the community is realized through a variety of consultation and discussion structures or community-based organizations (CBOs). These CBOs can be general, i.e. concerning the whole community (*Village Vigilance Committees*) or they can be thematic and only concern subgroups in the community (*Parent-Teachers Associations – PTA; School Management Committees – SMC*).

This community mobilization strategy is also adopted by other development programs active in the same areas. Within the communities it seems that for each problem to be resolved, a separate committee or group is created. Thus, one can find the following committees in the same village (without being exhaustive) on:

- Combat against HIV/AIDS;
- Water Management;
- Combat against female excision;
- Mother and Child Care;
- Environmental Conservation;
- First Aid
- Disaster Preparedness
- Vigilance in the combat against CT (LUTRENA's structures);
- Etc.

The result is a proliferation of committees and groups, which often consist of the same members who commit themselves to the development of their community. However, one can also observe that at the end of programs, these committees disappear, failing any sustainable effect.

### Box 6

#### **Example of the utilization of existing community structures in the promotion of the CT combat : the case of AP10 in Ghana**

The District Assembly represents the most decentralized unit of political organization in Ghana. One third of its members are nominated by the President of the Republic, while the other two third are elected through general elections.

An NGO coalition operational in the North of the country had facilitated in 1996 the creation of a community development association (CDA) in each of the 6 districts. This association consists of the key development actors of the area (traditional chief, police, local representatives of the various ministries, representatives of civil society organizations). Each association delegates 3 representatives to the Education Advisory Committee created to supervise the schools. The CDAs and the Education Advisory Committee are meeting respectively each 3 and each 6 months.

This organizational structure is optimally being utilized by LUTRENA's implementation partner on Action Plan 10 to coordinate and plan the CT combat in the region and particularly those actions related to the rescolarisation of former victims.

Box 6 shows an example of where an Action Program is positively using existing district and community structures to implement its CT-combat activities.

The recommendations are going in the following direction:

- to adopt an overall community development strategy which is unified and which avoids the multiplication of local committees and which promotes the sustainability of program activities;
- to reinforce the coordination of all development actors on all levels (from national to local) with the aim to better monitor activities and their results and sustainability;
- to conduct a study on the Village Vigilance Committees which would help to situate them better in the community development dynamics and see if these types of thematic committees are efficient. RWOGAT would need to be involved in such a study. (Ref. LUTRENA Study starting mid July 2006).

## 11. Visibility and Recognition

There are mainly two issues on visibility and recognition which the evaluation brought to the forefront. First, there is the LUTRENA program itself, its positioning in the field of the combat against CT and the way it relates to other actors working in the same field. Then there are the individuals, usually very passionate fighters in this combat, who are also in need of some sort of recognition.

As far as LUTRENA is concerned, the collaboration between the different partners in the intervention areas was difficult during the start-up phase of the program. NGOs and even agencies of the UN system positioned themselves as "competitors" in the field, in such a way that each organization followed its own agenda without too much consultation with the others. Interviews with various actors made it clear that this lack of cooperation derived from the urge of each player to show off its responsibilities and field successes in order to increase its notoriety in the particular intervention area or country. This need for "institutional positioning" was demonstrated differently according to the hierarchical level within organizations: operational staff (in charge of program execution) was less sensitive than those in more decision-taking posts).

Because of the informal interpersonal relations between the various actors at field level, this unconstructive situation has evolved over time with the putting into place of collaborative networks to combat CT and CT. The existence of these networks is now generally well appreciated by the concerned partners. Still, efforts are being undertaken to improve the working modalities within these structures and possible formalization through joint programming (the case of RWOGAT). There is always the danger that the sustainability of these coordination structures could be put at stake because of frequent staff turnover within the member organizations. Currently these structures are running well mostly because of the positive personal relationships and friendships of the people involved.

The combat against CT includes many actors, of both governmental and civil society origin. Some examples:

- committees, NGOs and ministries on national level;
- committees, NGOs and government services on regional/ prefectural level;
- committees, CBOs and supporting NGOs and government services on community level.

People working at different levels or within different structures within the combat often complain that they lack the necessary resources or recognition in their work. This influences their motivation while their adversaries within the combat (the traffickers in particular) seem to have access to more important financial resources. These important CT-combat actors – who remain very much in the shadow – have a tendency to get discouraged which will in turn have a negative impact on the effectiveness of their work.

How could therefore the relevant actors in the combat against CT be ensured an increased recognition with a subsequent increased motivation? The following possibilities should be considered:

- define a mechanism of appreciation with clear criteria which are objectively verifiable;
- promote the handing over of performance labels (annual diplomas of honor, certificates of recognition, badges, T-shirts, caps, ...);
- institute prizes through the organization of sectoral competitions (journalists, employers organizations, unions, craftsmen, NGOs);

- define communication activities with an aim to attach particular importance to preventive action (public declaration of support to combat activities on the highest possible political level, actions of the type « Hospitals, Friends of Babies», handing over of honorable diplomas to authorities who have proved to be strong supporters to the combat, etc).

## 12. SUSTAINABILITY

IPEC and its donor partners give great significance to the need for sustainable action. The more so, because the funding commitments are only based on short-term AP interventions and – somehow at odds with this type of funding – the program documents show that the LUTRENA program is given the specific task to aim at sustainable actions. The 2003 Mid-Term Evaluation report concludes that both through the community-based organizations (Village Vigilance Committees) in its field activities and on the governmental support level, the program has reached a great deal of future sustainability. This evaluation's outcome – 3 years after the previous evaluation - is a little more skeptical on the real level of sustainability.

For example, there is no sign yet of any clear exit or hand-over strategy within the program's conception. This type of concern is also concretely expressed by various implementation partners. Concerning the capacity of these partners to continue their activities after the end of the LUTRENA program, the evaluators' experience on field level confirms that as a group they possess the basic competences required (committed staff, identification capacities, psychosocial care, law enforcement, and support to income-generating activities). However considered more individually, most implementing partners lack some within the overall required competences in order to satisfactorily serve the needs of children and families when trying to escape CT. Furthermore, their logistical capacities are limited, especially so because the program support for this is almost inexistent, except for some upkeep of buildings. It is interesting to note here that most implementing partners are not only financed by the LUTRENA budget, but also from other sources, including local contributions.

The program and its partners are trying to get the combat against CT onto the agenda of the larger development agencies, in particular the concerned ministries. It has so far been reasonably successful with the main administrations, such as police, gendarmerie, ministries of justice and social affairs.

The combat against CT – which was insignificant before the start of the LUTRENA program – has become quite important in all areas where the program has undertaken its activities. The degree of sustainability of these activities was assessed on different levels and for different aspects.

### On national level

Politicians, both administrative and legislative seem to be committed and ready to advocate for the CT-combat cause, although in some countries, the public administration still does not commit enough budgetary resources to anti-CT activities. This is also manifested by the creation of ad-hoc structures to address the problem. State services are also amongst the implementing partners of the program, executing certain APs. They therefore have a degree of dependency on the program funding.

A field where sustainability is still a far-fetched vision is on the level of communication. Whereas LUTRENA offices use simple, but very efficient internet models for internet telephone and local network zones, all government partners and many NGO implementers have no access to internet, not even the most rudimentary. This of course forms a real blockage in the achievement of results, whether it concerns the support to the VVCs, the use of data bases, or the benefit from international networks. Government offices are clearly under-equipped as far as IT and communication are concerned. There exists no operational internet / e-mail support system within most state administrations.

### On regional/ prefectural level

The regional and prefectural committees are meant to play the intermediary role between national and local levels. Often, they consist almost entirely of government services, such as: social affairs, the gendarmerie, security and customs. These services, if they want to play an effective role, need to be equipped with some means of transportation (off-road motorcycles) and communication (telephone/fax, PC and access to internet in the near future). Government budget coverage for these essential logistics needs to be planned with priority. This should be done with a progressive reduction by LUTRENA and a progressive increase by the government to allow for a sustainable approach. The long-term reality needs to be that government services take over the financial responsibility and that the local VVCs play their role as active and responsible citizens involving themselves on a voluntary basis, instead of transforming themselves into new institutions.

#### On the local level

Overall, the combat against CT in the most direct way is taken on by the VVCs. The engagement of the members of these committees is voluntary and non-remunerated. The only sign of them being recognized are the “LUTRENA bicycle” and the provision of meeting places by the community and office furniture and stationary by the program. There is no money available to pay for petrol or to take proper care of a child withdrawn from CT, etc. There have been cases where VVCs were financially supported with income-generating activities. However, the sums involved were very modest and not capable of a decent functioning of the VVC’s activity. Most of these committees lead a precarious existence even though their members are very much committed to the cause and try hard to make these basic structures function and subsist. Many of the VVCs are under pressure to take on any problem to do with children and youth because the government services are far removed from the communities. They also demand for more professionalism and recognition of their role in the community, as well as the necessary resources to function. Where there is no support whatsoever, their enthusiasm risks to evaporate.

In order to ensure the sustainability of the combat against CT, which would be the priority actions the program should undertake?

- Advocacy for the combat against CT to be integrated in the state budgets and in the PRSP
- Reinforce the capacities of local actors, especially those of the VVCs
- Promote and reinforce the installment and the functioning of a specialized governmental service responsible for the combat against CT. Such service should possess of its own appropriate budget.
- Include CT into the DWCP (Decent Work Country Program) and include an appropriate budget.
- Equip the provincial and local committees with sensitization materials and appropriate transport (DVD, motorcycles, etc.).
- Make sure that the program’s exit strategy is firstly developed, secondly discussed within the partner platforms and thirdly made well-known amongst all stakeholders.

