



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

**Strengthening prevention of trafficking of
children, adolescents and women for sexual
exploitation to Europe, the United States and
further destinations and establishing a
rehabilitation and repatriation methodology of
rescued persons**

**BRA/04/50/USA
260.10.216.051**

An independent final evaluation by a team of external consultants

July 2006

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 consultants¹. 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.

¹ **María do Rosario Corrêa de Salles Gomes**

TABLE OF CONTENTS

ACRONYMS	iv
EXECUTIVE SUMMARY	v
I – INTRODUCTION	1
1.1) Area covered by the Trafficking in Human Beings – II Project.	1
i. Brazilian Scenario in terms of Commercial Sexual Exploitation and Trafficking in Human Beings, particularly in women, children and adolescents	2
1.2) Evaluation methodology	5
i. Purposes of the evaluation:	5
ii. Steps of the evaluation:	5
iii. Timetable of the evaluation	7
iv. Size of the Evaluation	7
v. Variables involved in the evaluation:	8
II- PROJECT DEVELOPMENT	9
2.1. Outputs and activities	9
2.2. About the Agencies	15
Rio Grande do Norte Agency – Renascer Center	17
i. Anticipated outcomes and respective activities:	17
i.i. Outcomes by agency:	18
i.i.i. Considerations of all outcomes by objective	21
III- DIMENSIONS OF THE FINAL EVALUATION	22
3.1. Design of the Project	22
3.2. Implementation.....	29
3.3. Execution.....	30
3.4. Sustainability	31
IV – Final Considerations	35
ANNEXES	39

ACRONYMS

BL – Budget Line
CREAS – Special Social Work Referral Center
ESCCA - Commercial sexual exploitation of children and adolescents
US – United States of America
FGV – Getúlio Vargas Foundation
WG - Working Group
ILO – International Labor Organization
INFOSEG – Information network on public security data
IPEC - International Program for the Eradication of Child Labor
MDS– Ministry of Social Development
MJ – Ministry of Justice
MPF – Federal Prosecutor's Office
MRE – Ministry of External Relations
MTE – Ministry of Labor and Employment
GO – Governmental Organization
ILO – International Labour Organisation
NGO – Non-Governmental Organization
OSCIP - Public-Interest Civil-Society Organization
PAIR – Program of Integrated and Benchmark Actions Against Sexual Violence on Children and Adolescents in the Brazilian territory
PARTNERS – Partners of the Americas
PESTRAF – Survey on Trafficking in Women, Children and Adolescents for Sexual Exploitation Purposes
PETI – Child Labor Eradication Program
PF – Federal Police
PM – Military Police
PNAD – National Household Sampling Survey
PR – Highway Police
SE – Southeast
SECOM – Communication Secretariat of the Office of the President of the Republic
SEDH – Special Secretariat for Human Rights
SENASP – National Public Security Secretariat
SEPM – Special Secretariat for Women's Policies
SIPIA – System for Information on Children and Adolescents
SNAS – National Social Work Secretariat
SNJ – National Justice Secretariat
TBP – Time-Bound Programs
TIP – International Trafficking in People
TPR – Technical Progress Report (TPR)
Trade – tourist industry
TSH – Trafficking in Human Beings
TSE-ES – Trafficking in human beings for sexual purposes
UNODC – United Nations Office on Drugs and Crime
USAID – The US International Development Agency
USDOS - United States Department of State

EXECUTIVE SUMMARY

The sexual exploitation of women, children and adolescents and trafficking in them for sexual purposes constitute one of worst aspects of the Brazilian social issue, given the deep and centuries-old social inequality which marks the history of the country. The Trafficking in Human Beings - II (TSH-II) project was designed and developed with the aim of adding value to and empowering initiatives under way in the country to prevent and deal with these complex issues.

Implemented in the period between March 2004 and May 2006, it generated significant and sustainable outcomes even after it ended, which doesn't mean that new similar projects should not be implemented over longer periods, considering the complexity of the problem and how difficult it is to publicize what society as a whole has been doing about it.

A decision not to create a new framework was agreed upon, which made it possible to develop appropriate links between key governmental agencies directly and indirectly involved in actions designed to address the issue, catalyzing measures and outcomes (holding of a seminar, workshops, workshops for public security professionals, preparation of a Manual providing detailed information on the issue of trafficking in people, with great acceptance; preparation of a methodology and another guide specifically designed to provide information on how to assist victims of trafficking in human beings and sexual exploitation). This process ultimately led to a proposal for a National Policy Against Trafficking in People to be implemented soon. However, a strategic and methodological mistake was made with the Ministry of External Relations, as measures designed to prevent international trafficking in human beings and to assist its victims failed to take into account the internal and hierarchical rites of diplomatic relations.

The changes made to the strategy for assisting victims and preventing the problem for people who are vulnerable to it was partially correct. On the one hand, it was expected that repatriated victims would be effectively assisted, which did not happen because of two main factors:

- the complex return conditions faced by victims of international trafficking in human beings and their demands could not be contemplated in the project, such as, for example, the absence of solid and substitute income generation alternatives for them and their families;

- the fragility of the necessary mediations to ensure an appropriate referral for assistance to traffic victims who had been, for example, deported to locations not covered by the agencies of the project or to victims who were not interested in being assisted because of the geographic distance between those agencies and their cities of origin.

On the other hand, the process of reviewing this strategy made it possible to promote a broad local mobilization for discussing issues related to sexual exploitation and trafficking in human beings in social spaces and in representative fora in the cities where agencies of the project are active.

A lesson learned with the project is that communications play a key role in these efforts. The campaigns which were carried out, the manual providing information on how to deal with the problem, and the seminars and other tools which were used to disseminate information about the issue showed how affirmative attitudes can multiply actions and promote necessary changes for addressing the problem.

The most important lesson which was learned is the need to establish appropriate links among different sub-networks (at the domestic and international level) and to keep them in operation on an ongoing basis for addressing problems related to trafficking in human beings and sexual exploitation. The project showed that the lack of necessary linkages, particularly for assisting victims, jeopardizes the rest of the process.

I – INTRODUCTION

1.1) Area covered by the Trafficking in Human Beings – II Project.

The Trafficking in Human Beings – II project proposed by ILO/Brazil was designed to add value to existing actions and strengthen the framework for preventing trafficking in and sexual exploitation of women, children and adolescents and assisting their victims. It was implemented in a favorable scenario, considering the many initiatives under way being coordinated by the federal administration. The ILO office in Brazil wanted to adjust itself to this context, without any preliminary behaviors and ideas, by taking part in the actions being taken by governmental and non-governmental organizations to address the issue.

Its idea was to foster integrated actions involving domestic and international actors to design and implement effective policies, tools and joint actions to fight and prevent trafficking in people for sexual exploitation purposes in Brazil and between Brazil and other countries.

It established activities in the following areas: knowledge generation; enhanced sensitization and awareness; training; institutional strengthening and development; and technical assistance in the design and implementation of job and income generation programs. The project lasted 24 months, from April 2004 to March 2006, and it was implemented with a budget of US\$ 251.086.

Since one of the main purposes of the Trafficking in Human Beings - II Project was to make it possible to combine efforts in the fight against trafficking in and sexual exploitation of women, children and adolescents, care was taken for its activities to be carried out considering its interface with other projects and programs addressing the same topic in Brazil, such as:

- USDOL - Fighting sexual exploitation of boys and girls in the triple border area (Paraguay-Argentina-Brazil) (2001-2004);
- Project against trafficking and sexual/commercial exploitation of boys and girls in 7 municipalities in Brazil-PAIR/USAID/SEDH/MDS (2004-2005);
- USDOS - Trafficking in children and women in Salvador, Campo Grande and Natal (2003-2004);
- UNODC - Global Program against Trafficking in Human Beings (2003-2005); – Measures against Trafficking in Human Beings in Brazil;
- ILO/IPEC Program - Projects: Commercial Sexual Exploitation, Eradication of Forced Labor.

Particularly through its International Program on Elimination of Child Labor – IPEC, the ILO has been carrying out technical cooperation actions since 1992 which rely on the efforts and effective participation of Brazil to articulate, mobilize and legitimize domestic initiatives against child labor by promoting rights which avoid child labor and particularly the involvement of children in the worst forms of labor, including sexual exploitation and traffic for sexual exploitation purposes.²

The inclusion of actions to eradicate child labor in the agenda of domestic policies has contributed to reduce the number of children being exploited in formal jobs. On the other hand, addressing informal, dangerous, illegal and hidden labor is the main challenge of the

² Available at: http://www.oitbrasil.org.br/prgatv/in_focus/ipec/errad_trabin.php. Accessed on 05/03/2006

ILO/Brazil technical cooperation today. The intense efforts being made to overcome this challenge produced positive results, as child labor rates among children aged from five to nine dropped by 61% in Brazil between 1992 and 2004.³ There was also a drop of 36% in the rate employed children and adolescents in the 10-17 age bracket as a result of the PETI – Child Labor Eradication Program, of the creation of the National Forum for the Prevention and Eradication of Child Labor (FNPETI), and of enhanced access to schools.

The proposal and development of the Trafficking in Human Beings – II Project were based on general and specific prerequisites (according to each specific objective proposed) which took into account commitments taken by the federal administration in relation to ILO's technical cooperation. Among these general prerequisites, the following ones were highlighted: investments in social protection; giving priority to and making efforts to ensure greater compliance with laws; education; professional training and a commitment of the President of the Republic, Luís Inácio Lula da Silva, who in the beginning of his term, in 2003, said that fighting sexual exploitation was one of the main priorities of the political agenda of his administration.

As specific prerequisites, the following ones were defined: **Objective 1:** The Ministry of Justice, police departments, Judges and Prosecutors would collaborate in analyzing the legal system with the aim of strengthening it; **Objective 2:** The Ministry of External Relations would mobilize the network of Brazilian Embassies and Consulates abroad and would provide them with all the necessary support to rescue and rehabilitate traffic victims through Cultural Centers. This action would make it possible for common procedures to be adopted, which is a key measure for integrating the Immigration Department and Customs; **Objective 3:** Governments and NGOs would provide financial support and work opportunities to families and access to social services; adaptation of the My First Job Program to the victims and/or vulnerable people; expansion of the professional training system and adaptation of its curriculum and access conditions to the target group.

i. Brazilian Scenario in terms of Commercial Sexual Exploitation and Trafficking in Human Beings, particularly in women, children and adolescents

The movement for ensuring the rights of children and adolescents became widely known both domestically and internationally in the late 1980s and early 1990s.

In 1989, the approval of the UN Convention on Children's Rights ensured the inclusion of concerns with ensuring rights in the international and domestic agenda of its signatory countries, leading them to address all forms of violence which prevented the free development of children⁴.

In Brazil's domestic context, the Constitution of 1988 and the Statute on Children and Adolescents (ECA-1990) brought a new look on childhood and adolescence in Brazil, ensuring full protection to this social group, its healthy and harmonious physical, mental, moral, spiritual and social development. The Statute provides⁵ that no child or adolescent

³ Global Report, The end of child labour: Within reach, ILO, May 2006.

⁴ It should be highlighted that, according to the Convention on Children's Rights, a child is an individual in the 0-18 age bracket. Through the Statute on Children and Adolescents, Brazil defined a child as an individual aged from 0 to 12 years old and an adolescent as an individual aged from 12 to 18.

⁵ Article 3 of the Statute on Children and Adolescents

shall be subject to neglect, discrimination, exploitation, violence, cruelty and oppression (...) as a result of any action or inaction, according to their fundamental rights.

These constitutional and legal guarantees made it possible to establish the Brazilian movement against sexual violence on children and adolescents, made up of different governmental actors and, mainly, agents of organized civil society.⁶

During the 1990s, different domestic and international Seminars which were held specifically to deal with the issue of sexual violence made it possible to include it among the three priority action lines of the National Council for the Rights of Children and Adolescents – CONANDA (created in 1992).

The *National Plan Against Sexual Violence on Children and Adolescents* (2000) and the *Inter-sectoral Matrix Against Commercial Sexual Exploitation of children and adolescents* (2005) defined the guidelines of the national, state and municipal policies to fight and prevent this complex issue. Both of them point to the need for defining a set of actions and targets aimed at ensuring full protection to children and adolescents facing vulnerable situations and sexual violence, considering the multiple dimensions of this social problem (social, economic, legal dimensions, among others).

The implementation of State and Municipal Plans was promoted by civil society jointly with local governments and the National Committee, which is in charge of monitoring the National Plan. Today, 27 states have created and implemented their *State Plans Against Sexual Violence* and many Municipalities have also implemented their respective Plans.

In 2000, the federal administration created the *Program Against Sexual Abuse and Exploitation of Children and Adolescents (Sentinela Program)* and began to implement it in various capital cities and municipalities of the country.

In 2002, the NGO CECRIA carried out the *Survey on Trafficking in Women, Children and Adolescents for commercial sexual exploitation purposes in Brazil* (PESTRAF) and its outcomes began to guide the actions of the National Human Rights Secretariat and of the inter-ministerial committee. This Survey awoke Brazil to the size of the problem and to the significant domestic and international trafficking in Brazilian girls and women and suggested measures for facing the problem, despite the limitations and imprecision of the data collected, since it is related to a complex phenomenon which is largely invisible.

The PESTRAF revealed 110 domestic traffic routes (78 inter-state routes and 32 inter-municipal routes) and 131 international traffic routes. The domestic traffic involves adolescents mainly. As for the international traffic, mainly of women, Spain is the main destination, followed by the Netherlands, Germany, Italy, Suriname and Venezuela. Most women and female adolescents who are trafficked are Afro-descendants in the 22-24 and 15-17 age brackets, respectively, with low schooling and living in the outskirts of urban centers.

This survey was used as a starting point for the activities of the *Joint Parliamentary Investigating Committee* (CPMI) of the National Congress during 2003 and 2004. The *Parliamentary Front for the Rights of Children and Adolescents* also ensured focused efforts to create a National Network for Children and Adolescents in 2005 with the aim of encouraging the establishment of similar fronts in each Legislative Assembly at state level and in each City Council in all Brazilian municipalities. In April of that year, the Parliamentary Front launched a manual providing information on how to set up parliamentary fronts and how they should act to defend the rights of children and adolescent. In the same month, the Parliamentary Front began to mobilize congresspersons intensely to pass bids

⁶ The term sexual violence refers to the different forms this phenomenon can take: sexual abuse, sexual exploitation, sex tourism, traffic for sexual purposes.

involving legal provisions for better addressing all forms of violence against children and adolescents, particularly sexual exploitation.

The Ministry of Justice, through the National Justice Secretariat, established a partnership with the United Nations Office on Drugs and Crime (UNODC) for developing a national project for preventing and addressing the crime of trafficking in human beings in Brazil in 2003.

The project, which is called *Medidas de Combate ao Tráfico de Seres Humanos* (Measures to Fight Trafficking in Human Beings)⁷ began in 2003 and set out the following objectives: 1) compilation of domestic laws and international agreements on trafficking in human beings; 2) training of justice operators on unique features of investigations and law enforcement in trafficking cases; 3) creation of a database with information on cases of trafficking in human beings (profile of the victims, profile of the criminal organizations involved, data to be used in investigation procedures and indictment of trafficking cases); 4) awareness-raising campaign. In 2004, the campaign “International Trafficking in Women – Report All Cases” was launched; 5) Implementation of regional offices for preventing and fighting trafficking in human beings in the states of Goiás, Rio de Janeiro, São Paulo and Ceará. This project expanded its actions to cover the states of Mato Grosso do Sul, Pará and Rio Grande do Sul.

The Special Secretariat for Women's Policies established, in 2004, a *National Policy for Fighting Violence against Women* through the *National Women's Policies Plan*, which is focused on three main elements: prevention, eradication, and assistance. The actions of the Special Police Stations for Women and of Shelter Homes in support of victims of violence deserve special mention. This Secretariat has been working to implement referral centers for assisting women who are victims of violence, where they get social and psychological assistance and legal support. These centers, which today amount to 58 units throughout the country, will also assist victims of traffic for sexual exploitation purposes.

Through different ministries, the Brazilian Government is studying the regulation of a Domestic Policy Against Trafficking in People which will also cover the issue of trafficking for sexual purposes. The project is in its final stages of conclusion: it was made available for public consultation (May - June 2006), followed by a national seminar (July) to discuss the proposals received, and its final regulation is being consolidated now.

International cooperation mechanisms have been making it possible to strengthen domestic actions against sexual exploitation and trafficking in people, especially cooperation mechanisms with UNODC, USAID and the ILO.

In 2002, USAID began to participate in actions against trafficking in children and adolescents for sexual purposes by supporting the PESTRAF⁸ in the northeast region. The Special Secretariat for Human Rights, the Ministry of Health, the Ministry of Justice, the ILO and the NGO Partners of America are participating in the program called *Integrated Reference Action Program to Confront Sexual Violence against Children and Adolescents within the Brazilian Territory (PAIR)* in partnership with the Social Assistance Secretariat⁹ with the aim of strengthening local networks addressing the issue of sexual violence against

⁷ This is a pilot project coordinated by the National Justice Secretariat in partnership with the UNODC office in Brazil, according to the UN Global Program Against Trafficking in Human Beings (GPATHB).

⁸ Translator note: PESTRAF is the Portuguese name for the Research on Trafficking of Women, Children and Adolescents for Commercial Sexual Exploitation purposes (*Pesquisa sobre Tráfico de Mulheres, Crianças e Adolescentes para Fins de Exploração Sexual Comercial* - PESTRAF), a study, co-sponsored by the ILO/IPEC, coordinated by CECRIA (*Centro de Referência Estudos e Ações sobre Crianças e Adolescentes*) – Reference Center for Studies and Actions on Children and Adolescents – 2002

⁹ Now called the National Social Work Secretariat, linked to the Ministry of Social Development.

children and adolescents. Today, this Program covers eight Brazilian capital cities and there are plans to expand it to 40 municipalities in nine states of the country.

The ILO developed the *Program for Preventing and Eliminating Commercial Sexual Exploitation of Children of Adolescents in the Argentina/Brazil/Paraguay border* (2001/2004)¹⁰ which led to a Trilateral Cooperation Plan (2005) that sets out policies for fighting sexual exploitation of children and adolescents in the triple border area in the south region of Brazil.

1.2) Evaluation methodology

i. Purposes of the evaluation: This evaluation is meant to promote a reflection on the outcomes achieved with the project and is specifically designed to:

1. Show the outcomes of the project to the key stakeholders involved, including governmental agencies and non-governmental organizations in Brazil;
2. Ensure the expected learning from the experience, to see where the project fits in the prevailing and emerging conditions in the country;
3. Show the contribution of the project to all efforts made domestically to:
 - eliminate the worst forms of child labor, particularly the commercial sexual exploitation of children and adolescents;
 - address the issue of the trafficking in people for sexual exploitation purposes.

ii. Steps of the evaluation:

1. Preliminary Step:

- Documental analysis: General documents on trafficking in people and sexual exploitation were analyzed, as well as specific documents of the Trafficking in Human Beings – II/ILO/IPEC project, such as: Terms of Reference for a Final Evaluation; Initial proposal (Prodoc); Monitoring reports (Status Report and TPRs); Work Plan and Reports prepared by the Agencies; Financial Disbursement Reports (4); ILO Guide for preparing an independent evaluation (Section 1.2); National Plan Against Sexual Violence on Children and Adolescents; Inter-sectoral Matrix Against the Commercial Sexual Exploitation of Children and Adolescents; National Women's Policies Plan; National Program Against Violence on Women; *Bolsa Família* (Family Grant) Program; PETI Program; *Miséria em Queda* (Extreme poverty rates are dropping) Study (Getúlio Vargas Foundation - FGV); *Sentinela* Program; Pestraf – Survey on Trafficking in Women, Children and Adolescents for Sexual Exploitation Purposes (2002); Report of the survey “Signs of trafficking in people among deported and not admitted individuals who return to Brazil through the Guarulhos airport”; Trafficking in Persons Report (2005); TBP Map - Guide Book V, “Overview of Strategic Planning, Monitoring and Evaluation of time-bound Programs”; stories in the media on the topic and complementary technical reports

- Interviews: Agencies and Key Partners

¹⁰ This Project was sponsored by the USDOL.

The stage of interviews was fundamental for the evaluation, since it made it possible to:

- partially clarify incomplete data included in the project documents,
- detail information about specific actions mainly carried out by governmental actors,
- capture the perception of the importance of the Trafficking in Human Beings – II project for strengthening actions and creating good practices, in the opinion of the different actors involved.

Interviews were held with selected agencies and some key partners. The interviews were based on a specific methodology. Initially, an e-mail was sent to the key partners and to the agencies for scheduling a telephone interview. Once the interviews were scheduled, they were carried out according to a script prepared beforehand (attached at the end of the report).

It should be highlighted that the strategy for holding the telephone interviews was not the best one, as many difficulties were faced in carrying them out, such as:

- the need to adjust and update information on the people to be interviewed, which required many phone calls and electronic messages;
- a long time to define the date, time, and location to hold some of the interviews;
- some of the interviewees were not comfortable with the idea of providing information on the phone, given the complexity of the topic and the size of the Project. Some of the interviewees said that the telephone interview technique was not appropriate;
- resistance to provide information on the phone because of confidentiality, public security and diplomatic issues.

As a result, no interviews could be held with the Ministry of External Relations, the Immigration Police and the Federal Highway Police (national coordination). Forms of the interview were sent to the two former partners electronically.

2. Workshop: Workshop for analyzing the preliminary outcomes and complementing data with the partners in charge of implementing the project. The workshop was held on April 25, 2005 and it was attended by representatives of the National Justice Secretariat, Special Secretariat for Human Rights, National Police Academy and Federal Highway Police, in addition to the national coordinators of the IPEC Program. This stage of the evaluation was very fruitful, as it made it possible to discuss the outcomes which had been preliminarily identified by the external evaluation in detail.

3. Preliminary Report. The preliminary report presented the first conclusions of an analysis of the main activities and outputs of the project. The report was submitted to the ILO for its considerations and to be used as the groundwork for preparing the Final Report.

4. Final Report. The Final Report presents the considerations suggested by Mr. Peter Wichmand (coordinator of the Design Evaluation and Documentation (DED) section of the ILO International Program on Elimination of Child Labor (IPEC) and Mrs. Anita Amorim (Ministry of External Relations).

iii. Timetable of the evaluation

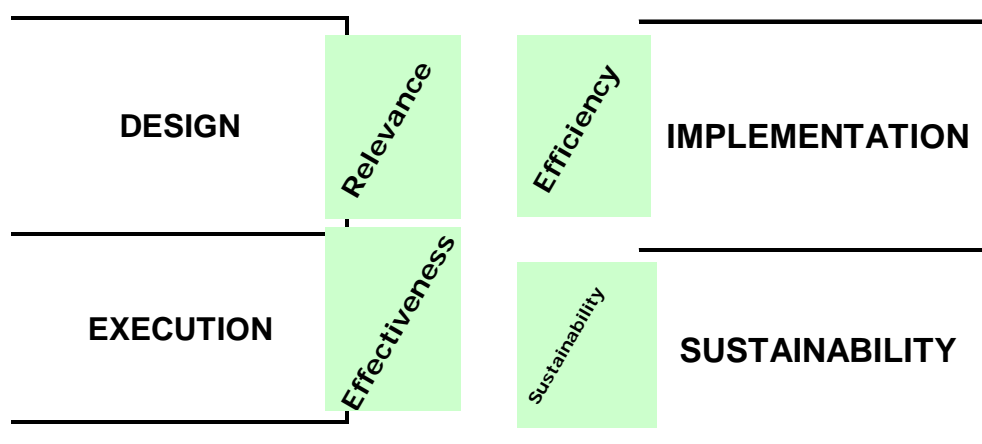
The timetable of the evaluation was built according to the activities to be carried out in each phase, duly agreed upon with the ILO Regional Office.

Phase 1	Documental analysis and interviews	March 17 - April 17
Phase 2	Workshop	April 25
Phase 3	Preliminary Report	May 5
Phase 4	Final Report	May 31

The deadlines for preparing and delivering the final report were defined, as requested by the ILO/Regional Coordination, and it was agreed upon that it should be ready by July.

iv. Size of the Evaluation

The evaluation of the project was based on four main core elements: design, implementation, execution and sustainability, addressed according to the limits of their development and of the monitoring and evaluation indicators built in the project beforehand. Emphasis was placed on the main conceptual aspects which characterize the proposed core elements: relevance, efficiency, effectiveness and sustainability. Their graphic representation makes it possible to perceive their purpose.



The **relevance** aspect checks the adaptation of the project profile to national and international conditions, as well as its capacity to change them and respond to initial needs.

The **efficiency** aspect evaluates the outcomes achieved in relation to expenses made and resources used (ratio between *inputs* and the *quality/amount* of outputs actually produced).

The effectiveness aspect evaluates to what extent the objectives are being achieved and target groups are being reached by the project.

The **sustainability** aspect refers to the perspective of ensuring the continuity of specific activities, so as to guarantee their replicability and the achievement of medium and long-term results;**v. Variables involved in the evaluation:**

- **DESIGN**

Strategy of the Project and its relevance domestically in connection with the following aspects:

- Consistency of the project strategy;
- Sufficiency of the prerequisites and of the revision;
- Influence of the project strategy on local and national efforts related to fight child labor, commercial sexual exploitation of children and adolescents and trafficking in human beings;
- Reality of the budget and deadlines for achieving the objectives;
- Definition and revision of the beneficiaries (target groups);
- Access of the beneficiaries to the project;

Analysis of anticipated inputs, activities and products for reaching the objectives.

Definition of responsibilities among the key partners.

- **IMPLEMENTATION**

Rescheduling of activities/objectives due to external and internal project factors (including unexpected factors).

As for the project management and creation of synergies:

- **Internal management:** technical, administrative and financial support from the ILO Central Office in Brazil to the activities carried out, to the agencies; articulation of this Project with other ILO/IPEC projects.
- **Inter-institutional management:** establishment of partnerships at the macro-institutional (key partners) and micro-institutional (agencies) levels.

Adaptation and effectiveness in selecting the agencies.

Checking the quality of the outputs considering the time of the project.

- **EXECUTION**

Lessons learned in the analysis of outcomes.

Achievement of outcomes by Immediate Objective and indications of the need to continue with the project.

Catalyzing effect of the project:

- activities generated by the project at the local (agencies), national and international level;
- identification of examples of new capacities in the institutions and agencies to face the commercial sexual exploitation of children and adolescents and trafficking in human beings.
- new paths for fighting the commercial sexual exploitation of children and adolescents and trafficking in human beings.

Effects of the project in terms of higher awareness and mobilization against commercial sexual exploitation of children and adolescents and trafficking in human beings.

Adaptation of the model adopted for directly assisting the target groups (victims of the international traffic in human beings; vulnerable children, adolescents and women; victims of domestic traffic; vulnerable families)

Evaluation of the project's contribution to strengthening the legal system.

Evaluation of the capacity of the project to establish an institutional network among countries fighting the commercial sexual exploitation of children and adolescents and trafficking in human beings.

- **SUSTAINABILITY**

Achievements of the project and continuity achievements.

Capacity of the project to strengthen the existing framework.

Articulation with other programs dealing with poverty and job and income generation.

Checking whether the institutional actions contributed to ensure the sustainability of the project actions and possible developments.

Capacity to define a specific methodology for assisting traffic victims, considering the differential aspects of a methodology for assisting victims of commercial sexual exploitation of children and adolescents.

The influence of the project on preparing and generating other time-bound projects (TBP).

Phased strategy: articulated and sequential for reaching the intended objectives.

Results in relation to expenses and resources used in a given period of time (inputs X quality and amount of the outputs).

Possibility to replicate experiences of the agencies or other activities in other locations.

II- PROJECT DEVELOPMENT

2.1. Outputs and activities

The outcomes of the project will be considered below in the light of the outputs and activities which were defined for reaching them.

IMMEDIATE OBJECTIVE I: At the end of the project, the new national effort will be reinforced for implementing integrated actions aimed at ensuring stricter compliance with laws providing for the crimes of trafficking in and sexual exploitation of children, adolescents and women.

Output 1.1.: Survey carried out in the country to identify traffic routes and networks updated according to the most recent findings in this area.

Activity 1.1.1: Integrating data collected by relevant entities involved in the project (Customs, Immigration, Police Departments, Embassies, NGOs, etc) into the national database on trafficking of the Ministry of Justice.

OUTCOMES: An integrated database is expected to make it possible for information on cases of trafficking in human beings to be obtained with the aim of more clearly defining the profile of its victims, of criminal organizations involved in this criminal activity, and their *modus operandi*, identifying data from investigations and legal proceedings under way. Initially, the database available at the National Justice Secretariat was evaluated and it was seen that it was technically impossible for the system to provide the different data mentioned above: SIPIA, Database of the Police Hotline (SEDH), database of the *Sentinela* Program and of the INFOSEG (SENASP). It was also seen that there is a need to incorporate a list of

NGOs addressing the issue of trafficking in human beings and of information on the domestic law of countries involved in the project. This data was collected through an external consultancy. It is expected that resources will be available in 2006 to ensure the operation of the Database as one of the continuity actions of the Global Program - UNODC. It is also necessary to integrate the data on routes and repatriated people, since they widely scattered, mainly in the Federal Police.

CONSIDERATIONS: The heterogeneity of the data and the complexity of the required information for consolidating the integrated database justify the fact that the expected outcomes of the project were only partially achieved. It is important to highlight that the proposal for making integrated information available will continue regardless of the end of the Trafficking in Human Beings – II Project.

Output 1.2.: Mobilization and awareness among supporters, Brazilian society and tourists through the provision of information and a campaign against sexual exploitation.

Activity 1.2.1: Carrying out a permanent awareness-raising campaign in hotels, restaurants, bars, night clubs and airports in Natal, Salvador, Recife, Fortaleza and João Pessoa through posters and booklets to be distributed in tourist sites.

OUTCOMES: The Ministry of Justice launched in 2004 a National Campaign Against Trafficking on Women, which is being implemented in airports, ports and other locations with the motto: “First they take away your passport, and then your freedom.” Then the agencies selected to take part in the Trafficking in Human Beings - II project carried out regional campaigns with the participation and integration of heterogeneous partners. The main focus of the Campaign was on the TRADE (tourist industry) and it was carried out through mobilization seminars, distribution of folders, application of questionnaires to tourists and tourist agents and documentation of the data.