### **13. EXCHANGE OF EXPERIENCE**

As LUTRENA works in a regional manner with issues both touching on national and regional realities, the program’s distinct approach should be learning lessons based on experience. Although the evaluation found that to a certain extent this approach is indeed applied, more could and should be done.

The national-level working groups set up in various countries and the one on regional level (RWOGAT in Dakar) constitute learning and exchange forums which are very much appreciated by the various actors in the CT combat. These forums are considered efficient for the development of a joint vision on the CT combat (harmonization of approaches and the setting of common objectives), information exchange on committed initiatives, advocacy with governments, the coordination of actions in the field and the sharing of resources in case of joint operations.

The program has regular bilateral exchanges with other local ILO programs and other national and international actors, including UN agencies (UNICEF, IOM, and UNESCO). Such exchanges are mainly related to audiovisual material for sensitization campaigns (documents, fliers, videos, CDs, posters) and competence for the facilitation of workshops and seminars related to different aspects of CT. Nevertheless, what has become clear is that the concept of the LUTRENA program has integrated little of the synergies with other initiatives within the ILO in general, or even within IPEC in particular. It is within this context that the participants of the regional Dakar workshop at the end of this evaluation, suggested to institutionalize exchanges between IPEC programs in the same country (national programs - NP; sectoral programs – LUTRENA, WACAP<sup>2</sup>, etc.; other programs such as TBP<sup>3</sup>) and to reinforce the idea of an integrated program and not a series of unrelated specific programs.

The program's progress reporting system used by the national coordinators contains a chapter for the identification and documentation of good practices as well as the lessons learned from these experiences. Unfortunately, this exchange instrument is still little exploited by the implementing partners within or between countries. In fact, exchanges on programming experience are quite limited in general. They mostly take place at the annual regional meeting of LUTRENA country coordinators. The national coordinators esteem this type of exchange insufficient and would like to see more frequent exchanges targeted on common interests and with the possibility to be further exploited.

There are various program implementation strategies common for most countries in the two sub regions:

- Support to village committees. These committees are supported by LUTRENA through income-generating activities. There are also other organizations that support the same committees. For example in Togo, PLAN Togo supports the following activities: school construction, paying salaries for vacant teacher posts, and income-generating activities.
- Coordination mechanisms, such as: national coordination platforms, national directors, national commissions, and regional, departmental and local vigilance committees.
- The formulation of laws, already achieved in certain countries (ex: Benin, Burkina Faso and Togo).
- Networks of journalists who are committed to assist the combat against CL and CT. These networks already exist on the initiative of the LUTRENA program, for example the case of Benin

#### **Box 7**

##### **Example of a journalist network (Benin)**

RETRAME (or : Réseau de journalistes béninois contre le Trafic et la Maltraitance des Enfants) has been able to make the CT issue into a national concern. It all started in 2002 with a workshop organized by IPEC on the worst forms of child labour. The journalists who attended this workshop committed themselves to inform the large public about the flaw of CT, its causes and its harmful consequences. The network has since been very active in the media on this issue and has focused on the central role CL and CT play in the socio-economic development of the country. RETRAME proves that it is possible to create partnerships with the media, who are able to take this issue on themselves – as responsible communication professionals – and effectively sensitize the large public.

<sup>2</sup> West African Commercial Agriculture Program  
<sup>3</sup> IPEC's "Time Bound Program (TBP)"

(Ref. Box 7). These national networks are meant to become focal points for a West African regional network in the future.

- Sensitization through the use of cultural communication – mainly street theatre – utilized within LUTRENA activities in Burkina Faso, Mali and Togo.
- The participation of children who are former trafficking victims in sensitization and prevention activities. They are organized in so-called “LUTRENA Clubs” for example in Togo and in Benin.

Some unique innovations are awaiting their transfer and adaptation to specific local conditions and needs in other countries in the sub regions. This is for example the case with the very precise system of “procedures to care for children who are victims of CT”, as developed by the partners in Togo.

Which would therefore be the type of useful exchanges between the different actors in the sub regions to be further developed?

- Organize periodic exchange meetings between the various security forces (police, immigration, customs, gendarmerie);
- Organize exchanges of good practice between LUTRENA’s implementing partners;
- Share work experience with the international press (RFI, BBC World, TV5 Monde, Africa N°1);
- Institutionalize RWOGAT and reinforce it with some new membership such as UNIFEM, UNAIDS, ADB, WB;
- Develop a virtual exchange platform for all LUTRENA stakeholders.

## **14. “CORE” AND “NON-CORE” COUNTRIES**

The LUTRENA program works in 2 African sub regions, i.e. West Africa and Central Africa. It has decided in the past to work in two different programming ways with the various countries, i.e. “core” and “non-core”. While interviewing the national program coordinators (NPC) of the “core” and the focal points of the “non-core” countries, it became clear to the evaluators that there existed a lot of reticence and even outspoken controversy over this two-class system. The general mood was that given the cross-border nature of CT and the fact that all countries in both sub-regions are more-or-less concerned, the program should consider working in all countries with the same basic programming approach.

In general, the program covers 12 countries, of which there are:

- 8 so-called “core” countries: Cameroon, Mali, Cote d’Ivoire, Gabon, Burkina Faso, Benin, Togo and Ghana;
- and 4 so-called “non-core” countries: Senegal, Niger, Guinea and Nigeria.

The main program activities are implemented in the “core” countries where the program has a well established office and staff. Within the “non-core” countries, activities are managed from a distance and are sometimes reduced to more of a prospective type.

The mission has not been able to prove that this system of program prioritization in the two sub regions has a direct influence on the effectiveness of the CT combat. Following the general opinion of

the actors interviewed, the downgrading of Nigeria to a “non-core” country within LUTRENA did not have any clear impact on activities there or on the evolution of the phenomenon within the region. This is despite the importance of this country in being source, transit and destination of child victims of CT. The argumentation here is that the action programs implemented in Benin and Cameroon, both neighboring countries, permit to tackle the international CT between these countries, but they do not contribute much to the CT combat internally within Nigeria.

The same actors also recognize that efficiency concerns have influenced this decision on the status of Nigeria. In fact, budgetary constraints and pragmatism have been at the source of the adoption of this programming mechanism. Nigeria, being such a huge country and so very highly populated, represents an enormous challenge for the CT combat, but in order to achieve an as efficient as possible utilization of available funds, the decision was taken to concentrate LUTRENA’s efforts on those countries where the needs were less important. This led one interviewee to state that “this country (Nigeria) should maybe become the subject of a special TBP all by itself”.

The combat against CT supposes that one simultaneously undertakes activities in all the concerned areas, i.e. the areas of origin, transit and destination. In fact, in the “non-core” countries – which include all three types of areas – the activities are very limited and this can indeed put a brake on the whole system. Therefore, with CT affecting the whole region, over time it will become more and more obvious that the status of “core” country needs preferably to be applied to all countries.

If the system of “non-core” is the appropriate mechanism to allow new countries to enter the LUTRENA support system at an intermediate level, this status should only be considered a preparatory phase before full integration as “core” countries.

The above proposal does not exclude a review of the budgetary allocations linked to the occurrence of CT in the various countries. Budgetary constraints, the level of CT occurrence and a certain degree of pragmatism should guide the financing level to each country program. Maybe even the overall geographic dimension of the LUTRENA program should be reviewed in relation to its available resources.

## **15. RELATIONSHIP IPEC / LUTRENA**

Within its intervention strategy for the elimination of CL, including its worst forms (i.e. CT), the IPEC program has developed 3 types of programs:

- NPs or National Programs aiming at the ratification of the Conventions C138 et C182;
- Sub-regional sectoral programs, such as CSEC<sup>4</sup>, LUTRENA, WACAP, Child Soldiers);
- Project in support of TBP or TBP (concerning the elimination of CL).

These initiatives could therefore be considered the specific components of an integrated program, instead of a series of disconnected programs. Within this context, IPEC’s program coordination unit monitors the implementation of each specific program in relation to the intervention strategy presented in the program document.

Given IPEC’s involvement in the combat against the worst forms of CL and that CT is considered one of the worst forms, and given the fact that, thanks to LUTRENA, CT is already well known within the two sub regions, would it not be possible / desirable for one structure to continue the work?

In general, IPEC is a program which consists of various programs amongst which is LUTRENA.

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<sup>4</sup>       Projet de lutte contre l'exploitation sexuelle des enfants à des fins commerciales (ESEC)



IPEC's new intervention strategy seems to be the following:

- Reinforce one team per country, dealing with all programs;
- Promote exchanges between IPEC programs in the same country (NPs, LUTRENA, etc);
- Reinforce the idea of an integral program and not unconnected specific programs.

## 16. PRIORITIZATION OF FUTURE ACTIONS

During the final evaluation workshop in Dakar, the evaluators wished to find out from the program implementers (regional coordinator and national coordinators), how they perceived the future as to the prioritization of some of the possible key actions. After reflection and discussion within 3 participant working groups, they gave priority scores to each key action and the combined results are shown in the below table. Although, the LUTRENA program needs to base its future orientation and programming on a multitude of elements – one of them being this evaluation – the table provides a useful picture of what ideas currently live within the program staff.