CONSIDERATIONS: The campaign carried out by the Agencies made it possible to include topics related to trafficking in human beings in spaces where sexual violence is discussed on a permanent basis and also in spaces where these topics were not discussed at all, such as in hotels and in the state and municipal tourist secretariats, which is very positive. The external evaluators requested information from DDH (Human Rights Division)-PF (Federal Police) on the increase in the number of reports of trafficking in human beings caused by the national campaign, but they did not receive any such information until the end of the preparation of this report. On the other hand, for the issue of trafficking in human beings for sexual exploitation purposes to be tackled appropriately, a permanent and articulated mobilization and awareness-raising program is required, as well as other approaches to lend greater visibility and transparency to the topic, besides other more isolated actions.

Activity 1.2.2: Designing an agreement with immigration services to include a clear message of awareness against sexual exploitation in the immigration form which all tourists are required to fill out upon their arrival to a foreign country.

OUTCOMES: The idea was to include a message in the Country Entry Form warning tourists that the sexual exploitation of children is a crime under the Brazilian law. Initially, the Federal Police Department and the Immigration Department accepted the idea to include the message "*Sexual exploitation of children is a crime under the Brazilian law*" in the above-mentioned Form. Therefore, negotiations were carried out with airlines for printing the form, but in the end the responsibility for printing it was assigned to the Federal Police Department. At the same time, Brazil began to discuss the use of a new Brazilian passport that will be adopted before the current fiscal year is over, as well as a new inspection system in ports and airports. It was argued that the new passport would lead to a replacement of the Country Entry Form and that it would not be necessary to include the warning in that form any longer.

CONSIDERATIONS: So far, it has not been possible to evaluate the outcomes of this activity, since we could not understand how the new passport would replace the warning message that was proposed to be included in the country entry form. The Immigration Police, which until the end of the preparation of this report had not returned the questionnaire which was sent to them and refused to be interviewed, have not provided any clarifications on this matter.

IMMEDIATE OBJECTIVE II: At the end of the project, a repatriation and procedural network will be developed involving the Immigration Office, Customs, the Ministry of External Relations, Brazilian Embassies in the five selected European countries and in the US (transit and destination country), the Federal Police, the Highway Police, the Military Police, ports and airport authorities in Brazil, and municipal governments and local NGOs.

Output 2.1: 200 highway police, civil police, federal police, and military police officers, port and airport authorities and immigration and customs authorities, embassy officials, judges and prosecutors trained to identify and take effective measures against trafficking in and sexual exploitation of children, adolescents and women.

Activity 2.1.1: Training and raising the awareness of port and airport, immigration and customs authorities on sexual exploitation so as to ensure their participation in the process and to define their roles in addressing the problem.

OUTCOMES: SENASP, the National Justice Secretariat, the Federal Police, the National Police Academy, the Federal Highway Police, the Federal Attorney's Office, the Federal Prosecutor's Office, SEDH and SEPM developed plans to define a methodology for training public security professionals with the following outcomes:

- A National Seminar was held in December 2004 at the National Police Academy which was attended by 150 public security professionals (federal and state police officers) and NGO representatives (specifically the selected agencies);
- Five Regional Workshops were held during which 350 public security professionals were trained;

- The main result was the documentation and preparation of the Manual *Tráfico de Pessoas para fins de Exploração Sexual* (Trafficking in People for Sexual Exploitation Purposes);
- The unprecedented initiative in Latin America of the National Police Academy to include the “trafficking of people” topic in professional training courses delivered to federal police officers on the subject of human rights, with the possibility that this topic can become an autonomous and specific discipline. This initiative is a direct result of the Trafficking in Human Beings - II project and can be considered as a capacity which was acquired and developed by the National Police Academy.
- According to information collected during the interview held with the Federal Highway Police of São Paulo, the training afforded by the Workshops has been making it possible to multiply this knowledge among highway police officers who could not attend them and to other actors indirectly involved in traffic issues, such as schools, transportation companies, NGOs. This is a voluntary initiative of the police officers themselves, who became more aware of the need to expand discussion and mobilization spaces. It can be said that this is a new capacity developed by the Federal Highway Police of São Paulo.

CONSIDERATIONS: The strategy adopted by the actors involved was successful because of its multiplying capacity. The potential afforded by the Manual and the innovations adopted by the National Police Academy are two other new capacities which were developed. SENASP reported that the performance of public security professionals has clearly changed for the better, as they have become more vigilant in their routine operations and began to detect specific situations involving criminal behaviors and traffic which they did not usually detect before. However, no statistical data is available to characterize a correlation in the higher number of reports by police officers trained in the workshops: the external evaluators requested information on this subject to DDH-Federal Police,¹¹ but they did not receive any response.

Activity 2.1.2: Training of highway, civil, federal and military police officers, judges and prosecutors in specific techniques and approaches to be used with children and women who were sexually exploited.

OUTCOMES: SENASP already had a proposal to deliver distance learning courses to public security professionals, which was enhanced by the ILO project. The planning for the distance learning courses was prepared with specific contents and training for teachers, involving the participation of different agencies. The National Police Academy participated intensely in this effort by taking care of the necessary documentation and providing pedagogic support to preparing the material for the distance course. A decision was made to use a video produced in the national seminar of December 2004 which had been edited already and to use the Manual "Trafficking in people for sexual exploitation purposes." The activities, according to information provided by SENASP, began in November 2005. Sixty locations for delivering these courses were established and other 140

¹¹ The Human Rights Division of the Federal Police Department is the agency responsible for providing such data.

locations are scheduled to be set up by the end of 2006. The first class was made up of 500 public security professionals and, after the first course, 500 other professionals were trained. Likewise, the forecast for 2006 is that 5,000 people will be trained.

CONSIDERATIONS: Preparing and delivering distance learning courses is another successful strategy, considering their reach, speed to achieve outcomes, and number of people that can be covered: initially, it was expected that the course would be applied to training 200 people, given the plans to train 5,000 people in 2006. This can be considered as another new capacity developed by SENASP. The external evaluators know that it is necessary to improve the means used for checking outcomes achieved by professionals and/or participants in these courses, as monitoring these professional training courses would make it possible to improve them and to identify immediate outcomes directly related to penal prosecution.

Activity 2.1.3: Training of at least one consular official of Brazilian embassies in the Netherlands, Italy, Portugal, Spain, Germany and the US in how to deal with processes for repatriating victims of sexual exploitation.

OUTCOMES: The training process began with a thematic meeting with representatives of the Ministry of External Relations and of embassies in the countries covered by the project. In a partnership arrangement involving SEDH, the Social Affairs Division (Ministry of External Relations), the Federal Attorney's Office, the Human Rights Division the Federal Police, and the Federal Prosecutor's Office, an initial proposal was drawn up for a protocol for assisting traffic victims (with referral flows and definition of the competencies of each institution involved in the repatriation process) to be included in the Consular Service Manual that is used by all the Brazilian consular corps. This proposal was submitted to the Ministry of External Relations, which could not accept it, since consular assistance procedures are already provided for in the internal rules of the Ministry. The proposed National Policy Against Trafficking in People contemplates the inclusion of a chapter on these topics in the Consular Service Manual. On the other hand, the consulate in Milan expressed an interest in being trained by the ILO in the last period of the Trafficking in People II project.

CONSIDERATIONS: According to comments made on the preliminary report, the Ministry of External Relations reported that the activity was not realistic without a prior agreement with the Ministry of External Relations based on of the following aspects:

- The staff of the Ministry cannot be trained with foreign resources;
- The proposal to include of a Protocol for assisting traffic victims in the Consular Assistance Manual should be submitted by an internal working group of the Ministry, and not by an external group.
- A lesson learned is that it is better to engage in a long and gradual consultation and decision-making process with the Ministry of External Relations.
- The necessary training to be provided to consular officials could be included in the curriculum of the Rio Branco Institute, as proposed by the Ministry itself, based on

agreements with different ministries, including SEPM, SEDH, the Ministry of Education, and the Ministry of External Relations.

Output 2.2.: International repatriation network and exchange of information on criminals established. Integration of efforts between domestic and international partners promoted.

Activity 2.2.1: Launching a short-term education program in Brazilian Cultural Centers in the five above-mentioned European countries and in the US to begin a process to rehabilitate children and women during their stay in embassies and consulates before they are repatriated.

OUTCOMES: The initial strategy of the project of developing an education program in Brazilian Cultural Centers in the five European countries involved in the project had to be reviewed, since it was seen that the victims remain only a short time in the destination country before they are repatriated and, on the other hand, it was also seen that this assistance could be provided by NGOs headquartered in the countries in question. Therefore, an external consulting firm was hired to carry out a survey in each country involved in the project for the purpose of evaluating the different needs of women who are traffic victims and defining a specific methodology for assisting them. This survey found out that many of these women, even when they are free from the control of traffickers, do not want to return to Brazil after paying off their debts because they are the providers for their families and they would have to find other job and income generating alternatives. On the other hand, the need to expand the education program was detected, taking into account women who are vulnerable to trafficking in people. The external consultants prepared, in partnership with the Special Secretariat for Women's Policies, the "Methodological Kit" and the "Chameleon Guide" to assist this target group. The Special Secretariat for Women's Policies is considering the possibility of implementing a pilot experience in a Women's Referral Center (state of Goiás).

CONSIDERATIONS: Correcting the strategy which was initially devised by the project is a positive fact, since this action led to a survey which diagnosed profiles and needs of women and produced two extremely necessary documents for ensuring a successful assistance to this unique target group. Despite these positive outcomes, however, effective links among the different peers directly and indirectly involved in repatriation processes are still lacking and, consequently, the assistance provided to victims to ensure them a successful return home is still weak. The micro-networks involved in the repatriation process should establish communication mechanisms and take shared measures to provide full assistance to traffic victims.

IMMEDIATE OBJECTIVE III: At the end of the project, a methodology to rehabilitate and reintegrate victims into Brazilian society will be developed and tested.

Output 3.1 Support a Referral Center managed by a local NGO to provide initial assistance and rehabilitation services to repatriated victims in the five cities of the northeast region of Brazil.

Activity 3.1.1 Select a Referral Center in Natal, Salvador, Recife, Fortaleza and João Pessoa where repatriated people will have psychological and social assistance and where the victims will complete an educational program which began abroad.

OUTCOMES: The NGOs were selected among organizations which took part in the State Forums for the Prevention and Eradication of Child Labor. They were identified and trained between November and December 2004. The action program of these agencies was jointly prepared and the Methodological Kit and the Chameleon Guide were presented to them to be used in providing direct assistance to repatriated victims. The identified traffic victims refused to be assisted by them, since their income abroad is the main source of income for their families in Brazil. On the other hand, there were no safe prospects for them to make an income with the work of the agencies.

CONSIDERATIONS: We can consider that the assistance provided to repatriated victims was partially completed (selection and preparation of the agencies), since the agencies did not provide any direct assistance to these victims. Many possible reasons explain why they refused to be assisted by the agencies: 1- The interest of the women in returning to foreign countries in the short term (as shown in the survey: "Report on signs of trafficking in people among deported and non-admitted people returning to Brazil through the Guarulhos airport" - 2005); 2- On the other hand, data of 2004 of the Federal Police suggests that about 22,500 deported or not admitted male and female Brazilians returned to Brazil, among whom traffic victims who were being sexually exploited. Of these, 15,000 returned to the country through the Guarulhos airport and the rest of them through the airports of Belo Horizonte, Rio de Janeiro, Porto Alegre and Belém. This fact in itself reveals a considerable geographic distance between the agencies and the airports, regardless of the city of origin and/or destination of these victims, which would lead them to refuse to take part in activities in such distant locations.

Output 3.2: Programs implemented or joint actions carried out with existing programs in the five municipal governments for generating jobs, training and/ or financial assistance to repatriated victims and their families.

Activity 3.2.1: Develop links with existing professional training and micro-credit programs (trading organizations, employers' organizations and other NGOs) to deliver a professional training course to repatriated adolescents and women.

OUTCOMES: The surveys of programs and projects designed to achieve this objective were carried out by the agencies; however, the assistance was focused on vulnerable or sexually exploited boys, girls and women living in the cities where the agencies were located, as indicated above (3.1.1). Considerations in this regard will be presented in the next item.

2.2. About the Agencies

Presentation of the Agencies:

The agencies were selected during the State-Level Forums for the Prevention and Eradication of Child Labor and they operate in the northeast region of Brazil, since this is a

region marked by high rates of sex tourism of foreigners in the country and precarious socio-economic conditions, which can lead children, adolescents and women to look for working opportunities in the sex market, either through sexual exploitation or trafficking in people for sexual purposes. Moreover, the cities where the agencies are headquartered are the main routes of the international traffic in people, according to data collected in the PESTRAF survey (2002).

During the documental analysis of the project and the interviews held with our partners, it was seen that the goal of the project was to establish the agencies in locations marked by a high supply of women who are vulnerable to being enticed by international traffickers and to assist repatriated victims and, for this reason, areas with a higher rate of departures from the country according to the PESTRAF data were not taken into account.¹²

CEARÁ Agency - *Curumins* Association

This agency is a public-interest non-governmental organization (OSCIP) which was established in 1996 with the mission of making it possible for children and adolescents living in the streets to build their citizenship by valuing their skills and potential through socio-educational projects.

Over the past seven years, it has been participating actively in the definition of public policies for children at the Forum for the Rights of Children and Adolescents, the Forum Against Sexual Violence on Children and Adolescents of the State of Ceará and at the State Forum for the Eradication of Child Labor.

Paraíba Agency – 8 de Março Women's Center

This is a non-profit civil agency established in May 1990, the mission of which is contributing toward fostering a critical awareness in women to strengthen their participation in private and public activities, carrying out educational actions to ensure greater autonomy in social spaces, promoting the effective participation of women in the public service, and fighting for public policies designed to ensure health care and human and legal rights to women.

The agency is a member of various social networks and is also active in building and monitoring public policies for the region.

Bahia Agency – Yves de Roussan Center for the Defense of Children and Adolescents

This agency is a non-profit, non-governmental organization which provides legal-social services of public interest and is a member of the System for the Assurance and Defense of Rights by defending, ensuring accountability for, and providing direct assistance to victims and their families. Its institutional mission is one of protecting and defending the fundamental rights of children and adolescents, fighting against all forms and manifestations of violence against them, including institutional violence, ensuring their right to life and to physical and psychological integrity when threatened and abused.

¹² According to the PESTRAF data, São Paulo, Rio de Janeiro, Goiás and Ceará are the states with the highest rate of departures of traffic victims from the country for sexual purposes.

The agency participates in sectoral surveys and diagnoses on the situation of children and adolescents. It works jointly with governmental and non-governmental agencies, mainly in designing and monitoring social policies for children and adolescents.

Pernambuco Agency – Cabo Women's Center

This is a non-governmental organization established in 1984. Its mission is one of building gender equity and ensuring the citizenship rights of women, contributing to their development as political subjects, favoring the informed participation of women in local and regional development processes, promoting the recognition of the reproductive and sexual rights of women as human rights, and fostering mechanisms for generating public policies and political representation with the aim of overcoming gender and racial inequalities. It assists women, adolescents, children, young people and their families.

It works in the micro-region of the Mata Sul de Pernambuco and in the metropolitan area of the city of Recife, particularly in the municipalities of Cabo de Santo Agostinho and Ipojuca.

Rio Grande do Norte Agency – Renascer Center

This is a public-interest civil-society agency (OSCIP) established in 1991. It is recognized for its work against sexual abuse and violence among girls and adolescents in the region and its main mission is one of monitoring, proposing public policies and contributing toward strengthening citizenship rights with a view to establishing a more equal and democratic society.

i. Anticipated outcomes and respective activities:

SPECIFIC OBJECTIVE 1: At the end of the program, people, organizations and professionals involved with the tourist industry will have been sensitized to the phenomenon of trafficking in women, children and adolescents for sexual purposes.

Outcome 1.1. A campaign designed for organizations, people and professionals involved with the tourist industry on the phenomenon of trafficking in women, children and adolescents for sexual purposes carried out and evaluated.

Planned activities:

1. Preparation of an evaluation tool to be applied to checking the perception of the target audience of the campaign.
2. Meetings for establishing partnerships with the aim of securing support for distributing the questionnaires.
3. Meeting with the team that will be applying the questionnaires to define locations and schedules and clear doubts.
4. Application of the questionnaires.
5. Collection and documentation of the data.
6. Approval of artwork of the campaign.
7. Preparation of the folders.
8. Meetings with key partners to present the folder and develop a strategy for the campaign.

9. Seminar to sensitize and instrumentalize partnerships
10. Distribution of the campaign material.
11. Application of the evaluation tools to the target audience to measure the outcomes of the campaign.
12. Report with the required recommendations in relation to the campaign.

SPECIFIC OBJECTIVE 2: At the end of the action program, a set of actions in the municipality of aimed at providing bio-psychosocial assistance and ensuring access to training programs and micro-credit lines to repatriated traffic victims and prevention measures will have been taken.

- **Outcome 2.1:** A methodology for assisting repatriated traffic victims developed and, possibly, tested.

Planned activities:

1. Mapping of professional training programs or micro-credit lines and organizations working to provide bio-psychosocial assistance to women, children and adolescents.
2. Establishment of institutional partnerships with the aim of carrying out bio-psychosocial follow-up actions and ensuring access to training programs to traffic victims.
3. Definition of a methodology to assist repatriated traffic victims.
4. Training of the technical team of the institution that will be following up on repatriated traffic victims.
5. Bio-psychosocial follow-up and inclusion in the labor market of repatriated traffic victims or their enrolment in schools and professional training courses.
6. Purchase of the necessary equipment for documenting the activities.

- **Outcome 2.2:** Scholarships to professional training courses for boys and girls who are vulnerable to trafficking in people.

Planned activities:

1. Identification of professional training programs and courses and/or learning opportunities.
2. Identification of girls and boys who are vulnerable to trafficking in people.
3. Granting of scholarships for the identified boys and girls.
4. Follow-up on the performance of these boys and girls.

SPECIFIC OBJECTIVE 3: At the end of the Action Program, actions being carried out in the municipality of for preventing and fighting sexual exploitation of children and adolescents will have been strengthened.

Outcome 3.1: Articulation and integration of the organizations in actions to prevent sexual violence of children and adolescents.

Planned activities:

- 1- Contacts with many different organizations working with children, adolescents and women.
- 2- Meeting to present the project proposal and foster the involvement of the organizations.

i.i. Outcomes by agency:

Ceará Agency

Objective 1: As a result of the actions it carried out, the agency produced a strong catalyzing effect in relation to the proposed objective by involving multiple actors and disseminating the

topic territorially and institutionally within the state of Ceará. The agency carried out a sensitization campaign with tourist agents, tourists, professionals of the system for ensuring rights, sex workers; it handed out pamphlets in beaches and promoted an educational blitz in roads and in the airport. It managed to develop links with 28 Institutions and to reach about 5,100 people. It stressed its partnership with the “Stop Sex Tourism” campaign and highlighted the lack of an affective partnership with the State Tourism Secretariat, which refuses to tackle the issue of traffic linked to sex tourism, as opposed to the active participation of the tourist industry.

Objective 2: Direct assistance was also provided to 9 adolescents and 2 young people who were living on the street, victims of domestic traffic and sexual exploitation, as well as to their families. The agency also provided indirect assistance to other possible beneficiaries who were being assisted by partner institutions. Two repatriated victims of international traffic who were being assisted by the State Office Against Trafficking in Human Beings were identified. It reported that a domestic traffic network was identified (in cities located in remote areas in the state – Iguape and Eusébio) and that it intends to expand its actions to cover more areas inside the state, so as to reach municipalities marked by a higher migration of adolescents and young people.

Objective 3: The agency proved to have a significant capacity to develop links with and involve different organizations in all the steps of its work. It also reaffirmed its commitment to continue to carry out these actions, regardless of the end of the project.

Paraíba Agency

Objective 1: The partnerships which were established involved the hotel and tourist industry (in urban and rural areas) and were widely disseminated by the media. The two most significant results were the creation of the Committee Against Sexual Exploitation, made up of governmental and non-governmental organizations and the definition of a proposal for preparing a State-Level Plan for Fighting Sexual Exploitation. The establishment of partnerships made it possible for the institutions to see the issue of trafficking in human beings from a new perspective.

Objective 2: No repatriated victims were assisted, not even vulnerable adolescents or adolescents being sexually exploited, because this organization only assists women. On the other hand, it explained that it intends to continue to fight the traffic, mainly in the city of Patos (80 Km from João Pessoa), which is the main traffic route in the State.

Objective 3: Closer links and a closer integration among the organizations were ensured after the State Committee was created for building a State Plan Against Sexual Exploitation, which characterizes a highly positive outcome derived from project. However, the agency is concerned with how these actions will be maintained, as they require financial resources. The agency argues that the lack of a final joint evaluation and of an evaluation involving all the agencies harmed the Project.Bahia Agency

Objective 1: As a result of the Trafficking in Human Beings – II project, the institution incorporated this topic into its actions once and for all, as well as into the discussions held at the State Committee Against Sexual Violence on children and adolescents of Bahia. The hotel and tourist industries also got involved upon a demand from the project. Both of these facts are seen as successful outcomes. Intense awareness-raising activities were carried out in hotels in the state. Objective 2: Fifty children and adolescents who were recent victims of sexual exploitation and vulnerable to trafficking were assisted, as well as their families, as

there was no demand for assisting repatriated victims. No domestic traffic routes were identified, but their existence was clearly detected in the region.

Objective 3: In addition to a strong articulation and integration among local institutions, the agency was selected to be the "anchor" institution in the program for assisting children and adolescents who are victims of trafficking for sexual exploitation purposes (USAID/Partners of Americas/ILO) for the purpose of disseminating a methodology for assisting children and adolescents who are traffic victims in 10 states of the country. The fact that this agency was selected to carry out this action shows its institutional strengthening and the recognition of its capacity to fulfill this mission. It can be said that this new development is an outcome of the Trafficking in Human Beings - II Project.Pernambuco Agency

Objective 1: The agency began its activities belatedly due to administrative problems. It managed to hold the seminar and to promote an initial mobilization for the sensitization campaign scheduled for May of that year. Many partnerships were established since the activities began (GOs and NGOs), initially around the sensitization campaign, but with the perspective of building a public policy to address the issue, which is a highly positive factor. Objective 2: Despite the belated beginning of the activities of the agency, it managed to assist 5 women and adolescents who were victims of sexual exploitation as a result of domestic trafficking (traffic identified between the Municipalities of Recife, Cabo and Olinda), as well as to monitor the assistance provided to a victim of international trafficking by a partner institution and to begin to carry out a preventive action with the Federal Police in connection with a likely traffic victim who was going to travel to Denmark early in May. This agency revealed not only the existing demand but also showed willingness to assist victims of the international trafficking in human beings with the support from the pedagogic material (Chamelenon Guide and Methodological Kit) produced by the Trafficking in Human Beings - II project;

Objective 3: The agency managed to establish multi-institutional partnerships with the aim of carrying out general actions and sensitization activities and continuing to carry out this work, particularly for the purpose of building a specific public policy and including the topic in the state and municipal Multiannual Plans.Rio Grande do Norte Agency

Objective 1: A favorable precedent for implementing the Trafficking in Human Beings - II project is the fact that the state of Rio Grande do Norte has been carrying effective actions to address the issue of sex tourism (Summer Operation, Saturation Operation and, mainly, the establishment of a Code of Ethical Conduct for tourists with the aim of fighting sexual exploitation of children and adolescents in 2001). All the activities contemplated in the action plan were carried out and special mention should be made of questions raised in relation to the methodology adopted in applying the questionnaires (different target audiences in the two steps) and of the successful involvement of organizations which were not dealing with the topic before. Other actors which were not taking part in the discussions were involved and developed links among them (Infraero, Tourist Industry, Municipal Urban Transportation Secretariat, Tourism Secretariat and the Traffic Department). Objective 2: The agency assisted 50 adolescents under the Live Culture Action program¹³. It also offered professional development opportunities to women in socially vulnerable conditions in production centres to help them develop income generation alternatives (e.g., weaving workshops. It seems that

¹³ *Ação de Cultura Viva*, a program established under an agreement with the ministries of Culture and of Labor.

these two target audiences will continue to be assisted. No assistance was provided to repatriated victims, despite the establishment of a partnership with the Women's Referral Center (*Centro de Referência da Mulher*). The agency stressed that repatriated victims should be assisted during a period of 2 to 3 years, as 06 months are not enough to provide a more effective assistance to them, a comment that deserves careful reflections in the design of future projects. No internal trafficking network was identified, but, according to information from certain sources, there is a sex tourism network in operation in the state.

Objective 3: The agency established a significant number of alliances and partnerships, involving governmental institutions and tourist agents which were not addressing the issue before. It will also join the USAID/Partners of America/ILO program developed by the municipality of Natal as an NGO that will take part in the training process of the network, the main focus of its activities. This participation shows the public recognition of the institutional potential of the agency. **i.i.i. Considerations of all outcomes by objective**

The project was initially designed to assist repatriated victims of the international traffic for sexual exploitation purposes, besides women who are vulnerable to being enticed by international traffickers into prostituting themselves abroad, and it created a specific methodology for assisting them (Chameleon Guide and Methodological Kit). It was seen, nevertheless, that repatriated victims were not assisted by the agencies; however, victims of the domestic traffic were assisted (Ceará and Pernambuco agencies). Moreover, the Pernambuco agency followed up on the situation of a victim of the international traffic who was directly assisted by the Women's Referral Center of Olinda. On the other hand, the absence of repatriated victims led four agencies to shift the focus of their assistance to people facing situations of social vulnerability and sexual exploitation.

Although the project did not focus on assisting victims of domestic trafficking for sexual exploitation purposes, the assistance provided to victims of social vulnerability and sexual exploitation made it possible to identify the existence of domestic traffic networks and the need to provide specific forms of assistance to its victims in some states.

Another important aspect that was mentioned by the agencies was the short period for carrying out such complex activities, which require the development of appropriate links and personal bonds to be effective and, therefore, require more time to ensure the effectiveness and sustainability of their outcomes.

On the other hand, even knowing that the period for carrying out the activities was short, the results show that the alliances and institutional partnerships which were established exceeded the initial expectations and that they will continue to grow regardless of the Trafficking in Human Beings - II Project, adding value to the actions and strengthening the capacity of the institutions involved to take preventive measures and assists victims.

This set of results suggests that a direct assistance model should be implemented involving the federal, state and local governments.

- a) Federal Government - The federal administration should set legal standards for and coordinate the actions as a whole. For this purpose, the National Policy Against Trafficking in Human Beings will be regulated shortly through a presidential decree. It is also necessary to test the Chameleon Guide and the Methodological Kit to check the need to make necessary adjustments in them. The national coordinators of this Policy should be inter-ministerial actors in charge of implementing the national guidelines and taking care of the necessary mediations, and they should include representatives from the Special Secretariat for Women's Policies, the State Secretariat for Human

Rights, the Ministry of Justice, the Ministry of External Relations, and the Ministry of Social Development. One of the key requirements is ensuring a permanent continued education program on the two topics (sexual exploitation and trafficking in people), including awareness-raising campaigns designed for the population at large.

- b) State Governments: The regional coordinators should establish the necessary links with the municipal governments for decentralizing the National Policy in political-administrative terms, and they should co-finance it. They should also support actions for strengthening the State Committees Against Sexual Exploitation and for ensuring the inclusion of topics related to trafficking in people in the working agenda of these Committees.
- c) Municipal Governments: Alliances and partnerships should be established with NGOs and other local institutions (private corporations, tourist agents, universities, etc) for planning and carrying out activities in an integrated fashion and measures should be taken to strengthen the Municipal Committees Against Sexual Exploitation and to ensure the inclusion of topics related to trafficking in people in their working agenda. Local governments should ensure the implementation of a permanent continued education program on the two topics for actors directly involved with the issue (tourist agents, governmental secretariats, NGOs...) and periodic awareness-raising campaigns designed for the population at large. Another expectation is that of proposing and consolidating income generation alternatives which can absorb products generated by the market. Direct assistance can be provided by local public authorities or by an NGO under an agreement, according to the specialized assistance which should be provided to adolescents and/or women and their respective families. If there is no territorial coincidence in the provision of this assistance because of the geographic distance between the victim and his or her families, this complementarity should be sought.

III- DIMENSIONS OF THE FINAL EVALUATION

3.1. Design of the Project

1. The proposed design consists in a complex and consistent set of actions, intentions and processes for securing consensus, agreements and the definition of joint procedures.

In this regard, revealing facts stand out when one checks the indicators adopted for measuring the achievement of the Project's immediate objectives, as the expectations at the end of the project referred to:

- ***Immediate Objective 1:*** ...carrying out integrated actions with the aim of ensuring stricter compliance with laws dealing with the crimes of trafficking in and sexual exploitation of children, adolescents and women.

The actions of the Project fostered a proposal to build a common and up-to-date database¹⁴ to capture different kinds of information on the topic. NGOs acting in the area covered by the Project were documented and the domestic laws of the target countries were complied with. An attempt was made to integrate and promote an interaction between this

¹⁴ Original version implemented by the National Justice Secretariat (SNJ)

database and INFOSEG (SENASP); however, due to the complexity and diversity of the information involved, which was also very scattered, this process required the definition of a common conceptual platform and, at this moment, there are plans to begin to put the existing database into operation with resources raised externally to the Project, as a result of the steps which have been implemented.

On the other hand, activities were carried out to raise the awareness of law-enforcement institutions and of the population at large in locations latently subject to an exponential incidence of trafficking and sexual exploitation: National Campaign (2005-Ministry of Justice/Communication Secretariat) and Respect for Children Campaign (Ministry of Tourism 2005);¹⁵ Local campaigns carried out by the 4 Agencies¹⁶ (the Pernambuco agency had plans to carry out the evaluation in May);

Judges and prosecutors are being trained under a Project of the National Justice Secretariat (the measures to combat trafficking in human beings project of 2003), and this activity did not require new efforts on the part of the Trafficking in Human Beings – II Project.

- **Immediate Objective 2:** ...a repatriation and procedural network will be developed...

Training courses were delivered (a Seminar and 5 regional workshops; a distance learning course is being developed by SENASP).