The scoring exercise was introduced with the following general question: *Which would be the principal actions LUTRENA should focus on for the coming years? Please provide scores from 1 to 5 (1 = priority, 5 = non-desired).*

V = the score of one working group

PRINCIPAL ACTIONS	1	2	3	4	5	Rank <sup>5</sup>
Studies on the still little-understood CT problems	V	V V				2
Sensitization of the large public and new target groups		V V	V			4
Active promotion of the application of laws and conventions	V V	V				1
Assistance to, and reintegration of CT victims	V		V	V		5
Prevention activities for children at risk and their parents	V V	V				1
Development of an efficient and computerized data base and CT monitoring system	V V	V				1
Promotion of the exchange of experience within and between countries	V	V	V			3
Preparation and active dissemination of an exit strategy	V		V V			4
Increased sharing of			V <sup>6</sup>			-

<sup>5</sup> The order of importance of principle actions based on the average score of the 3 working groups

PRINCIPAL ACTIONS	1	2	3	4	5	Rank <sup>5</sup>
LUTRENA experience with the international media						
Integration of non-core LUTRENA countries	V <sup>7</sup>					-
Strategic positioning of LUTRENA vi-à-vis « Migration » (ref. Rabat Conference, July 2006)			V <sup>8</sup>			-

The application of existing legislation, CT prevention and an efficient CT monitoring system received the highest priority scores. However, the way the results in the table should probably be best interpreted is that the high priority scores mean that, besides existing activities, those should be given specifically increased attention in the future.

## 17. SOME OBSERVATIONS

The following observations are presented here as reflections of the evaluation team based on their (first) experience with LUTRENA providing an external view.

1. The degree of ownership with the local community leaders of the CT combat is decisive for the level of social mobilization and is therefore the determining factor of the success of the CT-combat's actions. In other words, if you have the local leaders on board, you have gone half-way in the prevention of CT!
2. The sensitization and implication of traditional and administrative authorities and law enforcement services need to aim as much the highest ranks as the field-level officers – in other words, all hierarchical echelons need to be reached in order to avoid any rift in the CT combat actions, from the village shelters to the city houses.
3. An effective government policy to implement free primary education is a crucial precondition to succeed systematic school enrolment of former CT victims.
4. Successful income-generating support to families of former CT victims requires - proportionally - more important resources (technical, financial and material) than the other categories of CT actions, such as sensitization, advocacy, social mobilization, and training. It should be clear for two reasons that this assistance is so crucial. First, former victims and their families merit proper aid to overcome the often traumatic experience of CT. Second, without any effective help to a sustainable solution, many of these families will be the potential reproducers of future CT victims.

## 18. RECOMMENDATIONS

On intervention approach:

- 
- <sup>6</sup> Only one working group provided a score on this action. Therefore not ranked.  
<sup>7</sup> Only one working group provide score on this action. Therefore not ranked.  
<sup>8</sup> Only one working group provide score on this action. Therefore not ranked.

1. The program should continue its efforts to help improve the material conditions of family life in the CT areas of origin. However, this should be done mainly through the mobilization of organizations which are more specialized and experienced in the implementation of family-level income-generating activities and the development of cooperatives within the context of poverty reduction.
2. Preferably, existing community structures should be used within LUTRENA's target villages as vehicles to combat CT. This should be done through appropriate partnership modalities given the local realities – for example the creation of internal sub-committees working on different themes.

#### On Action Programs:

3. The examining of proposals for APs aiming at the support to income-generating activities needs to focus specifically on the type of services proposed to beneficiaries and the capacity of the implementing partner to deliver them in a satisfactory and sustainable manner.
4. It is recommended to revise the approval procedures for APs by including more transparency (explicit criteria, obligations on deadlines for those who are responsible) and by reducing the number of persons implicated in the process.
5. APs should have a duration of at least 24 months. Current and potentially new LUTRENA donors need to be persuaded that there will be a better chance of sustainable results if the APs are of longer duration.
6. NPCs and implementing partners should be encouraged to seek additional or complementary funding for the financing of more ambitious APs with budgets superior of USD150,000.

#### On further research:

7. Well-structured empirical research needs to be undertaken in order to develop a better understanding of the CT phenomenon in all countries of the two sub regions, and more particularly of CT related to domestic work, “talibés” and sexual exploitation.

#### On capacity building:

8. Donors should consider more support for both technical and capacity building of Government and implementing agencies on the developed legislations, including the implementation of the Agreement of Co-operation in the sub-region.

#### On monitoring and statistics:

9. It is desirable to operationalize a statistical information system which allows at the same time to monitor the development of different aspects of the CT phenomenon in the various countries as well as the conditions of individual CT victims identified, cared for, rehabilitated and reintegrated into society. Such a system would produce the statistics needed to develop policies and adequate responses to prevention, repression, rehabilitation and integration. The surveillance system by the community-level vigilance committees and the administrative reports by the law enforcement units should be integrated in this information system.
10. It would be advisable to encourage the integration of CT within the national statistics information programs, such as is the case with the experience of the program "Enquête nationale sur la traite des enfants (ENTE) or National Child Labour Survey (NCLS)" implemented in Cote d'Ivoire with the technical assistance of the SIMPOC program.

#### On children's participation:

11. Children's organizations (MAEJT, Children's Parliaments, Scouts, etc) – and in particular those of rehabilitated children – should be promoted and better integrated within the decision-taking structures and the execution of mini-programs. This should be done with the explicit consideration of their technical competence, their motivation and their specific constraints related to their child status.

#### On visibility and recognition:

12. A label – without reference to one specific agency – could be developed to show affiliation with "Combat against Child Trafficking". Each institutional actor – with a proven track-record in this field – could be associated to this label (ref. the standardization of ISO on the international level). Simultaneously it would be opportune to organize and publicize special joint events to celebrate "combat successes" by granting distinctions and honorable prizes, certificates, etc.
13. Partner platforms, in particular the RWOGAT, should be made more visible and widely recognized. This can be achieved through formalization, the increase of members, and regular media attention.

#### On synergy:

14. It would be advisable to promote complementarities (including the sharing of resources) between partners with the aim to exploit possible institutional synergies – technical, logistics, financial, etc.

#### On sustainability:

15. The concerned ministries and public administrations need to be convinced to ensure permanent planning of specific actions against CT within their programs and corresponding budget allocations.
16. Community-based organizations should be encouraged to find local financial or in-kind support to the CT combat. For example: voluntary contributions by beneficiary families and rehabilitated victims, gifts and legacies, etc.

#### On good practice:

17. Good practice and lessons learned need to be better documented and disseminated with the help of experience forms, life stories, good practice forms, partnership case studies, etc. Dissemination can take place with the help of exchange visits, thematic workshops, electronic bulletins (ref. the monthly bulletin *Calao Express* of the MAEJT), websites, etc.

#### On "core" and "non-core" countries:

18. The status of "non-core" country should represent a preparatory phase leading to full integration as a country fully participating within the LUTRENA program and not a restrictive measure or sanction as opposed to countries already participating.

#### On CT as one of the worst forms of CL:

19. The LUTRENA program follows activities within the larger IPEC program specifically aiming at the combat against CT as one of the worst forms of CL. However, the implications of working within the larger CL framework should be taken more into account by the concerned program managers and implementing partners during both the conception and the implementation of APs.

# ANNEX A.

## Key Questions discussed during the Evaluation Workshop

### LUTRENA Evaluation – Workshop

**Dakar, 14 July 2006**

#### **Poverty: an important cause of trafficking**

*Instead of being itself directly involved in the field of poverty reduction, would it not be advisable for LUTRENA to play more of a broker role to those agencies which are specialized in development, encouraging them to work in the children's areas of origin? If affirmative, the definition of "prevention" may have to be revised.*

##### Group 1:

- LUTRENA needs to continue to address socio-economic situation of families, to prevent recycling, and to secure LUTRENA's ability to promote mainstreaming of CT in poverty reduction frameworks.
- Also necessary to play a credible (and more proactive) broker role vis-a-vis other partners at national and field level (e.g. with regards to APs)

##### Group 2:

- Non, au contraire LUTRENA doit davantage s'attaquer à la pauvreté qui est la cause fondamentale de la traite des enfants. Le BIT est une agence de développement et nous sommes dans notre rôle ( cf rapport global BIT mai 2006, DSRP, OMD)
- Donc pas de redéfinition de la prévention de la traite des enfants
- LUTRENA accorde et a toujours accordé de l'importance à la collaboration et au partenariat entre les différents acteurs dans la lutte contre la traite des enfants. Exemple RWOGAT

##### Group 3:

- Nécessité de souligner le caractère multi dimensionnel de la lutte contre la pauvreté, notamment dans ses aspects socioculturels, juridiques, institutionnels et économiques.
- LUTRENA doit poursuivre sa stratégie d'action et ses interventions directes tout en créant des synergies avec des partenaires ayant une expertise particulière, cela dans une optique de renforcement et de pérennisation des résultats.
- Pas de nécessité de revoir la définition de la prévention telle que retenue par le BIT.

#### **Problems to be further studied**

*Should the problem of children in domestic work and those in coranic schools – recognized both as being sensitive issues and not yet very well understood as to their negative impact – not be better investigated ? Would LUTRENA be the best-placed actor to undertake this?*

##### Group 1:

- CDL has already been addressed often both by LUTRENA and IPEC in general.
- There is a need to develop a typology of begging in the context of unsupervised religious schools to enhance our understanding of the issue, but it needs to be done with sensitivity in coop. with other partners active in this area.
- CSEC also is an area that needs more research and attention.

##### Group 2:

- Oui, il faut même une étude sous régionale, car ce sont des questions sensibles tant au plan politique et socio culturel.
- Etablir les liens avec la traite des enfants. L'étude Mali Sénégal réalisée de mars à juillet 2006 a déjà relevé l'insuffisance d'études concernant les enfants mendiants ( utilisation abusive des enfants talibés, garibous) surtout dans son volet Sénégal.
- Il est particulièrement recommandable que LUTRENA soit initiateur de telles études approfondies sur ces deux questions et ensuite confier l'exécution d'une telle étude à des organismes internationaux (ONGI comme le BICE, Save The Children) en partenariat avec les membres du RWOGAT.