Consultations for adopting a specific protocol for assisting victims of trafficking in human beings and sexual exploitation were carried out. It was not possible to adopt such a protocol, since a general Protocol is already being used by the Brazilian consular corps: this fact reveals why it was necessary to carry out pre-consultations involving the different actors of the Project before formatting the design of the project, so that all proposals were agreed upon beforehand appropriately. On the other hand, the perception of what the term “protocol” means varied, as according to the Ministry of External Relations it is a tool related to international agreements, as opposed to the original idea of the project, which was to use a protocol to define agreed procedures and standardized mechanisms to assist victims. This fact reveals another aspect which was taken into account in designing the project: establishing a common conceptual base among the peers.

Likewise, it was necessary to review the short-term Education Program which was designed to be implemented in Cultural Centers linked to Consulates/ Embassies. It was not considered a failure in the design of the Project: it was seen that there were external and hindering factors preventing its implementation, due to the complexity of the elements involved in repatriation processes,¹⁷ resulting in the need to carry out a survey to define the needs of the victims, build a Guide for them, and prepare a reference Methodological Kit for assisting this target group.

- **Immediate objective 3:** ...a methodology for rehabilitating and ensuring the reinclusion of the victims in the Brazilian society will be developed and tested.

¹⁵ Two initiatives which were independent from the Project but were instrumental in raising the awareness of the general population to the issue

¹⁶ As an example, the application of the KAB impact evaluation questionnaire by the Bahia Agency to check the results of the awareness-raising strategies clearly revealed positive changes in the views of tourist agents and tourists who were interviewed and more knowledge on the subject on their part.

¹⁷ Factors such as the short time available to a victim involved in a repatriation process, the imperative need to offer solid income generation alternatives to them, their refusal to be assisted by Agencies prepared to assist them, the need to ensure a close dialogue among the institutional actors in charge of the process.

The methodology was developed, and the Agencies were selected and trained. However, because of the nonexistence of the target victims, 4 Agencies¹⁸ reviewed their initial planning and will apply the methodology as planned by the Special Secretariat for Women's Policies as a test in a Women's Referral Center in the state of Goiás.

It is also necessary to consider the distance between *anticipating* and *ensuring the feasibility* of an appropriately linked *repatriation network*:

- there was a reference and counter-reference design between the Cultural Centers (in European countries) and the selected Agencies (in Brazilian cities) for assisting victims;
- however, the systemic make-up of this assistance was fragile. In other words, the necessary *mediations* for fully pursuing the previous item were not appropriately anticipated.

A *mediation* would involve establishing a sub-network among key agents for the repatriation process, comprising: embassies and consulates; police attachés working in Brazil in the respective Embassies of the destination countries; police forces abroad; The Brazilian immigration police and the ILO Office in Brazil.

Another mediation is ensuring linked and sequential assistance strategies, namely:

- Abroad: alliances among the Cultural Centers and international NGOs;
- Victims returning to Brazil should be received by qualified institutional agents: police officers should be trained and prepared to be in charge of a sequential intervention involving governmental and non-governmental organizations which can jointly decide how to deal with each case;
- The referral of victims to the agencies should take into account factors such as the *territorial distances* between their place of arrival, the city in which they lived before, and the cities where the Agencies are headquartered.

As a gap in the design of the Project, we can mention the lack of a detailed definition of the *necessary mediations* for establishing an appropriate repatriation network. This important aspect was partially considered in the process of preparing the Methodological Kit, pointing to the need of working in a network with law enforcement and civil society abroad for the purpose ensuring consular protection and information and resources which diplomatic agents can provide, besides offering lodging to the victims (shelters, transit apartments), and adopting intervention strategies from the moment they are received until their are initially interviewed and referred for medical, psychological, social and legal assistance as required.

2. Other important value generated by the Project was the *larger penetration* of the network that was established in the national territory (Brazil) and internationally (in the countries covered by the Project). This is explained by the concrete existence of negotiations and agreements in the diplomatic and public security areas and by the participation of police attachés in this effort, three complex factors exceed the scope of the Project to be fully implemented. On the other hand, the project managed to enhance institutional capacities for preventing trafficking in human beings for sexual exploitation purposes and commercial sexual exploitation of children and adolescents and assisting their victims:

- A working group was set up¹⁹ to propose a national policy against trafficking in human beings as a result of the outputs and outcomes of the Trafficking in Human Beings - II project and it is building a pact involving federal, state and municipal agencies to ensure the necessary accountability in the process of implementing that policy;

¹⁸ Except for the Paraíba agency: it did not provide direct assistance to beneficiary adolescents/young people because its activities are focused on women.

¹⁹ In December 2005.

- The actions of the selected Agencies reveal that the inputs of the project were included in their agendas once and for all and that they will continue to rely on them even after the Project is completed, as well as the many institutions making up the local networks that were built.

3. These 2 items alone required an extension in the Project deadline to be fully achieved or to have their continuity ensured, which could be possible through the new Trafficking in People Project of the ILO Office in Brazil.

4. With regard to the influence of the project strategy on local and national efforts to fight child labor, the commercial sexual exploitation of children and adolescents, and trafficking in human beings, the architecture of the Project contemplated and established interconnected actions at the macro and micro-institutional levels²⁰ to ensure the necessary convergence of efforts. The significant catalyzing potential brought about by the actions carried out under the Project can be clearly perceived, as it managed to:

- establish plural alliances and partnerships (of different natures and for different purposes);
- promote far-reaching mobilization and sensitization processes during and beyond the duration of the Project;
- include the topic in the governmental and non-governmental agenda on a permanent basis within the scope of the actions which were carried out.

5. Regarding the sufficiency of the general prerequisites which were established in the design of the Project and conditioned to the achievement of its Objectives, the following aspects deserve special mention:

- the need for governmental investments in social protection policies, education, professional training and mechanisms for ensuring compliance with the law;
- the need for joint efforts of key ministries to ensure the commitment of the President of the Republic to consider measures against sexual exploitation as one of the main priorities of the Brazilian governmental agenda.

The study *Miséria em Queda* (Extreme poverty rates are dropping)²¹ shows that extreme poverty rates dropped in 2004 in Brazil to the lowest levels since 1992. The number of people living below the poverty line²² dropped from 27.26% of the population (in 2003) to 25.08% in 2004; in 1992, the rate was 35.87% of the general population. Likewise, extreme poverty rates dropped by 8% between 2003 and 2004, strongly influenced by the decreasing gap between the rich and the poor in Brazil. According to an analysis made by the coordinator of the Study, the drop in poverty rates can be attributed to Brazil's economic growth and other factors such as a stable inflation, the annual indexation of the minimum wage, improvements in the labor market as a result of a larger availability of formal jobs, and a more intense presence of the State in the economy, with a more pronounced income transfer to society. The study mentions the coverage and expansion of the *Bolsa Família* (Family Grant) and rural

²⁰ The macro-institutional level refers to the links established among key partners such as ministries and special secretariats of the federal administration, the Federal Prosecutor's Office, UNODC, the ILO Office in Brazil; the micro-institutional level refers to the links established at the local level where the Agencies involved in the Project are operating.

²¹ Study based on data of the National Household Sample Survey (PNAD) carried out by the Brazilian Institute for Geography and Statistics (IBGE). Coordinator of the study: Marcelo Néri, Getúlio Vargas Foundation; published on November 28, 2005.

²² People with a family income below R\$ 115 a month, which is the minimum amount to feed a family.

retirement programs: these two programs cover poverty pockets in zones located at long distances from large urban centers.

The results of the PNAD 2004 also showed that household income stopped dropping in 2004, reverting a downward path observed since 1997, and that there was a decrease in the degree of labor income concentration. half of the employed population with the lowest income rates had real gains of 3.2%, while the other half, the income of which is higher, suffered losses of 0.6%.

The ***Bolsa Família (Family Grant) Program***,²³ which was created by the current Federal Government in October 2003 and is managed by the Ministry of Social Development and Hunger Combat (MDS), has become the largest conditional income-transfer program ever implemented in Brazil. It is a Program designed to fight hunger and poverty which seeks to combine social actions with the aim of assisting households facing socially vulnerable conditions through income-transfer mechanisms. The beneficiaries of the program must comply with conditionalities in the areas of health and education which are regularly monitored and are elements of the social rights which are being addressed by strategic social policies designed to eradicate poverty. In addition, the relationships established among federative entities afford new opportunities for the families covered by the program to access new livelihood and income opportunities on a regular basis.

The Family Grant program covers all the 5,564 Brazilian municipalities and the Federal District and data on its evolution in 2 years reveal the remarkable achievements of this Program:

- in 2004, it covered 6,5 million households with a budget of R\$ 5.3 billion;
- in October 2005, it was covering 8,7 million households (about 34 million people) with a budget of R\$ 6.5 billion;
- in 2006, it is expected to cover 11.2 million households with a budget of R\$ 9 billion.

As an example of the social impact²⁴ caused by the Family Grant Program, it was seen that the average monthly income of the beneficiaries of the Program increased by 21% as a result of the social benefit afforded by it, which made it possible for 61.7% of the adults and 66% of the children to have three or more meals every day. It could be seen that the impact of the program in terms of higher income was more pronounced in the northeast region than in the rest of the country, as the average income of the population in this region is much lower than the one registered in the southeast and south regions. This is a very important datum for the Trafficking in Human Beings - II project, as it coincides with the region selected by the project and with the one in which its Agencies are operating, because of its high concentration of poor households facing socially vulnerable situations which are more exposed to sexual exploitation, child labor, and trafficking in human beings for sexual exploitation purposes.

The ***Cadastro Único*** (Single Registry System) implemented by the current Federal Government deserves special mention for making it possible to integrate and complement income-transfer initiatives among the different governmental spheres and enhance income-transfer possibilities for more vulnerable households.

The ***PETI*** (Child Labor Eradication Program), which is being implemented by the National Social Work Secretariat (SNAS) of the Ministry of Social Development, is another

²³ A program resulting from the merging of four large-sized national income-transfer programs: the *Bolsa Escola* (Education Grant), *Bolsa Alimentação* (Food Grant), *Auxílio Gás* (Gas Grant) and *Cartão Alimentação* (Food Card) programs

²⁴ Survey carried out late in 2005 by the Polis Institute at the request of the Ministry of Social Development.

important federal social program. Launched in 1996 with the initial goal of assisting 1,500 working children and adolescents in charcoal kilns in 17 municipalities, it reached about 395,000 children and adolescents in 963 municipalities in 2000 and hit the mark of 1 million beneficiaries in 3,312 municipalities in 2005. Today, it covers 1.1 million beneficiaries of the 2.7 million children and adolescents who are still working in the country. The budget which is expected to be allocated by the federal administration to the PETI in 2006 triples the previous amount, meaning that, theoretically, it could cover approximately 2.2 million new beneficiaries. Despite this significant anticipated budget, it is difficult to tell how the budget will be actually executed, particularly because of the unique circumstances of an election year and of the need to ensure the adhesion of state and municipal federative entities for this process to be successfully implemented. In addition to income-transfer mechanisms, the program contemplates socio-educational activities designed to promote the full human development of this target audience and the involvement of the family as a key requirement for this to be possible.

As for measures *against the sexual exploitation of children and adolescents*, the regulatory framework is a **National Plan** established in 2000, which contemplated a set of joint technical-political and financial measures to be taken by governmental and non-governmental organizations for addressing sexual violence against children and adolescents. In 2003, the National Committee Against Sexual Abuse and Exploitation of children and adolescents was set up with the main task of monitoring the implementation of this Plan throughout the national territory.

The **Inter-sectoral Committee** for integrated actions against sexual exploitation has different institutional representatives among its members and participated actively in the process of building the **Inter-sectoral Matrix**²⁵ for addressing commercial sexual exploitation of children and adolescents. It is a survey on the incidence of this delicate and complex social problem in Brazil which managed to identify 932 municipalities and localities where children and adolescents are sexually exploited for commercial purposes, among which those located in the northeast region stand out, followed by those located in the southeast, mid-west and north regions, respectively. This is a directly relevant datum for the Project, since it confirms the high territorial concentration of children and adolescents who are vulnerable to the domestic and international traffic for sexual exploitation purposes in the geographical areas covered by its Agencies. The Matrix pointed out the actions carried out by 5 different ministries and 4 special federal secretariats which were implementing 13 programs directly and indirectly related to this effort.

Among them, special mention should be made of the **Program Against Sexual Abuse and Exploitation of Children and Adolescents – Sentinela Program**, which is a federal program designed to provide direct assistance to children and adolescents being sexually abused and exploited and to prevent such abuse and exploitation which is also being implemented by SNAS/Ministry of Social Development. It consists in a set of specialized and multi-professional social actions designed for children, adolescents and families affected by sexual violence which are being carried out in local or regional specialized referral centers (CREAS).

When the data for the above-mentioned Matrix was collected, this Program was already being implemented in 33% of the 932 municipalities covered by the survey: this was

²⁵ This matrix resulted from a partnership between the State Secretariat for Human Rights (coordinator), UNICEF, and the VIOLES group (a groups which carries out surveys on violence and commercial sexual exploitation of women, children and adolescents) of the University of Brasília -UnB, in 2005.

equivalent to 312 municipalities, with a target of 18,530 beneficiaries and a financing of R\$ 2,282,600.00 a month. Based on the outcomes measured by the Matrix, the *Sentinela* Program was expanded in the second half of 2005 and focused on other vulnerable municipalities which had not been covered by it yet. Therefore, all the targets which were agreed upon after this program increased its coverage to 51,380 beneficiaries, involving 1072 municipalities and budget funds in the order of R\$ 53,818,800.00, meaning that there was a 100% increase in its funding. This is a correct measure which shows the actual commitment of the President of the Republic to give priority to addressing this serious social problem as part of the political agenda of the Brazilian government. Apart from this, the initiatives mentioned above are being combined to establish a solid social protection network.

In the domestic scenario, special mention should also be made of the implementation of the National Women's Policies Plan in 2004, which confirmed the complementary priority attached by the government to gender issues and the institutionalization of a governmental agency with the status of a ministry in 2003 for that purpose. The above-mentioned Plan incorporates the National Policy against violence on women and is supported by actions to assist women, train professionals and prosecute cases of violence against women effectively.

Based on the information above, it can be concluded that the general prerequisites are sufficient, since the data provided above shows that the present federal administration is assertively acting in tune with the terms and intentions of the Trafficking in Human Beings –

II.

In relation to specific prerequisites, the following aspects should be highlighted:

a) Specific Objective 1: In response to the need to change the domestic penal law and adapt it to the provisions of the Palermo Protocol, especially in regards to the penal characterization of the trafficking in women for prostitution purposes, article 231 of the Penal Code was amended to characterize the crime of trafficking in people in general. In relation to sexual exploitation, article 244-A was added to the Statute on Children and Adolescents and amendments made to its article 239, which deals with sending children and adolescents abroad without complying with all the required legal formalities or with the intent of profiting from this act. The Parliamentary Front for Children and Adolescents of the National Congress has been monitoring bills for amending the law on sexual violence. The establishment of the Inter-ministerial Legislative Working Group also deserves special mention,²⁶ which submitted legislative proposals in January 2005 on an inter-sectoral strategy against sexual exploitation, besides monitoring legislative amendments in the Brazilian parliament. These measures show that Brazil has become more concerned with adjusting itself to international standards and to effectively prosecuting crimes involving commercial sexual exploitation of children and adolescents and trafficking in people. Therefore, this prerequisite has been taken care of.

b) Specific Objective 2: It was mentioned above that mobilizing the Ministry of External Relations would require prior agreements in connection with the project design in order to take into account the usual procedures adopted by this ministry. The fact that this requirement was overlooked constitutes an external factor of the project management which affected its implementation.