##### Group 3:

- Nécessité d'une revue documentaire et capitalisation des données disponibles

- Réalisation d'études / recherches nationales spécifiques sur la question du travail domestique des enfants et des enfants talibés (« mendiants ») en faisant le lien avec la notion de TDE
- Prévoir des restitutions nationales et une synthèse régionale sur la base d'outils communs

### Monitoring system

*To ensure an effective monitoring of child victims of trafficking, starting with their identification up to their viable reintegration into the community, should LUTRENA not give priority to the improvement of the CT monitoring system and its computerization? One advantage of this computerization would be that statistics of all sorts are easily to be obtained.*

#### Group 1:

- Yes. But national constraints and weaknesses limit the likelihood of a fully-fledged and automated monitoring system.

#### Group 2:

- Oui. L'intérêt est plus de s'assurer que les enfants sont maintenus dans des conditions réelles de protection et ne retombent pas dans la traite que d'avoir simplement des données statistiques.
- Le système d'observation et de suivi de la traite des enfants (STDE/CTMS) TDE est déjà conceptualisé, validé par la région et le Siège d'IPEC, fait l'objet actuellement d'une traduction en anglais et en espagnole et sera très prochainement testé au Mali et au Togo. Le groupe recommande de faire cela ASAP.
- Il faut intégrer le STDE dans le système national de gestion de l'information statistique. A titre d'exemple la composante expérimentale incluse dans l'enquête nationale sur le TE (ENTE) en RCI doit être répliqué sur l'ensemble des pays couverts par le projet ENTE (SIMPOC/Genève).

#### Group 3:

- Oui
- CTMS en cours de développement et teste prochainement dans deux pays
- Une fois le test réalisé, assurer une appropriation nationale de l'outil dans les pays LUTRENA non participants au test à travers des ateliers nationaux réunissant les parties prenantes.

### Legislation

*After LUTRENA's success of having established important legislation on child trafficking in the two African sub-regions, how should the program now ensure that these laws, texts, and bi and multilateral agreements will indeed be effectively implemented?*

#### Group 1:

- There should now be more focus on strengthening institutions (training, assistance in planning, etc); lobby with Governments to give more priority to CT in their planning and budget, but their IPEC and ILO structures should be relied upon
- There is a need to disseminate more information on the standards achieved
- Donor priorities may limit interventions

#### Group 2:

- Assurer la mise en place effective et opérationnelles des Commissions Permanentes de Suivi des accords bi et multilatéraux signés notamment en assumant son rôle d'assistant technique et financier en coordination avec le RWOGAT.
- Traduction des textes juridiques en langues nationales et leur diffusion
- Renforcer les activités de formations information des magistrats et des services de sécurité
- Mettre en place des programs spécifiques de suivi et d'application de la législation

#### Group 3:

- Vulgarisation par une information générale et large en langues nationale et locales par le biais de supports adaptés et différents réseaux de communication (medias, réseaux parlementaires, réseaux de communicateurs traditionnels, ...)
- Formation des acteurs (forces de sécurité, magistrats, auxiliaires de justice, inspecteurs du travail, transporteurs routiers, ...)
- Création d'un cadre spécifique de dénonciation des cas de traite (cadre de saisine spécialement destiné aux enfants)
- Opérationnalisation des systèmes de suivi de l'application des conventions, accords et textes relatifs à la TDE

## Action programs

*Given that LUTRENA's system of Action Programs does not seem to be a very efficient programming tool in practice (short durations, slow administrative procedures, ad-hoc interventions, limited finances) in the combat against child trafficking, how could its functioning be improved or maybe reformed ?*

### Group 1:

- Short duration mainly due to budget time restrictions and time loss; administrative procedures must be streamlined, but it is hard to get longer duration budgets.
- It is important to point out to the donors that a long term commitment is necessary for sustainability (long-term budgets)
- More resources are necessary for a more systematized monitoring/tracking of APs from inception to finish

### Group 2:

- Renforcer la décentralisation du contrôle et de l'approbation technique des programs d'action( CTP)
- Limiter le processus de révision à deux étapes (CNP et PM)
- Identification de partenaires fiables et leur formation à l'élaboration des PA
- Augmenter le seuil de révision de Procurement à 50 000 USD.
- Augmenter la durée des Projet de Coopération Technique à minimum 5 ans.

### Group 3:

- Le système ne peut pas être réformé car il fait partie de la stratégie d'intervention de l'IPEC mais il peut être amélioré
- Ex. par rapport a la courte durée, les PA efficaces en matière de réinsertion sont ceux permettant la formation professionnelle et il faut plusieurs années pour y parvenir –
- Revoir la durée des PA en fonction des objectifs spécifiques, cela étant plus particulière liée a la durée des projets élaborés au niveau du siège de l'IPEC (cf. étendre l'approche time-bound)
- Aux vues de la valeur du dollar, les seuils retenus ne permettent plus de réaliser les mêmes activités qu'il y a quelques années
- En matière d'approbation budgétaire, revoir les seuils retenus pour les MP (10.000 USD) et les PA (50.000 USD) (cf. dépréciation de la valeur du dollar)
- Réduire la chaine d'approbation technique des PA et appliquer les règles d'approbation après 14 jours)
- Poursuivre la politique de LUTRENA de mettre des PA avec des budgets substantiels (150.000 / 250.000 USD) lorsque les ressources financières le permettent.

## And the children...

*How could organized or non-organized children be better involved in LUTRENA's activities?*

### Group 1:

- Further develop children's clubs and organizations and involve them at the LUTRENA planning level, as well as in the overall national planning framework (steering committee, children's parliament, etc).

### Group 2:

- Capitaliser les témoignage des EVT ( expériences réussies, théâtres, sketch..)
- Systématiser la participation des enfants dans les CLV
- Impliquer davantage les structures d'enfants (AEJT, Parlements des enfants) comme partenaires et agences d'exécution de mini programs

### Group 3:

- Création de clubs scolaires, associations d'enfants, troupes de théâtre, réorganisation des parlements de jeunes
- Etendre la mise en place de clubs d'anciens enfants victimes de traite

## Too many community structures?

*In order to avoid a proliferation of community structures (AIDS committees, committees against excision, primary health care committees, water management committees, LUTRENA clubs, child traffic surveillance committees, ...) would there not be possible a simpler and more sustainable strategy ?*

### Group 1:

- More coordination needed at the national level between all development actors (int'l org's, NGOs, Gvt, etc.)
- Does the proliferation of structures undermine sustainability? Should LUTRENA more effectively exploit the proliferation of structures?

Group 2:

- Que l'étude sur les CLV qui démarre prochainement réponde à cette question afin que les CLV soient des structures légères et inscrites dans la durée.
- Proposition concrète des consultants ????????
- Soumettre cette question au RWOAT.
- Encourager les comités thématiques.

Group 3:

- Nécessité d'adoption d'une stratégie communautaire unifiée pour éviter la multiplication de comités locaux (Ex. Comités villageois de développement) avec possibilités de commissions thématiques (TDE, excision, VIH/SIDA)

### **Appreciation**

*How can those who are the most important field actors be sufficiently appreciated and distinguished?*

Group 1:

- Visibility enhancing events and awards to continually acknowledge an actor's contributions (awards, certificats, events like 12 June, membership cards)
- Use these actors more in public events to raise their prestige

Group 2:

- Promouvoir la remise de label de performance (diplômes annuels d'honneurs, certificats de reconnaissance, badges)
- Instituer des prix à travers l'organisation de concours sectoriels (journalistes, organisations employeurs, travailleurs, artisans, ONG)
- Prévoir la participation à des sessions de formation organisées par le BIT

Group 3:

- Encourager la reconnaissance symbolique des actions développées par les acteurs de la lutte contre la TDE sur la base d'un mécanisme d'appréciation à définir

### **Sustainability**

*Which actions should the program undertake to ensure the sustainability of the child trafficking combat?*

Group 1:

- More work at the policy level to strengthen the linkage between the community level and govt authorities
  - so that the recurring costs are included in the public budget.
  - Greater involvement of community structures in strategic public planning process

Group 2:

- Renforcer les capacités des acteurs locaux de lutte contre la traite des enfants notamment les CLV
- Promouvoir et renforcer la mise en place et le fonctionnement d'un service gouvernemental spécialisé en charge de la traite avec un budget approprié.
- Plaidoyer pour la prise en compte de la TDE dans les budgets nationaux de nos Etats et dans les DSRP
- Inclure la traite dans les PPTD (Program Pays du Travail Decent) avec budget.

Group 3:

- Mettre l'accent sur les actions préventives qui ont un meilleur coût / efficacité
- Intégrer la lutte contre la TDE dans l'agenda national de développement (DSRP)
- Création d'un contexte institutionnel clair et précis

### **Exchanges**

*Which type of exchanges of experience between different actors could be developed by the LUTRENA program?*

Group 1:

- Documenting good practices
- Study exchanges
- Virtual exchange platforms

Group 2:

- Organiser des rencontres périodiques d'échanges entre les forces de sécurité.
- Organiser des échanges de bonnes pratiques entre agences d'exécution entre pays
- Partager notre expérience de travail avec la presse internationale (RFI, BBC World, TV5 Monde, Africa N°1)



- Institutionnaliser officiellement le RWOGAT et le renforcer par l'admission de nouveaux membres (UNIFEM, ONUSIDA, BAD, BM)

Group 3:

- Développement de voyages d'études, échanges d'information, échanges d'expérience entre les partenaires mais aussi entre les acteurs du projet

### **To be core or not to be core, that's the question...**

*Is LUTRENA's system with core and non-core countries just and efficient in the combat against child trafficking?*

Group 1:

- NO! Any distinction between countries must be based on the substantive needs of the countries involved.
- Trafficking affects all countries

Group 2:

- Le système de pays non core est le seul mécanisme approprié pour l'admission de nouveaux pays durant la même phase. C'est une question d'efficacité et non de justice.
- Reconsidérer la distribution de l'enveloppe budgétaire par rapport à l'incidence de la traite des enfants. Contrainte budgétaire et pragmatisme ont conduit à ce mécanisme de coopération.
- Le statut de non core doit être une phase préparatoire à un processus d'intégration pleine et entière.
- Réviser la dimension géographique de LUTRENA en fonction des ressources disponibles.