²⁶ Working Group made up of representatives from: the State Secretariat for Human Rights, the National Justice Secretariat, the Ministry of Health, the Special Secretariat for Women's Policies, the Ministry of External Relations, the Federal Highway Police, the Federal Police, Parliamentary Front for Children and Adolescents, the National Civil Society Committee

c) Specific Objective 3: The only datum which is available refers to the greater impact of the increase observed in household income in the northeast region as a result of the Family Grant Program, since it coincides with the region selected by the Trafficking in Human Beings - II project and with the area in which its Agencies are active. It was not possible to detect adaptations of the *Primeiro Emprego* (My First Job) Program to victims or vulnerable individuals or any expansion in the professional training system and adaptations in its curriculum and access conditions to the target group. Therefore, it can be concluded that this prerequisite was overemphasized and should not have been contemplated in the Trafficking in Human Beings - II project.

6. As for the reality of the budget and timetable, a decision was made to analyze these elements in the item related to sustainability of the Project, which can be found on page 39, based on the examination of the efficiency of the Project.

7. As for the definition and revision of its beneficiaries (target groups), the Project focused on two aspects: on the repatriation of trafficked women and on locations where there is a large supply of women who are vulnerable to being enticed into the international traffic, such as large capital cities in the northeast region. Nevertheless, much emphasis was placed on victims of *international* trafficking in human beings for sexual exploitation purposes during most of the period of the Project. Therefore, the emphasis on or attention paid to victims of domestic traffic was sort of disguised or minimized, which might have contributed to a reduced perception of the existence of such victims; however, some Agencies detected this problem, but were not able to pay more attention to them.

3.2. Implementation

1. Review due to external and internal factors of the Project: the procedure Protocol with guidelines on how to provide specific assistance to traffic victims which was negotiated among key partners could not be adopted because it should have been negotiated with the Ministry of External Relations before the project was designed and promoted by an internal working group of the ministry.

But the project was reviewed in two other situations:

- The National Justice Secretariat has plans to consolidate a common Database;
- The target audience of 4 Agencies was reviewed, which was a positive factor for the results achieved.

Two gaps which were not reviewed remain:

- A Legislative Working Group which resulted from the activities of the Inter-sectoral Committee was created to carry out a survey of the legal framework on sexual exploitation of children and adolescents. This Working Group was requested to join the necessary efforts for achieving Immediate Objective 1; however, no permanent dialogue was held, which was necessary for monitoring the regulatory legal framework for the trafficking issue and criminalization of traffickers.
- Planned assistance to victims of trafficking in human beings-sexual exploitation in Cultural Centers kept by embassies and consulates: despite the obstacles which were identified, no alternative was sought for preparing traffic victims to be repatriated during the short period they had to wait before being actually sent back to the country.

2. Management and creation of synergies: in this regard, two distinct movements should be differentiated which are related to:

- The internal management of the Project: the delay for the Pernambuco Agency to begin its activities was caused by administrative issues and jeopardized the necessary synchronism in the achievement of outcomes of the actions as a whole; the technical support from the ILO Office in Brazil was expected to refer victims of the international traffic to the Agencies. Although this difficulty was external and beyond the control of the project, the interviews held with the Agencies showed that victims could not be assisted for lack of the mediation expected from the ILO, showing that mediation processes should be more clearly understood. A third factor related to internal management refers to the links between this Project and other programs and actions being carried out by the ILO/IPEC: the ILO central office in Brazil pointed out difficulties in this interaction, blaming them on problems related to the coordination of the Project.

- Inter-institutional management: the inter-institutional management of the project was fully successful, and indicated in the previous item on the design of the Project.

3. Selection of the agencies: appropriateness and effectiveness.

Two facts are positive: care was taken in consulting legitimate mobilization and articulation forums for selecting the Agencies, that is, it was a careful selection. The Agencies were also collectively assisted by the coordinators of the Project in the process of planning their activities.

The Paraíba Agency, however, explained that it did not assist vulnerable adolescents and/or victims of sexual exploitation because its work is focused on women. This fact partially jeopardized the effectiveness of the Project.

4. Considering the short period of the Project, it can be said that it produced high-quality outputs. The outcomes of the project have been mentioned in previous items already, but some aspects deserve special mention:

- the greatest achievement of the Project was the links that it established for the purpose of building a domestic policy against trafficking in human beings, including for sexual exploitation purposes;

- materials of a high conceptual, technical and political density were also produced, such as the manual “Trafficking in People for Sexual Exploitation Purposes,” the Chameleon Guide and the Methodological Kit.

3.3. Execution

1. Two aspects which are hard to measure should be highlighted:

- The contribution of the project to the legal system:
 - considering its comprehensiveness, it can be said that the Project was successful in preparing law-enforcement agents to deal with the issue of trafficking in human beings-sexual exploitation, as it established mechanisms to perpetuate their training and prepare them to remain permanently on the alert to characterize and detect the occurrence of such practice. Workshops and distance training are powerful tools to multiply these outcomes, as is the Manual “Trafficking in People for Sexual Exploitation Purposes,” which was adopted in practice and is in high demand;
 - in its strict meaning, the effect of the project in improving the regulatory framework dealing with the issue could be questioned. However, the great challenge is still ensuring effective compliance with existing laws, rather than changing the legal framework.²⁷

²⁷ According to an interview held with the person in charge of the issue at the National Justice Secretariat, this is the main challenge today.

- On the other hand, the capacity of the Project to foster an institutional network among countries fighting the commercial sexual exploitation of children and adolescents and trafficking in human beings should be evaluated. The ILO/IPEC Office in Brazil resumed discussions on this issue in November of last year after a meeting with the Ministry of External Relations and embassies of the target countries to discuss a joint action plan to fight international trafficking and concrete joint intervention strategies (involving Customs, the Police, negotiations of bilateral agreements...)
2. This Project taught a big lesson: the possibility to combine the issue of trafficking in human beings with that of sexual exploitation. In concrete terms, it managed to eliminate the paradigm that they are two separate issues and paved the way for institutions to learn how to deal with them in a combined fashion.
 3. Although the Project was mainly focused on repatriated women and/or women who are vulnerable to international trafficking in human beings and produced both the Chameleon Guide and the Methodological Kit, the specific requirements involved in repatriating and assisting vulnerable adolescents require a differentiated approach and specific supporting materials (like the Guide and the kit mentioned above).
 4. As for the Agencies, it can be said that their activities would require the preparation of a *common Protocol* establishing guidelines for assisting the target groups in terms of levels and flow, which would be instrumental for assisting them in a network (a territorial and thematic network), with the aim of establishing complementary assistance mechanisms between the Agencies and their partners and among the Agencies themselves.
 5. In relation to the assisting capacity of international NGOs which are active in this area and headquartered in foreign countries, their unfamiliarity with Brazilian women and their unique traits should be considered.
 6. The actions are highly effective, leading to a more intense social surveillance and defense of rights, various training activities and strategies, and enhanced institutional capacity both at macro and micro level.

3.4. Sustainability

1. The Project proved to be capable of strengthening the existing framework: it promoted an institutional joining of efforts, led actors that are not familiar with the issue to commit themselves to addressing it, and it contributed to the realization of the need to create a national policy against trafficking in people.
2. It managed to generate a differential and specific methodology for assisting traffic victims which is different than the usual trend of existing methodologies for assisting victims of sexual abuse and exploitation.
3. The Trafficking in Human Beings - II project provided powerful elements for building the new TIP Project being implemented by the ILO/IPEC Office in Brazil.
4. According to information provided by the National Police Academy, Paraguay will prepare its Manual on trafficking in people based on the Brazilian one that was prepared by the Project.
5. The original idea of the Project was to reinforce and strengthen existing national-level initiatives for addressing trafficking in human beings - sexual exploitation. The actions of the project as a whole raised the awareness of the need to establish a domestic policy to consolidate the commitment of the Brazilian state to implement coordination mechanisms in its agenda. In this connection, the Trafficking in Human Beings - II project did not

contemplate a premeditated process for transferring key responsibilities, particularly because all the actions were jointly developed with its key partners and, consequently, their awareness of their role to ensure its continuity was a presumed fact. As an example, it should be mentioned that:

- SENASP took on the commitment of and is actually providing training to public security professionals on an ongoing basis;
 - The agencies mentioned that they are taking part in the local Committees against trafficking in human beings more actively and the Committees are more active in their locations of origin. Moreover, it is feasible for them to continue with their awareness-raising and prevention campaigns; however, it is not feasible for them to assist victims without relying on resources for this purpose.
6. There are signs that the sustainability of the actions has been ensured even after the end of the project:
- At the Macro-Institutional level:
 - the institutional links for building the proposal for a National Policy Against Trafficking in People (Ministry of Justice, Special Secretariat for Women's Policies, State Secretariat for Human Rights, Federal Prosecutor's Office and Federal Prosecutor's Office for Labor Affairs) should be maintained;
 - the Manual on Trafficking in People for sexual exploitation purposes should continue to be used;
 - the Manual, the Chameleon Guide and the Methodological Kit might be adopted.
 - At the Micro-Institutional level:
 - continuity of the actions of the Agencies at two levels: institutional articulation; prevention of the Traffic.

Bahia Agency – this agency was selected as the anchor institution of the Program for Assisting Traffic Victims to disseminate the assistance methodology in 10 Brazilian states; in addition, it included the issue of trafficking in human beings in the agenda of the State Committee against sexual violence.

Paraíba Agency – the actions of the Project encourage the creation of a Committee Against Sexual Exploitation and the preparation of a State Plan Against Sexual Exploitation.

Pernambuco Agency – based on the Project, it began to carry out preventive actions with the Federal Police to detect victims of the domestic and international traffic; it intends to include means to ensure resources to deal with the issue in the State and Municipal (Recife) Multiannual Plan.

Rio Grande do Norte Agency – the project strengthened the capacity of this agency, which was selected as one of the training organizations of Partners of America.

Ceará Agency – The project led to the perception of the need to carry out actions against trafficking in people in smaller cities and villages in the state of Ceará, mainly against domestic traffic.

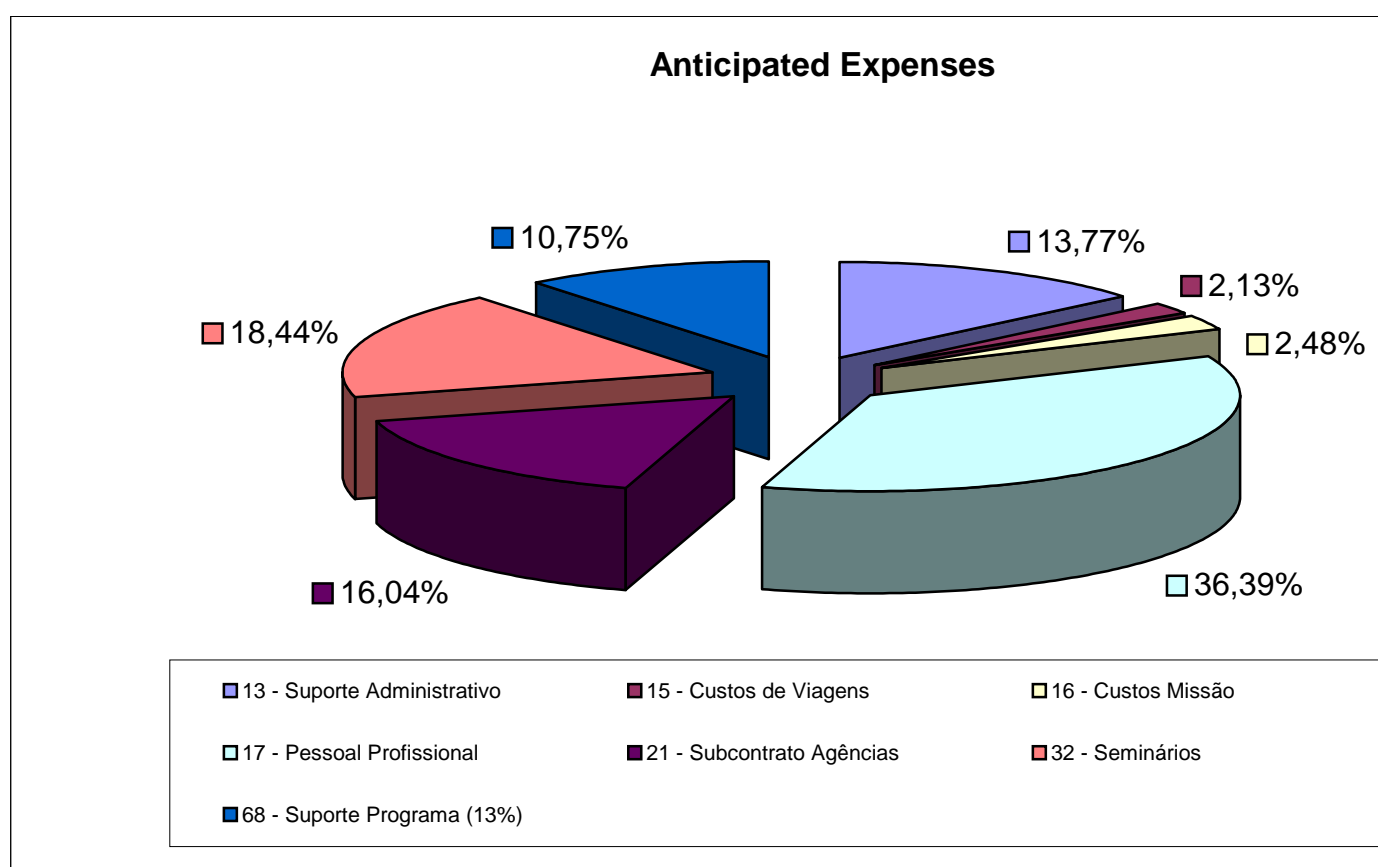
7. The efficiency of the project can be addressed from two perspectives:

- the outcomes which have been achieved extend beyond institutional alliances and partnerships and have been disseminated by the media in different areas²⁸;

²⁸ According to the TPR of March 2006, the main Brazilian TV station aired a program in March 2006, during the carnival season, about sex tourism in cities in the northeast, highlighting the situation of children and young people exposed to this problem. Additionally, the main prime-time show aired by this TV station - a soap opera - addresses situations of young people enticed by international traffickers for sexual exploitation purposes. Reports of the Agencies mention the coverage of the local media.