Group 3:

- Nécessité d'appliquer le statut « core country » à tous les pays couverts et trouver les ressources financières nécessaires

### **IPEC / LUTRENA or IPEC?**

*Given the fact that IPEC's mandate is to address the worst forms of child labor and that child trafficking is considered one amongst those, and given that thanks to LUTRENA child trafficking is already well known in the two sub-regions, would one structure now not be enough to continue the job?*

Group 1:

- LUTRENA = IPEC
- Integration of IPEC presences in the field is strategic objective of IPEC
- However, LUTRENA is a subregional program which needs some sort of superstructure to ensure coordination.

Group 2:

- Dans sa stratégie d'intervention, IPEC a développé trois générations de Projets :
  - PN visant à la ratification des C 138 et 182 ( PFTE)
  - Projets sectoriels thématiques sous régionaux ( ESEC, LUTRENA, WACAP, Enfants soldats)
  - TBP (Elimination du Travail des enfants)
- IPEC renforce est en cours de renforcement d'une équipe pays tous projets confondus
- Instituer les échanges entre projets IPEC dans un même pays (PN, LUTRENA, etc)
- Renforcer l'idée de program intégré et non de projets spécifiques.

Group 3:

- IPEC a une unité et différents axes d'intervention (TDE, Mines et carrières, PFTE, ...)

## ANNEX B.

### Documentation List

- *IPEC : EVALUATION AND PROJECT CYCLE IN IPEC*
- *ILO : Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects*
- *ILO: Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of*
- *ILO: ILO Programmes and Projects*
- *ILO : Guidelines for the preparation of Summary Project Outlines for multi-bilateral financing*
- *ILO : GUIDE TO THE PREPARATION OF WORKPLANS, PROGRESS REVIEW AND SELF-EVALUATION REPORTS FOR TECHNICAL COOPERATION PROGRAMMES AND PROJECTS*
- *IPEC : DED Guidelines 1 IDENTIFYING & USING INDICATORS OF ACHIEVEMENT*
- *IPEC: MONITORING AND EVALUATION IN IPEC, Briefing Material*
- *IPU Handbook*
- *ILO: PROCEDURES FOR THE DESIGN AND EVALUATION OF ILO PROJECTS, Technical Cooperation*
- *IPEC: DED Guidelines 2 DESIGN AND PREPARATION OF PROJECT DOCUMENTS*
- *ILO: SUMMARY NOTES from ILO training manual on Design, Monitoring and Evaluation of Technical Cooperation Programme and Projects*
- *IPEC: Présentation Générale de LUTRENA II*

# ANNEX C.

## Mission Program

Dates & Duration	Team Leader	Local Consultant I	Local Consultant II
12-18/05 5 work days	Desk review in consultants home residence		
June 26 1 work day	Briefing in Dakar		
June 27 1 work day	Travel to Ouagadougou (Burkina Faso)	Travel to Yaoundé (Cameroon)	Travel to Lomé (Togo)
June 28- July 1 4 work days	Field visits (Burkina Faso)	Field visits (Cameroon)	Field visits (Togo)
July 2 1 work day	Travel to Bamako (Mali)	Preparation/execution. stakeholders' WS in Yaoundé/Cameroon	Travel to Abidjan (Côte d'Ivoire)
27/05		Travel to Accra (Ghana)	
July 3-7 5 work days	Field visits (Mali)	Field visits (Ghana)	Field visits (Côte d'Ivoire)
July 10 1 work days	Interviews with country coordinators (Guinea, Niger and Senegal)	Interviews with country coordinators (Nigeria)	Interviews with country coordinator (Benin)
July 8-9 1 work day	Preparation of stakeholders' workshops		
July 11-12 2 work days	Stakeholders' workshop In Bamako/Mali (Burkina Faso + Mali)	Stakeholders' workshop in Accra/Ghana (DANIDA component)	Stakeholders' workshop in Abidjan/Côte d'Ivoire (Côte d'Ivoire + Benin + Togo)
July 13 1 work day	Travel to Dakar (Senegal)	Travel to Dakar (Senegal)	Travel to Dakar (Senegal)
July 14-15 2 work days	Preparation of Debriefing WS (Senegal)		
July 17-18 2 work days	Regional debriefing WS in Dakar (Senegal)		

# ANNEX D.

## Terms of Reference



**International Programme on the Elimination of Child Labour  
ILO/IPEC**

### **Terms of Reference For**

#### ***Independent Evaluation of LUTRENA PROGRAMME***

*Combating the trafficking of children for labour exploitation in West and Central Africa*

Interim evaluation of USDOL Component Phase II / Final Evaluation of USDOS and DANIDA Component LUTRENA

ILO Project Code	<b>USDOL :</b> RAF/01/P53/USA RAF/01/P51/USA RAF/04/P58/USA <b>USDOS :</b> CMR/04/P50/USA BKF/04/50P/USA <b>DANIDA :</b> RAF/01/07P/DAN
ILO Project Number	P.250.03.100.053, P.250.07.100.058, P.250.07.100.051
ILO Iris Code	11574, 12473, 12525, 12316, 11567, 12315
Countries	Benin, Burkina Faso, Cameroon, Cote d'Ivoire, Gabon, Ghana, Guinea, Mali, Níger, Nigeria, Senegal and Togo
Duration	months
Starting Date	USDOL: June 2001 DANIDA: April 2004 USDOS: March 2004
Ending Date	USDOL: July 2007 DANIDA: June 2006 USDOS: February 2006 (?)
Project Language	English/French
Executing Agency	ILO-IPEC
Financing Agency	US DOL, US DOS, DANIDA
Donor contribution	USDOL: US \$ 9,309,454 DANIDA: US\$ 3,248,049 USDOS: US \$605,640

## I. Background and Justification

1. The International Programme on the Elimination of Child Labour (IPEC) is a technical cooperation programme of the International Labour Organization (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The programme to 'Combat the Trafficking of Children for Labour Exploitation in West and Central Africa' (LUTRENA) is a multi-donor funded programme covering 12 countries in West and Central Africa. The first phase of this programme, with United States Department of Labor (USDOL) funding, started officially in July 2001, although the substantive activities were initiated in November. The expected end date of the LUTRENA USDOL project is June 2007. Through USDOL, Danish International Development Agency (DANIDA) and United States Department of State (USDOS) funding the LUTRENA programme covers 12 core and non-core countries in the following manner:

3. **USDOL Component covers 10 countries**

6 core countries: Benin, Burkina-Faso, Cote d'Ivoire, Gabon, Mali, Togo

4 non-core countries: Guinea, Niger, Nigeria and Senegal

As of March 2006 the USDOL project has already started up a number of direct and indirect actions of LUTRENA Project Phase II-Amendment which along with action programs already underway have contributed to the continuation of the project's overall positive record of performance.

The last Technical Progress Report reports that in the last reporting period (September 2005-February 2006), the US DOL project of the LUTRENA programme working with its various partners reached 3,125 children (1,202 girls, 1,923 boys). Of these 520 children were withdrawn (233 girls, 287 boys) from trafficking and 2,605 children were prevented (969 girls, 1,636 boys). These children have benefited from a total of 1,806 direct services (30,947 since the beginning of the project) and more than 1,500 adult family members were assisted (9,158 since the beginning of the project).

4. **DANIDA Component covers 3 countries**

3 core countries: Benin, Burkina Faso and Ghana

DANIDA joined the LUTRENA programme in 2003 to strengthen existing activities in Benin, Ghana and later Burkina Faso.

The March 2005 Technical Progress Report reports that between May 2004 to February 2005 the DANIDA project has withdrawn a total of 496 children (**285 girls and 211 boys**) and has prevented a total of 10 children (**4 girls and 6 boys**).

5. **USDOS Component covers 2 countries**

2 core countries: Burkina Faso and Cameroon

The USDOS project of the LUTRENA programme began in May 2004 in Cameroon and December 2004 in Burkina Faso.

In the March 2006 Technical Progress Report for Cameroon, the project reports Thirty three (33) children were rehabilitated and they subsequently graduated from skills training programs as part of the pilot action programme on rehabilitation and reinsertion (AP 4-6 of N'Kumu Fed Fed). The total number of children rehabilitated by this action program currently stands at one hundred and three (103). The Technical Progress Report for Burkina Faso

reported that the completion of an Action Programme rehabilitated 70 child victims of trafficking (40 boys and 30 girls) through apprenticeship at “Wend-Zoodo” Centre and the sustainable reintegration in their respective communities.

6. A full list of completed, ongoing, and pipeline action programmes is attached to the present TORs as Annex I.
7. The programme responded to overwhelming reports of children being trafficking across borders for labour exploitation in West and Central Africa. Although some cases of trafficking of children within West Africa for commercial sexual exploitation have been reported, these have been far outweighed by the numbers reportedly trafficked across borders for other forms of work, of which recruitment for agricultural sector, both commercial and subsistence, and domestic work appears to be the most important. Other types of labour exploitation include work in plantations, small trade, begging and soliciting.
8. The programme is based extensively on prior experience in the region and the prior phase of the LUTRENA programme as well as a wealth of experience IPEC has been able to gain in dealing with combating trafficking for sexual and labour exploitation on a global scale. The programme has profited from past IPEC experience and has utilized the good practices collected in policy development, grassroots surveillance and vertical links to relevant authorities, the use of traditional community media for awareness raising, alternative livelihood generation, and improving services to survivors over the years. The current programme has made it possible to further deepen knowledge on the motives and modes of operation of cross-border trafficking. The programme also addresses the questions of internal trafficking, the necessity of acting throughout the trafficking chain, and improving the knowledge of not only the supply side but the demand side of trafficking.
9. In April 2004, IPEC utilized the Strategic Programme Impact Framework (SPIF) methodology and organized a workshop with key stakeholders to revise the programme framework for the future 4 years of the project. The SPIF developed in April 2004 also ensures that activities funded by DANIDA and USDOL are fully compatible and avoids duplication of activities. Based on the revised framework, the USDOL component of the programme (in phase II) was amended in particular the geographic coverage of the programme.
10. The programme consists of a comprehensive programme in each of the programme countries, implemented in stages, aimed to contribute to the effective prevention and abolition of trafficking in children for exploitative employment in West and Central Africa, considered one of the worst forms of child labour. The components consist of:
  - Institutional Development
  - Direct Action
  - Research, Documentation and Monitoring
  - Sub-regional cooperation and joint action
11. The components support the **Development Objective** of the project to contribute to the effective prevention and abolition of trafficking in children for exploitative employment in West and Central Africa, considered one of the worst forms of child labour.
12. The immediate objectives of the programme are as follows:
  - At the end of the project, the legal environment at national level is more favourable to implement actions against child trafficking and the capacity of government and non-governmental organizations to address the issue will be strengthened
  - At the end of the project, direct action programmes aimed at the prevention and rehabilitation of child victims of trafficking in participating countries will have been established and an estimated 9,000 children will have been rescued/rehabilitated while a much larger number (approximately 18,000 children) will have been prevented from being trafficked
  - At the end of the project, the knowledge on child trafficking in the sub-region will have been enhanced and the network of child labour advocates and programme implementers will have been strengthened
  - At the end of the project, a model for bi-lateral coordination mechanisms for prevention of trafficking of children, withdrawal from labour exploitation and reintegration will have been developed and functioning in selected countries.

13. Further the programme has six strategical axes: Legal environment at national level to become more favourable; Capacity of governmental and non-governmental organizations strengthened; Action programmes to the prevention and rehabilitation of child victims of trafficking implemented; Knowledge on child trafficking is enhanced; Networks of child labour advocates and programme implementers strengthened; and the Model for bi-multilateral coordination mechanisms for prevention of trafficking of children developed and functional in selected countries.
14. The implementation rhythm is different in each of the countries. As a whole, several substantive activities have been carried out in the nine countries. Among them, 62 action programmes in the areas of awareness raising, creation of surveillance committees and repatriation, rehabilitation, prevention and protection of children are being implemented (and 23 mini-programmes) while several others are in the process of being approved. 138 training/capacity building workshops have been organized or are being planned for the different IPEC partners including implementing agencies (on Design, Monitoring and Evaluation), Parliamentarians, Journalists and Press Agents, Relevant Government Ministers and National Security Agencies.
15. At the regional level, LUTRENA designed a specific child trafficking monitoring system (CLM-TDE), promoted consultations on good practices and lessons learnt at sub-regional (CLVs) and national levels (Gabon), organized meetings on the harmonization of national legislation on child trafficking in French and English speaking countries participating to the project, and developed research activities in Cameroon, Mali and Ghana, include survey to prepare databases on child trafficking in Benin, Gabon, and Togo; rapid assessments to analyze or update the situation of child trafficking in geographical areas of Burkina Faso and Nigeria; and three studies dealing with specific sectors such as mining and urban informal economy in Cote d'Ivoire and Nigeria (18 surveys in total).
16. Technical and strategic work undertaken by LUTRENA is increasingly being recognized in all the countries covered by the programme. Memorandums of Understanding (MOU) between the ILO and the governments of Cameroon, Gabon and Cote d'Ivoire have been prepared and negotiated. Several activities are being undertaken in coordination with ILO Regional and Area Offices, national stakeholders and social partners and UN agencies.
17. Bilateral and multilateral agreements of cooperation against child trafficking have been signed in the sub-region with the technical and financial cooperation of the programme.
18. The programme office was originally established in Abidjan, Cote d'Ivoire. Due to the political instability in this country, the project was relocated to Dakar, Senegal, at the beginning of 2003. This has caused delays in the implementation of some of the planned initiatives and the provisional suspension of activities in Cote d'Ivoire until end of May 2003.

#### **Evaluation Background**

19. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.
20. This interim evaluation of the programme is mandatory according to ILO procedures and is planned for in the project document. It is an independent, external evaluation managed by IPEC's Design, Evaluation and Documentation section (DED) and implemented by consultants with no prior involvement in the project.
21. The present programme has undertaken an independent mid-term evaluation exercise of Phase II of the USDOL component (RAF/01/53/USA, P.340.01.100.053) in July 2003. At that time the evaluation found that the programme had been able to mobilize the necessary stakeholders on all levels, had developed a series of original approaches to raise the awareness of the general public, had supported the participation and contribution of the countries to the sub-regional process of harmonizing national legislations, developed several good pilot experiences in the field of reintegration and support of children to their families and the project had successfully been able to combine the components of the programme through concrete field activities. (Mid-term Evaluation pg. 6). The mid-term evaluation further made several recommendations which were discussed by stakeholders and considered in the USDOL project addendum of 2004.
22. This evaluation is the interim evaluation for the USDOL component and the final evaluation for DANIDA and USDOS components which are coming to a close in June 2006. It was decided that as all three components of the programme were designed within the same framework, the programme be evaluated as a whole and not by individual component.

## II. Scope and Purpose

### SCOPE

23. The scope of the present IPEC evaluation includes all programme activities to date including Action Programmes. The evaluation should look at **the programme covering the individual project components (USDOL, USDOS, Danida) as a whole** and address issues of programme design, implementation, lessons learned, replicability and recommendations for future programmes and any specific recommendations for use in any future intervention. The evaluation will cover all nine programme countries.

### Purpose

24. The evaluation should serve primarily as a **planning and learning tool** for the project management team and IPEC. The main purpose of the evaluation is to i) review the ongoing progress and performance of the project (extent to which immediate objectives have been achieved and outputs delivered), ii) to examine the likelihood of the programme achieving its objectives and iii) an investigation on nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the programme's success.
25. The evaluation should provide all stakeholders with information to assess and possibly revise work plans, strategies, objectives, partnership arrangements and resources. The evaluation will also contribute to the enhancement of the knowledge base in the area of trafficking for labour exploitation. The evaluation should assess the overall impact of the programme at different levels such as at policy level, organizational (partner) level, beneficiaries' level, community level and household level. It should document lessons learned and potential good practices, and provide recommendations on how to integrate these into planning processes and implementation of future IPEC activities in the project countries.

## III. Suggested Aspects to be Addressed

- 26 The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency and sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects*, January 1995. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with DED. It is not expected that the evaluation address all of the aspects below, the evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed.

### DESIGN & PLANNING

- Assess whether the project designs were logical and coherent and took into account the validity and practicality of institutional arrangements, roles, capacity and commitment of stakeholders in each of the nine countries.
- Analyse whether available information on the socio-economic, cultural and political situation in the nine core countries was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the designs of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Analyse the internal logic of the projects (logical frameworks at national level, project work plan at sub-regional level, linkages between inputs, activities, outputs and objectives), quality and usefulness of the selected indicators and means of verification for project monitoring, evaluation and project monitoring plans.
- Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- Were the beneficiaries clearly identified in the project document (sub-groups, age, and socio-economic status)? Please determine if more details were needed to better target interventions.
- How well did the project design take into account local efforts already underway to address child labour and existing capacity to address these issues?
- Assess the use of strategic planning, through the SPIF methodology, for project design and planning for broader national frameworks. Was the SPIF as a tool useful?
- How does the project design allow for the 4 non-core countries (Guinea, Niger, Nigeria and Senegal) to be involved in the project? Is their participation as non-core countries sufficient to the local situation concerning child labour in



each of these countries? Please consider specifically the needs of the target groups, the local capacities to address these issues, and the national policies and programmes in place.

- Were the linkages between inputs, activities, outputs and objectives clear and logical? Do the various Action Programmes designed under the projects provide clear linkages and complement each other regarding the project strategies and project components of intervention? How were the geographic regions for AP implementation selected?
- What was the advantage and drawbacks of a regional project design? Was the regional approach the most effective way to achieve the programme's objectives?
- How were the recommendations from the previous evaluation followed up by the programme? Were the lessons learned from the previous evaluation successfully incorporated into the addenda project design?
- Are the objectives of the programme realistic considering its resources and timeframe?