- the budget performance of the Project

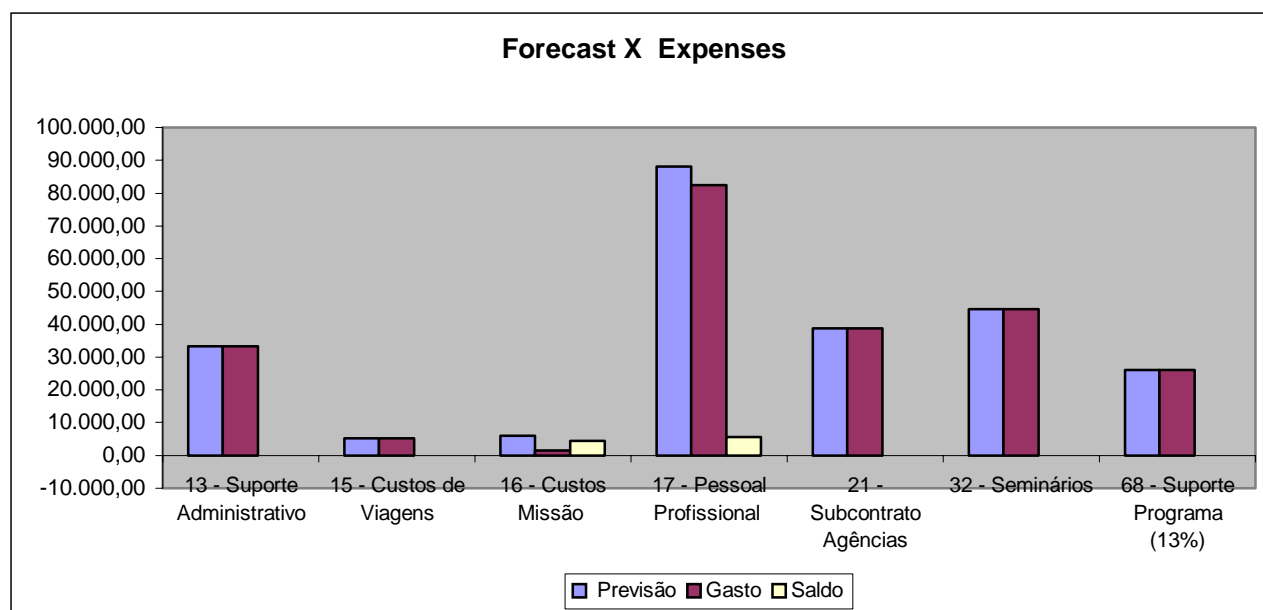
SUMMARY OF EXPENDITURES (UNTIL MARCH 2006)			
EXPENDITURES	Amount spent	Total amount of the project	Percentage
13 - Administrative Support	33,335.00	231,972.80	14.37%
15 – Travel Expenses	5,160.00	231,972.80	2.22%
16 – Mission Costs (external consultants)	1,524.00	231,972.80	0.66%
17 - Domestic Professional Staff	82,486.80	231,972.80	35.56%
21 – Subcontracts with Agencies	38,825.00	231,972.80	16.74%
32 – Seminars	44,630.00	231,972.80	19.24%
68 - Program Support (13%)	26,012.00	231,972.80	11.21%
TOTAL	231,972.80	231,972.80	100.00%



Legends: 13 - Administrative Support; 15 – Travel Expenses; 16 – Mission Costs; 17 - Professional Staff; 21 - Subcontract with Agencies; 32 – Seminars; 68 - Program Support (13%)

Anticipated Expenses	forecast
13 - Administrative Support	13.77%
15 – Travel Expenses	2.13%
16 – Mission Costs	2.48%
17 - Professional Staff	36.39%
21 - Subcontracts with Agencies	16.04%
32 – Seminars	18.44%

68 - Program Support (13%)	10.75%
----------------------------	--------



Legends: 13 - Administrative Support; 15 - Travel Expenses; 16 - Mission Costs; 17 - Professional Staff; 21 - Subcontract with Agencies; 32 - Seminars; 68 - Program Support (13%); Anticipated; Spent; Balance

Code of the Project	forecast	Spending	Balance
13 - Administrative Support	33,334.78	33,335.00	-0.22
15 - Travel Expenses	5,159.64	5,160.00	
16 - Mission Costs	6,000.00	1,524.00	4,476.00
17 - Professional Staff	88,080.71	82,486.80	5,593.91
21 - Subcontracts with Agencies	38,825.30	38,825.00	0.30
32 - Seminars	44,629.67	44,630.00	-0.33
68 - Program Support (13%)	26,011.66	26,012.00	-0.34

The relation between expenses and outcomes achieved shows that:

- the anticipated expenses with supporting activities²⁹ account for 24.52% of the budget, that is, approximately 1/4 of the total;
- anticipated expenses with professional account for 36.5% of the total. Despite the high amount, this item includes expenses generated to support 5 large outputs of the Project: the field survey carried out in target countries by the hired consultant, the Manual on trafficking in people, the Chameleon Guide and the Methodological Kit, products related to the domestic laws of the target countries of the project and national and international NGOs. Therefore, it can be seen that the cost-benefit ratio is balanced;
- however, the spending with Agencies totals 16% of all expenses, that is, 1/6 of the total amount. Considering the time/budget ratio of the agencies, it is an underestimated item for the following reasons:
 - short deadline for the activities of the agencies;
 - complexity of the topic;
 - average amount of R\$ 17,000 for the activities as a whole (small amount).

²⁹ Sum of BLs 13 and 68.

Therefore, it can be seen that a considerable amount was allocated to supporting activities and, despite the small sums involved, the Agencies managed to produce significant outputs and outcomes with them.

IV – Final Considerations

The outcomes revealed that the Trafficking in Human Beings – II Project had a high conversion capacity, since it produced significant outcomes with small amounts which even generated unforeseen situations:

- the proposal of Paraguay to prepare a Manual on Trafficking in People for sexual exploitation purposes based on the Brazilian version;
- the creation of the Domestic Policy against trafficking in human beings, including the trafficking for sexual purposes;
- the selection of the Bahia agency to be the anchor organization of Partners of America for training other organizations to implement a methodology for assisting victims of trafficking in people, specifically women, children and adolescents.

A decision not to establish a new framework for the Traffic in Human Beings – II Project was agreed upon, with the aim of preventing parallel decisions and actions while respecting the national sovereignty.

Three main recommendations to be followed in projects similar to the trafficking in human beings - II project should be highlighted:

a) the new TIP Project, which is under implementation, could ensure the continuity of the positive outcomes of the Traffic in Human Beings – II Project and address gaps detected in this final review. It should also take into account the need to consolidate the institutional strengthening achieved by the Traffic in Human Beings – II Project both at the macro-institutional and micro-institutional level.

b) the evaluation revealed the need to establish a common understanding among the key actors beforehand, besides necessary core strategies to ensure the successful implementation of a project. It should be taken into account that a proposed procedure can have different meanings for different key partners: This is what happened in the case of the common “protocol” for assisting victims (with referral flows and definition of the competencies of each institution involved in the repatriation process) which was proposed to be incorporated into the Consular Service Manual used by all the Brazilian consular corps. This proposal was submitted to the Ministry of External Relations, but it could not accept it because consular assistance procedures are already defined in the internal rules of the Ministry. Moreover, according to the Ministry of External Relations, the term *protocol* refers to a legal instrument related to international agreements.

c) The international traffic topic and the repatriation of victims require an architecture of agreements and **a networked methodology** which takes into account the following aspects:

- recognition that there are different sub-networks which complement the process as a whole among them;
- the need to establish shared measures and swift communication mechanisms to ensure the feasibility of such process;
- the networking methodology has the following levels:

c1) *domestic level*: appropriate links between the ILO, key ministries and non-governmental organizations for planning the process jointly. It should be taken into account that the role of the ILO is one of encouraging the work in a network, fostering the search for synergistic resolutions, but not one of coordinating the activities, since ensuring autonomy among the peers involved is an important prerequisite for building dialogue and materializing a network. This is the first level of the necessary agreements and one which allows the organizations involved to measure and evaluate proposals in terms of time, that is, what is feasible in the short, medium and long term. Informative and statistical data on trafficking should converge to the same source, which in the Brazilian case is the Database of the Ministry of Justice.

c2) *systemic level of the assistance provided to traffic victims*: this level comprises the necessary mediations for ensuring full assistance to traffic victims, from the foreign country to the country of origin.

The first mediation refers to the sub-network of key agents: embassies and consulates; police attachés working in the embassies of countries involved in the project in Brazil; police authorities in the foreign countries; the Brazilian immigration police; the ILO regional office. These key agents should establish permanent communications among them and agree on the flow of procedures and of the assistance to be provided to traffic victims, which are then detailed in the second phase of the mediations.

The second mediation refers to defining the assistance strategies themselves, their links and sequence:

- abroad: alliances between Embassies, Consulates, Cultural Centers and International NGOs

- special measures in the return/deportation process: Consulate working with the Brazilian immigration police to provide a quality reception to victims upon their arrival to the country of origin. At the airport, police officers should be trained to provide initial assistance and refer them to a qualified governmental and/or non-governmental organization. This requires solid communications with:

- ❖ the local sub-network (which provides direct assistance to victims);
- ❖ the state sub-network (links between one or more organizations providing direct assistance in different regions of the country according to the needs of the case in question, e.g., a victim from Pernambuco being assisted in São Paulo).

The architecture of the relationships in the anticipated network which could not be established and were proposed by the external evaluators is shown in an annex (“Map of the networked relations - Trafficking in Human Beings - II Project”).

The following **lessons learned** in the Trafficking in Human Beings - II project should be highlighted:

- 1) The Project involved broad institutional links for its implementation; however, issues involving the Ministry of External Relations should have been dealt with in other spaces and at another pace:
 - a) the proposal for preparing a Manual for the Consular Corps should have been prepared by an internal working group internal of the ministry, taking into account its hierarchical framework;
 - b) the Consular Corps should be trained in the regular courses offered by the Rio Branco Institute or in a diplomatic course delivered to diplomats, as this kind of

training cannot be provided on the web, considering the long working hours and complex work of the consular corps.

- c) the understanding of the meaning of the proposal to draw up a specific Protocol providing guidelines for assisting victims of trafficking in human beings varied, as already mentioned above: in the understanding of the Ministry of External Relations, the term Protocol refers to a legal tool used in connection with international agreement and should not be used for the purpose proposed by the project: to ensure standardized procedures to be adopted by the consular corps.
- 2) The problem to be addressed – trafficking in human beings for sexual exploitation purposes – is too complex for a two-year project to deal with appropriately and for the local Agencies to tackle in six months only. The delay of six months for the work of the agencies to begin jeopardized the expected outcomes, even if we take into account the shift in the focus their activities caused by the absence of repatriated victims. Reviewing actions is a recommended measure for implementing projects, but it does not justify the delay to allocate/reallocate budget resources to the project, as justified by the ILO Office in Brazil.
 - 3) another revealing datum for a national and international project is the need to ensure progressive and specific agreements at the national and international level, given the complexity of the relations and rites involved in this process. The agreement with international immigration police departments would require more detailed negotiations to make it possible for them to establish appropriate links with the networks providing assistance to women; it is also necessary to establish appropriate links between the Cultural Centers and international NGOs to ensure a better understanding and knowledge of the unique traits of Brazilian victims;
 - 4) It was not possible to create a single and common database during the Project. However, ensuring the feasibility of this database is key to having a single source of data and information that different agencies have on the topic. It would make it possible to monitor the phenomenon and carry out surveys linking the incidence of victims to the target territory.
 - 5) The need to disseminate information broadly is a strong recommendation and a major lesson learned: the awareness-raising campaigns which were carried out produced strong impacts, such as:
 - The Police Hotline – according to information available in the TPR/ILO report of March 2006, the campaign to prevent sexual exploitation which was carried out during the carnival season led to more reports of victims;
 - location of the agencies – the mobilization generated by the campaign made it possible to ensure a greater inter-institutional involvement.
 - 6) For establishing local assistance agencies, the Trafficking in Human Beings - II project took into consideration territories with a high incidence of sex tourism (northeast region) and more prone to trafficking in human beings. For this purpose, the Project focused mainly on preventing sexual exploitation. On the other hand, the fact that the locations marked by the highest rates of arrival of repatriated victims are São Paulo and Rio de Janeiro was not taken into account: it can be said that there were gaps among the necessary strategies for preventing

the problem and assisting victims, jeopardizing the provision of an effective assistance to them. Therefore, the Project should have contemplated appropriate articulation and mediation strategies to ensure greater proximity between the place of arrival of the victims and the agencies.

7) Finally, some of the actions taken under project certainly influenced measures to address the commercial sexual exploitation of children and adolescents and trafficking in people in Brazil, namely:

- Strengthening of links among governmental agencies, resulting in the decision that defining a domestic policy against trafficking in human beings is necessary;
- Explicit empowerment of police forces: training courses and distance learning arrangements under way, preparation of a specific Manual, widely adopted and disseminated throughout the country. The sensitization and training generated by the project promoted an active attitude of permanent vigilance to the problem of commercial sexual exploitation of children and adolescents and trafficking in people;
- Preparation of a specific methodology for assisting Brazilian victims according to their unique traits;
- The work carried out by the agencies allowed for victims of sexual exploitation and vulnerable people to be directly assisted, besides drawing more attention to victims of the domestic traffic. It also generated a significant mobilization to include issues related to trafficking and commercial sexual exploitation of children and adolescents in the political agenda and in the agenda of civil society.

ANNEXES

1. Working Team

2. Spreadsheet of interviewed Organizations and People

3. Result of the interviews

4. Interview Forms:

4.1. Interviews with Agencies

- CEARÁ
- PARAÍBA
- BAHIA
- PERNAMBUCO
- RIO GRANDE DO NORTE

4.2. Interviews with key partners

- Human Rights Division of the Federal Police
- National Police Academy
- Federal Highway Police Department
- Federal Attorney's Office for Citizenship Rights

5. Matrix of Activities/Outcomes of the Agencies (Excell file separated from this document)

6. Terms of Reference for the Evaluation

1. Working Team

Maria do Rosario Corrêa de Salles Gomes – external evaluator
Verônica Maria Teresi – technical support

2. Spreadsheet of interviewed Organizations and People

INSTITUTION	PERSON IN CHARGE	OBSERVATIONS
Human Rights Division of the Federal Police	Eriosvaldo Renovato	The interview was held. More information was requested on indicators to measure the effects of the Awareness-Raising Campaign. An e-mail was sent on April 29, waiting for reply
National Police Academy	Fernando de Souza	-
Federal Highway Police Department	Paulo Cunha	-
	Inspector Giovani	No reply so far
Federal Attorney's Office for Citizenship Rights	Rossana Amaral	-
Immigration Police	Dr. Ornellas	E-mail resent on April 29 to Mr. Edison Oliveira requesting replies to the questionnaire previously sent to Dr. Ornellas
National Human Rights Secretariat	André	-
	Pedro Pontual	-
Special Secretariat for Women's Policies	Aparecida Gonçalves	-
National Public Security Secretariat	Cristina Villanova	-
National Justice Secretariat	Ivens Range	no reply
	Marina Oliveira	-
UNODC Regional Office	Reiner Pungs	away
	Gisele Kitayama	-
Ministry of External Relations	Minister Mariângela Rebuá de Andrade Simões/ Secretary Igor	Reply from Igor Resende. Requested an e-mail with the questions. Observations were made by Mrs. Anita Amorim on the preliminary report.