#### **Achievements (Implementation and Effectiveness)**

- Assess the Operation and level of participation of national advisory committees
- Examine the preparatory outputs and the start up phase of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process
- Were project revisions and addenda effective in making it more likely for the programme to meet its overall objectives?
- Examine any networks, partnerships and collaboration schemes in the different countries related to the programme; consider especially the coordination and information sharing between other ongoing ILO/IPEC efforts (country programmes) underway in West Africa, in particular the TBP DOL funded Ghana, the West Africa Commercial Agriculture Project (WACAP), the TBP in Senegal, and the Anglophone Africa Capacity Building Project in Nigeria
- Review the level of the governments involvement in and support for the programme
- Review the level of community, parent and teacher interest and participation in programme activities, has their commitment to the programme evolved over time?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed Action Programmes.
- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations in the nine countries been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
- Will the entire target population be reached? Were specific groups of boys or girls, men or women, excluded from the benefits of the interventions?
- Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- Which are the mechanisms in place for project monitoring? Please assess the quality and use of work plans and monitoring plans.
- How did factors outside of the control of the programme affect programme implementation and programme objectives and how did the programme deal with these external factors?
- Are there differences in effectiveness in the different countries? Which are the factors explaining such differences?
- Assess the progress of the programme's gender mainstreaming activities.
- Assess the use of strategic planning, through the SPIF methodology, for review and monitoring as part of programme implementation. Is it useful?
- How effectively did the **programme leverage resources** (e.g., by collaborating with non-IPEC initiatives, governments and other)?
- Review and assess the coordination with other NGOs and agencies (international and national) implementing child assistance projects in the region. Please comment on the degree to which and way in which such coordination impacted the programme.
- How successful has the programme been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction? Please provide concrete examples as appropriate.
- How effective has the programme been at building the capacity of national IPEC staff and implementing agencies' staff as well as capacity of government ministries and agency personnel to combat child labour? Please provide concrete examples as appropriate especially in the areas of quality of human resources, learning capacity, awareness of gender issues and child labour conventions.
- How well did the local institutional structures (National Steering Committee, Local Steering Committees) work? Assess the participation of different relevant actors in the NSC. How did these structures participate in terms of programme implementation? How did this participation affect the outcomes of the programme?
- How were the strategies for child labour monitoring implemented and coordinated? How effective was the programme in implementing child labour monitoring systems (CLMS)
- How effective were the project monitoring systems put in place in obtaining information on programme child beneficiaries and providing the programme with information on whether children were withdrawn or prevented from WFCL.
- Please assess the change in levels of awareness as a result of the programme regarding child trafficking and attitudes towards the phenomenon at all levels-community, parents, children, government etc.
- Determine the desired and unexpected effects of the programme on the policy environment and the capacity of the relevant institutions (at local or national level) dealing with trafficking of children. Have governments made changes to policies and activities related to trafficking in persons since the start of the programme as a consequence of the programme? Are these policies being implemented?

- Identify unexpected effects on boys and girls, women and men, both in the target groups or in other sectors of the population.
- Please analyse the extent of the contribution of the programme to the overall fight against trafficking of children in West and Central Africa.

#### *Relevance of the Programme*

- Examine whether the programme responded to the real needs of the beneficiaries
- Validity of the programme approach and strategies and their potential to replicate, in particular menu of intervention approach and built in planning.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the programme.
- How does the programme strategy as in line with the Conventions on Child Labour (C. 138 and C. 182) fit within national development, education, child protection and anti-poverty efforts, and within existing policies and programmes on child labour /child trafficking and interventions carried out by other organizations?
- Given the importance of Nigeria to the issue of trafficking in West Africa (as a source, transit, and destination country), how has changing its status from a core to a non-core country affected the programme and its ability to address trafficking in the region?

#### *Sustainability*

- Assess to what extent has a phase out strategy been defined, planned and articulated to all key stakeholders. What steps have been taken to ensure sustainability. How is the idea of a phase-out strategy in the project components addressed throughout implementation?
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the programme to partners
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues
- Assess the programme's focus on upstream policy work in terms of ensuring the sustainability of efforts?
- Are the child labour monitoring systems likely to be sustainable in each of the project countries?

#### **Special Concerns:**

- Assess the implications of a regional approach versus a national approach.
- Examine whether sharing of experiences between countries took place in this regional project

## **IV. Expected Outputs of the Evaluation**

27. The expected outputs to be delivered by the evaluation team are:

- A desk review of project related documents
- An evaluation instrument prepared by the team leader
- Field visits to six of the nine project countries (Burkina Faso, Mali, Cote d'Ivoire, Togo, Cameroon, Ghana by the evaluation team
- Evaluation questionnaire/Interview Guidance Notes for countries not visited in field visits (Niger, Guinea, Senegal, Gabon, Benin and Nigeria)
- Evaluation workshop agenda, proceedings and notes prior to the workshops
- Facilitate a two day evaluation workshop in each of the sub-regions and the regional debriefing workshop in Dakar, Senegal.
- Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluation team under supervision of team leader
- Final Report including:
  - ✓ Executive Summary with key findings, conclusions and recommendations
  - ✓ Clearly identified findings
  - ✓ Clearly identified conclusions and recommendations
  - ✓ Lessons learned
  - ✓ Potential good practices and effective models of intervention.
  - ✓ Appropriate Annexes including present TORs
  - ✓ Standard evaluation instrument matrix

28. The total length of the report should be a maximum of 50 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

29. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
30. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## V. Evaluation Methodology

31. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
32. The evaluation team will be asked to use the **standard evaluation matrices** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project. The evaluation team may also use any other instruments that they see appropriate for this exercise.
33. As a general matter, the use of participatory methods for data gathering and analysis is strongly recommended. In interviews, focus groups, etc., the evaluation team should solicit the opinions of a representative sample of stakeholders, including children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, legal authorities, trade unions and NGO officials, the action program implementers, and IPEC staff regarding the project's accomplishments, program design, sustainability, and the working relationship between IPEC and its partners, where appropriate.
34. In preparation for the evaluation, **the project team** will undertake several specific activities for the preparation of the evaluation (**preliminary self-evaluation**), including:
  - A Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis of the project in each of the nine countries
  - An identification of potential good practices to be further analyzed and assessed by the evaluation team in each of the countries
  - An identification of lessons learned from implementation issues, including corrective actions and solutionsThese activities will be documented using standard forms and delivered to the evaluation team for consideration and further analysis.
35. The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the project and action programmes, results of any internal planning processes in the countries, relevant materials from secondary sources and the preliminary self-evaluation. At the end of the desk review period, it is expected that the evaluation consultant prepare a brief document indicating the methodological approach to the evaluation, the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission.
36. The evaluation will include field visits to six of the twelve countries covered by the project –Burkina Faso & Mali, Togo & Côte d'Ivoire, Cameroon and Ghana– and in Senegal (where the regional coordination project office is located). The evaluation team will begin the field visits in Senegal for a briefing with the LUTRENA project management. The team leader will meet and interview the project coordinator and stakeholders of the Senegal component at this time. This will allow the evaluation team to cover the different "sub-regions" covered by the project (Sub-Saharan Africa, Coastal Western Africa, Central Africa and Anglophone Western Africa). The activities in the other six countries will be assessed through direct interviews with project managers and stakeholders as identified by the evaluation team and project management. To incorporate the views and opinions of other stakeholders' in these six countries, the evaluation team will prepare questionnaires to be delivered using electronic mail or telephone conversations.

37. Four national stakeholders' workshops will be organized, according to the main regions where the project is active. The participation in these workshops will include the project management (of the different countries in the sub-region) and national actors (relevant Ministries, social partners, implementing agencies, other UN system organizations present in the field). During these evaluation-cum-planning workshops, the evaluation teams will validate its preliminary conclusions and gather information on the stakeholders' views on the planning of the second part of the project.
38. At the beginning of the field mission, a briefing session with the evaluation team in the Regional Coordination office of the Project in Dakar/Senegal will be held.
39. At the end of the field mission there will be a regional debriefing workshop with the senior project staff and national coordinators in Dakar, Senegal. The following table summarizes the evaluation strategy.
40. The evaluation team will interview the donor representatives, IPEC HQ, and ILO/IPEC regional persons, other relevant ILO officials and the ILO sub-regional offices as appropriate through a conference call early in the evaluation process, preferably during the desk review phase.

#### Summary of the evaluation methodology by country

Country	Type	Evaluation strategy	Stakeholders' workshop	Donor component
<b>Burkina Faso</b>	Core Country	Field visit	<b>Western Sub-Saharan Africa</b> (in Bamako-Mali)	USDOS+ DANIDA+ USDOS
<b>Mali</b>	Core Country	Field visit		USDOL
<b>Niger</b>	Non Core Country	Interview + questionnaire		USDOL
<b>Guinea</b>	Non Core Country	Interview + questionnaire		USDOL
<b>Senegal</b>	Non Core Country	Interview + questionnaire		USDOL
<b>Benin</b>	Core Country	Interview + questionnaire	<b>Western Coastal Africa</b> (in Abidjan, Côte d'Ivoire)	USDOL+ DANIDA
<b>Côte d'Ivoire</b>	Core Country	Field visit		USDOL
<b>Togo</b>	Core Country	Field visit		USDOL
<b>Cameroon</b>	Core Country	Field visit	<b>Central Africa</b> (in Yaoundé, Cameroon)	USDOS
<b>Gabon</b>	Core Country	Interview + questionnaire		USDOL
<b>Ghana</b>	Core Country	Field visit	<b>Anglophone Western Africa</b> (in Accra, Ghana)	DANIDA
<b>Nigeria</b>	Non Core country	Interview + questionnaire		USDOL
<b>Senegal</b>	West and Central Africa		<b>Regional Debriefing WS</b> (in Dakar, Senegal)	USDOL+ DANIDA+ USDOS

#### Composition of the evaluation team

41. The evaluation team will consist of three evaluators that previously have not been involved in the project. The international evaluator will be recruited as the team leader. The team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines. Each evaluation team member will be in charge of a project sub-region: the Western Sub-Saharan Africa sub-region, Western Coastal Africa sub-region and Central and Anglophone Western Africa sub-region. Designation of which team member will be responsible for which sub-region will ultimately be decided on the consultants' past experiences in the sub-region and language competency.
42. The background of the **evaluation team leader (International Consultant)** should include:
  - ✓ Relevant background in social and/or economic development
  - ✓ Extensive experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects in the international context.
  - ✓ Extensive experience in evaluations in the UN system or other international context as team leader

- ✓ Relevant regional experience preferably prior working experience in the sub-region
  - ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
  - ✓ Experience at policy level and in the area of education and legal issues would also be appreciated
  - ✓ Familiarity with and knowledge of specific thematic areas
  - ✓ Fluency in English and French and possibility to facilitate workshops in both languages
  - ✓ Experience facilitating workshops for evaluation findings
43. The background of **the evaluation team members (local consultants)** should include:
- ✓ Relevant background in social and/or economic development
  - ✓ Experience in design, management and evaluation of development projects
  - ✓ Working experience in the project countries to be visited
  - ✓ Fluency in English for evaluation team member I and fluency in French for evaluation team member II.
  - ✓ Experience facilitating workshops for evaluation findings
44. The evaluation team leader will be responsible for:
- Undertaking a **desk review** of the project files and documents,
  - Conduct a telephone briefing with IPEC DED, Geneva and hold telephone discussions with DANIDA, USDOL, USDOS, ILO/IPEC HQ officers as appropriate
  - Develop an evaluation instrument including a format for the sub-regional reports to be undertaken by the evaluation team members
  - Prepare **questionnaires** for the countries not selected for field visits,
  - Conduct **telephone interviews** with the project coordinators and stakeholders in Guinea, Niger and Senegal
  - Undertake **field visits** to Burkina Faso and Mali and to Senegal for the final debriefing workshop.
  - **Facilitate** a two day evaluation workshops in Bamako covering Burkina Faso and Mali and two day debriefing workshop in Senegal.
  - **Draft** the evaluation report incorporating inputs from evaluation team members
  - **Finalize** the report with stakeholder comments
45. The evaluation team member I will be responsible for:
- Undertaking a **desk review** of the project files and documents
  - **Conduct telephone interviews** with the project coordinators and stakeholders in Nigeria
  - Undertake **field visits** to Cameroon and Ghana.
  - Facilitate a one day workshop in Ghana
  - **Participate** and **provide support** to the team leader in debriefing workshop in Senegal
  - **Draft report** under supervision of team leader and based on standard format stipulated by evaluation team leader in the evaluation instrument. The draft report should include findings from the field visits and desk review for submission to the team leader
46. The evaluation team member II will be responsible for:
- Undertaking a **desk review** of the project files and documents
  - **Conduct telephone interviews** with the project coordinators and stakeholders in Benin
  - Undertake **field visits** to Togo and Cote d'Ivoire
  - Facilitate a two day workshop in Abidjan covering Cote d'Ivoire, Benin and Togo
  - **Participate** and **provide support** to the team leader in debriefing workshop in Senegal
  - **Draft report** under supervision of team leader and based on standard format stipulated by evaluation team leader in the evaluation instrument. The draft report should include findings from the field visits and desk review for submission to the team leader
47. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Accra. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
48. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

## Timetable and Workshop Schedule

49. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.
50. The evaluation will take place from June 20<sup>th</sup> to end August 2006. The translated version of the final report will be delivered by end of August. To cover a maximum number of countries in a short time, the evaluation team will divide up the six countries selected and undertake field visits concurrently.
51. The tentative timetable is as follows:

Dates & Duration	Team Leader	Local Consultant I	Local Consultant II
19-23/06 5 work days	Desk review in consultants' home residence		
June 26-27 2 work days	Briefing in Dakar + interview with IPEC/NPC (Senegal)		
June 28 1 work day	Travel to Ouagadougou (Burkina Faso)	Travel to Yaoundé (Cameroon)	Travel to Lomé (Togo)
June 29- July 1 4 work days	Field visits (Burkina Faso)	Field visits (Cameroon)	Field visits (Togo)
July 2 1 work day for team leader and local consultant II 3 work days for local consultant I	Travel to Bamako (Mali)	Preparation/execution. 1 W/D (02.07.06) stakeholders' WS in Yaoundé/Cameroon (03.07.06) Travel to Accra (Ghana) (04.07.06)	Travel to Abidjan (Côte d'Ivoire)
July 3-6 4 work days for team leader and local consultant II 3 work days for local consultant I	Field visits (Mali)	Field visits (Ghana) – 3 W/D (05-07.07.06)	Field visits (Côte d'Ivoire)
July 7 1 work day	Interviews with project coordinators (Guinea, Niger )	Interviews with project coordinators (Nigeria) (08.07.06) <sup>9</sup>	Interviews with project coordinator (Benin, Gabon)
July 8-9 2 work days	Preparation of stakeholders' workshops		
July 10-11 2 work days July 10 for Ghana workshop	Stakeholders' workshop In Bamako/Mali (Burkina Faso + Mali)	Stakeholders' workshop in Accra/Ghana (Ghana) 1 day	Stakeholders' workshop in Abidjan/Côte d'Ivoire (Côte d'Ivoire + Togo)
July 12 1 work day	Travel to Dakar (Senegal)	Travel to Dakar (Senegal)	Travel to Dakar (Senegal)
July 13 1 work day	Preparation of Debriefing WS (Senegal)		
July 14 1 work day	Regional debriefing WS in Dakar (12 countries, in Dakar/Senegal) (LUTRENA Team + Donors/USDOL+USDOS+DANIDA)		
July 16-31 7 work days for team leader and 5 work days for evaluation team members	Draft evaluation report Submit to DED by July 31 <sup>st</sup> 2006		
August 01-August 16	Draft report circulated to LUTRENA Team and comments consolidated by DED		
August 17-21 5 work days	Report finalized with comments		
End August 2006	Final report circulated to stakeholders and donors		

<sup>9</sup> For Local Consultant I, Telephone interviews and preparation for the workshops will take place 8-9 July. Interviews with stakeholders will also take place during the initial desk review period for the evaluation team.

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> <li>• Project document</li> <li>• DED Guidelines and ILO guidelines</li> </ul>
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> <li>• Progress reports/Status reports</li> <li>• Technical and financial report of partner agencies</li> <li>• Other studies and research undertaken</li> <li>• Financial information of the project</li> <li>• Mission reports of project staff</li> <li>• Awareness raising material produced by staff</li> <li>• Synthesis report of the first interim and independent evaluation of LUTRENA project of July 2003</li> <li>• Material produced as part of the preparatory activities for this evaluation (good practices, lessons learned, SWOT analysis)</li> <li>• Report of the 2<sup>nd</sup> sub-regional consultation on Cross-Border Child Trafficking (Libreville, 13-15 March 2002)</li> <li>• Reports of workshops and trainings implemented by the project</li> <li>• Trafficking fact sheets and general information produced by IPEC</li> <li>• Relevant conventions on C. 138 and 182 and annexed recommendations</li> <li>• General documents on child labour produced by ILO-IPEC and other partners</li> <li>• IPEC's thematic evaluation on trafficking and sexual exploitation of children</li> <li>• Reports and materials from other relevant organizations on trafficking in West and Central Africa (UNICEF, IOM, UNODC, ECOWAS, Save the Children)</li> <li>• General document on international meeting and commitments on this issue (e.g. EU-Africa Summit on Trafficking of Human Being, Stockholm, 2002; follow up meeting to the Summit, Florence 2003)</li> <li>• Clip, DVD and Cd-Rom published by LUTRENA project</li> <li>• Action Programme Summary Outlines Project files</li> <li>• National workshop proceedings or summaries</li> <li>• Country level planning documents</li> <li>• SPIF documents</li> </ul>

#### Consultations with:

- Project management and staff
- ILO/IPEC technical and backstopping officials at HQ and the regions as appropriate
- ILO Area offices, ILO sub-regional and regional offices as appropriate
- Partner agencies
- Boys and Girls that were withdrawn or prevented as a result of direct action APs undertaken in the core countries.
- Parents of girls and boys that were withdrawn or prevented
- Social partners Employers' and Workers' groups
- Community members
- Government representatives, legal authorities etc as identified by evaluation team
- Telephone discussion with USDOL, USDOS and DANIDA as appropriate
- Further stakeholders to be identified by project management team in consultation with evaluation team

#### Final Report Submission Procedure

52. For independent evaluations, the following procedure is used:

- The **evaluator** will submit a draft report to **IPEC DED in Geneva directly without copy to other stakeholders**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

## VI. Resources and Management

#### Resources:

53. The resources required for this evaluation are:

For the evaluation team leader:

- Fees for a consultant for 40 work days
- Fees for travel from consultant's home to Senegal, Burkina Faso and Mali in accordance with ILO regulations and policies
- Fees for local DSA per ILO regulations for Senegal, Burkina Faso and Mali

For the evaluation team members (two persons)

- Fees for a consultant for 31 work days
- Fees for travel from consultants' homes to Cameroon, Ghana, Togo, Cote d'Ivoire and Senegal in accordance with ILO regulations and policies
- Fees for local DSA per ILO regulations for Cameroon, Ghana, Togo, Cote d'Ivoire and Senegal in accordance with ILO regulations and policies

For the evaluation exercise as a whole:

- Fees for local travel in-country in selected project countries
- Translation and possible publication of the report.
- Stakeholder workshops in Mali, Cameroon, Ghana, Cote d'Ivoire and Senegal

A detailed budget is available separately.

**Management:**

54. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials and the ILO Offices in relevant project countries will provide administrative and logistical support during the evaluation mission.