3. Result of the interviews

INTERVIEWEE	MAIN CONSIDERATIONS
Director of the Human Rights Division of the Federal Police – Dr. Renovato	<ul style="list-style-type: none"> • The Federal Police is more focused on accountability and not so much on victims. • No specific assistance is provided to victims by the Federal Police • The national awareness-raising campaign made the population more aware of the issue. Increased number of reports of cases. • The Trafficking in Human Beings - II project contributed to enhance/increase the number of reports (the population is more mobilized around the issue – police hotline) • The Trafficking in Human Beings - II project created opportunities for training police officers and to create a Manual, which is a document making standardization possible. • Greater integration should be promoted between the Immigration Police departments of the countries of destination (of deported and/or not admitted individuals) and the immigration police of Brazil and the Human Rights Division of the Federal Police, so as to ensure closer communications among them and improved control mechanisms. • The National Policy for trafficking in human beings being built should give priority to assisting and referring victims.
Federal Highway Police (SP) – Paulo Cunha	<ul style="list-style-type: none"> • Manual Against Trafficking in Human Beings: Recognizes changes in the way that the issue of trafficking in human beings and commercial sexual exploitation of children and adolescents is being addressed (without prejudice and from a new perspective) • Active actors in new training courses and in prevention-oriented events (schools, transportation companies, NGOs) • Campaign against the commercial sexual exploitation of children and adolescents: - 844 locations where commercial sexual exploitation of children and adolescents occurs in Brazil were identified (2005); - there were arrests and children were referred to Guardianship Councils; - the issue is being addressed by the Federal Highway Police; - a new mapping of locations where commercial sexual exploitation of children and adolescents occurs is being prepared (2006) • The Trafficking in Human Beings - II project raised the awareness of police officers and generated the need to address the issue on a constant basis. • The complexity of trafficking in human beings linked to

	<p>organized crime at different levels (local, state, international levels) should be faced working in a network which is still not appropriately available.</p> <ul style="list-style-type: none"> • More information should be exchanged between police departments and specific and joint task forces should be encouraged.
National Police Academy – Fernando de Souza	<ul style="list-style-type: none"> • Manual Against Trafficking in Human Beings: The Academy participated actively in preparing the contents, ensuring the standardization, and revising the manual; Pedagogic support was provided in the workshops and in the language that was used in the manual • Recently hired federal police officers have been receiving specific training in trafficking in human beings since 2004 as part of the human rights discipline. In the next competitive examination for hiring federal police officers, there are plans to address the issue of trafficking in human beings as a specific discipline. • The dialogue between the ANP and state police academies is poor. • The Trafficking in Human Beings - II project reinforced the inclusion of the topic in training course; reinforcement of the issue. The Manual is a secondary source of training materials. The Project was successful because it managed to consolidate a Working Group (ANP/ILO/ SEPM/DDH-PF/Federal Attorney's Office for Citizenship Rights/ SENASP/SNJ) • The CD with information on trafficking in human beings is an important material used in professional training courses.
Federal Attorney's Office for Citizenship Rights – Dra. Rossana	<ul style="list-style-type: none"> • Legislative Working Group: the main result was new definition given to the crime of trafficking in human beings in the Penal Code. • Through federal attorney Sérgio Suiama, the Federal Prosecutor's Office carried out a survey of investigations and judicial proceedings in the Federal Prosecutor's Office of São Paulo, and a consultant of the Ministry of Justice, Marcos Colares, surveyed proceedings being examined in some appellate courts. • Advances of the Trafficking in Human Beings - II project: 1. it managed to create strong links among the institutional partners (Federal Police/ILO/SENASP); 2. regional workshops to train police officers; 3. Manual: excellent in its appearance and contents; 4. she is concerned with the end of the project, which could affect the solid links developed by the Project; 5. She stressed the quality of the actions carried out by coordinator Cláudia Dias for her academic skills, professional performance and ethics and objective mediation; • The project made it possible to set up the Group in charge of drawing up the National Policy Against Trafficking in Human Beings and, particularly, ensured the participation of key domestic institutions in it (Ministry of External

	<p>Relations, Ministry of Health, MTE, Public Prosecutor's Office for Labor Affairs).</p> <ul style="list-style-type: none"> • Due to importance of the Chameleon Guide and Methodological Kit tools, these should be used and made available for wide dissemination. • She recognizes the importance of agreeing upon a specific protocol for assisting victims with the Ministry of External Relations. • She stressed the importance of the Manual Against Trafficking in Human Beings at the last OAS conference as a positive experience of Brazil in the area of public policies for women.
National Justice Secretariat (Ministry of Justice) – Marina Oliveira	<ul style="list-style-type: none"> • Database of the Ministry of Justice and its links with INFOSEG: 1. these links could not be established yet, because of a possible lack of interoperability between the database and INFOSEG (data interaction and exchange); 2. no statistics on the traffic were available in public security statistics; 3. limited availability of data on traffic routes and repatriated people, most of them are kept by the Federal Police; 4. list of NGOs and domestic laws of the project countries (was used in the workshops); 5. there are plans to raise resources in 2006 to implement the database based on the continuity of the UNODC Global Program. • The main contribution of the Trafficking in Human Beings - II project to the National Program for Preventing and Fighting Trafficking in Human Beings was the sensitization and mobilization of SENASP. • Main contribution of the project to governmental actions against commercial sexual exploitation of children and adolescents as a whole: 1. Chameleon Guide and Methodological Kit and the Manual “Trafficking in people for sexual exploitation purposes” • National Awareness-Raising Campaign (SECOM): lent greater visibility to the issue, increased the number of reports of cases. • Partnership between the National Justice Secretariat and UNODC = Global Program for the Prevention of Trafficking in Human Beings (2003-2005): 1. training of NGOs, a broader audience (including the Public Prosecutor's Office and the Judiciary Branch); 2. survey (diagnosis); 3. beginning of the database • Great advances of the project: 1. it facilitated the development of links among projects and agencies; 2. it played a role in making it possible to draw up the National Policy Against Trafficking in Human Beings; • Criticism to the project: the original design was “oversized” (no maturity for achieving the objectives; knowledge of the problem was insufficient; the issue involves complex national security issues; low cost of the project). • Opinion of the National Justice Secretariat on the

	<p>criminalization of domestic traffic: the problem is enforcing existing laws and not shortcomings in the legal framework. The judicial system must show a true interest in the subject.</p>
<p>National Public Security Secretariat (Ministry of Justice) – Cristina Villanova</p>	<ul style="list-style-type: none"> • The Manual on the traffic was designed for public security professionals and is being applied (workshops and distance learning); the CONSEGs want to use it and the video showing the results of the national seminar (December 2004) was edited. • Distance learning courses were delivered in November 2005. 60 sites (States and Municipalities) were set up and 140 additional sites are scheduled to be set up by the end of 2006. The first class involved 500 people and the second one an additional 500. The plans for 2006 are to train 5,000 people. • Tool to evaluate the awareness of police officers: improvements in the actions of police officers (changes in their strategy) • The Trafficking in Human Beings project was appropriately integrated and met the need to build integrated public policies (Special Secretariat for Women's Policies, State Secretariat for Human Rights, SENASP, National Justice Secretariat). The strategy of the distance learning course was appropriate. • SENASP will propose setting up a Working Group to prepare a minimum curriculum to be presented to the State Police Academies.
<p>Regional United Nations Office on Drugs and Crime – Gisele Kitayama</p>	<ul style="list-style-type: none"> • The role played by UNODC in the project was one of jointly defining activities, their budget and their implementation; • Interface of the Global Program (UNODC/National Justice Secretariat) with the project: a pilot project was carried out with resources made available by Portugal; it is a common issue, meaning that the work can be shared. • Joint ILO/UNODC Action Plan: - the Trafficking in Human Beings - II project is the third joint project designed for training different agencies, consulates and public prosecutor's offices. • Advances of the project: mobilization of the government around the topic.
<p>Special Secretariat of Policies for the Woman – Aparecida Gonçalves</p>	<ul style="list-style-type: none"> • She reported that she had no information on the Legislative Working Group. She mentioned that an Executive Committee (State Secretariat for Human Rights/Special Secretariat for Women's Policies) was set up to check existing laws, particularly a bill proposed by federal representatives Nelson Pellegrino and Orlando Fantazzini with the aim of adapting and turning it into a proposal for a public policy, since the bill had unconstitutional elements, as pointed out by the Constitution and Justice Committee of the Federal Chamber of Representatives. • Methodology for preventing trafficking in human beings

	<p>and assisting its victims: 1. The Referral Centers for Women who are victims of violence (58 units in the country) are willing to assist repatriated victims. There are plans to carry out a test in Goiânia, because of the close links between the Police Station for Women and the Federal Police there, which is a positive condition for a pilot experience.</p> <ul style="list-style-type: none"> • A National Policy Against Violence on Woman has been in place for 3 years. The Special Secretariat for Women's Policies intends to optimize existing resources and deal with the specific issue of assisting victims of trafficking in human beings. The State of Pará already provides specific assistance to victims and is compiling a survey of data on the issue. • Positive aspect of the project: it made it possible to train the Working Group in charge of drawing up the National Policy Against Trafficking in Human Beings. • The role played by ILO in the project was highly positive, since it made it possible to develop appropriate links and to institutionalize the topic, promoting links between governmental agencies and between these and other organizations, lending greater visibility to the issue. • She mentioned the practical effectiveness of the courses and the high demand for the Manual. • Another positive aspect is the fact that Minister Nilcéa Freire chairs the Interamerican Women's Committee (CIM) of the OAS, which made it possible for her to present the Manual against trafficking in people during the last conference of that committee.
Special Secretariat for Human Rights – Pedro Pontual	<ul style="list-style-type: none"> • Trafficking in human beings for sexual exploitation purposes is an issue within the remit of the State Secretariat for Human Rights, which coordinates the policy against commercial sexual exploitation of children and adolescents. • A specific police hotline has been available for over 10 years (to report cases of abuse of children and adolescents, referring them the Ministry of Justice to check reports involving TIP and abuse). The monitoring of reports of cases is still precarious: in the States where the workshops were held, police officers began to understand the role played by the police hotline set up for this purpose. • The active participation of the State Secretariat for Human Rights in the Trafficking in Human Beings - II project could be perceived in workshops, seminars and in the Working Group. • Contributions of the project: the knowledge on the topic was expanded; training (regional workshops) • Relationship between PAIR and the project: not a very intense dialogue. While the project focuses on trafficking in human beings, the scope of PAIR is broader. • The ILO played the role of mobilizing the federal

	administration (articulation). The Manual has been in strong demand, because it fills a significant gap. The next print-run will be ensured by the State Secretariat for Human Rights.
--	--

4. Interview Forms:

4.1. Interviews with Agencies: The result of these interviews is summarized in the spreadsheet of the Matrix of Activities/Outcomes of the Agencies (Excel file separated from this document).

Ceará – Questions on activities carried out

Objective I

- What activities were carried out in the 2nd stage of the work (August 19 - February 21, 2006)?

Objective II

- What activities were carried out in the 1st period (no report, June 2 - August 18)?
- A methodology has been prepared and documented?
- Number of adolescents being trained?

In the 2nd period, there is mention of 4 partner institutions.

What was the work carried out?

Objective III

- Number of people present in the meetings?

Have institutional partnerships been established? Which ones?

Was there an articulation and integration among partner institutions to carry out preventive actions and fight trafficking?

Ceará – Questions on the outcomes achieved

Objective I

- Questionnaires applied:

What are the outcomes? (no mention of the documentation of data)

Campaign, educational blitz:

What were the effective outcomes?

What was the covered target audience? (considering the data, there is no mention of the tourist industry; are there other institutions?)

Objective II

There are expenses of R\$ 1,140.00, but in the 2nd period (September 01 - January 31, 2006):

methodology for assisting repatriated victims: what is this methodology?

Granting of R\$ 1,140.00 in scholarships. To what children and adolescents?

What was the assistance methodology adopted?

Were victims of internal trafficking considered for assistance?

Objective III

The articulation and integration of the partnerships caused or will cause changes?

Paraíba – Questions on the activities carried out

Objective I

- There is no mention of the Campaign, of the application and documentation of the questionnaires, or of the Seminar.

Objective II

- The second Report mentions the methodology that was prepared.
 - Were there repatriated victims to be assisted?
 - 15 or 25 partner institutions?

Difficulties to access adolescents (1st period) + difficulties to quantify the adolescents (2nd period): what adolescents were assisted?

(use of R\$ 3.049,00 in scholarships)- What was the methodology adopted?

Objective III

- 8 institutional partnerships for 2006: what is the work proposal?

Paraíba – Questions on outcomes achieved

Objective I

- What were the outcomes of the survey which were presented in the 2nd seminar?

Objective II

- Spending of R\$ 3.049,20 with scholarships. What is the work?

Objective III

- Besides the partnerships for the campaign and the Seminar, were there other partnerships?

Bahia – Questions on activities carried out

Objective I

- Was the sensitization campaign launched on August 23?
- Were the questionnaires applied? Were the outcomes documented? What were the outcomes?

Objective II

- Was a specific methodology for assisting victims developed, considering the unique features of this population? Was the methodology of the institution adapted in any way?
- The assistance provided to adolescents and the partnerships were conditioned to the provision of financial assistance. Was the money received? What actions were implemented?

Objective III

- There are no reports for the two periods

- Were links established and institutional integration mechanisms established to carry out actions to fight and prevent trafficking in people?

Bahia – Questions on outcomes achieved

- Were the questionnaires applied and documented? If yes, what were the outcomes?
- Was the Campaign launched in the ABIH (Brazilian Association of the Hotel Industry)?

Pernambuco - Questions on activities carried out

Objective I

- Were the questionnaires applied and documented? If so, what were the outcomes?
 - Was the sensitization Campaign carried out?
- Was the Seminar or a similar event held?

Objective II

- What Methodology was built?
- Did the Program cover adolescents?

Repatriated women were assisted?

Six partnerships for achieving the second objective were mentioned. For what action were they established?

Objective III

- Nine partnerships for promoting institutional articulation and integration were mentioned.
- What are the outcomes of these partnerships?

Pernambuco – Questions on outcomes achieved

Objective I

- No outcomes were mentioned for the second Period. Please comment

Objective II

- Mention was made of a mapping of professional training and micro-credit organizations.
- What were the outcomes?

Objective III

- In what actions did the contacts established with organizations and the presentation of the project proposal to them result in?

Rio Grande do Norte - Questions on activities carried out

Objective I

- All the anticipated activities were carried out. What were their effects? What is the nature of the sustainability of these effects (temporary or lasting)?

Objective II

- No repatriated women were assisted.

What outcomes has the partnership with the *Ação Cultura Viva* program been generating or generated?

Natal was contemplated by the Program for assisting children and adolescents who are victims of trafficking for sexual exploitation purposes (Partner of the Americas)

- What institution will carry out this work? Has it begun? What is the Action Plan? What kind of link does the Agency have with this Program?

Objective III

- Why has the “density of the national participants” been of fundamental importance to facilitate the dialogue among local peers?

Rio Grande do Norte – Questions on outcomes achieved

Objective I

- What were the outcomes of the survey?

What are the recommendations in relation to the Campaign?

Objective II

- The target audience was made up of two groups; Assistance was provided to one group. To what extent has the objective been achieved?

Objective III

- Were the tourist industry, Sest/Senat, Infraero and Federal Highway Police partnerships implemented? Was there greater adhesion on the part of tourist industry? What are its effects?

4.2. Interviews with key partners

FORM ON GENERAL ISSUES – Federal Police

1- What is the procedure adopted for repatriated people and people not admitted to return to Brazil: Can the victims choose the airport of their preference for returning? Is there any predetermination?

2- The survey recently disseminated by the Office for Combating and Preventing Trafficking in Human Beings in February 2006 mentioned the occurrence of 242 cases of people who were deported and not admitted in March and April 2005, including traffic victims, who returned to Brazil through the International Guarulhos Airport.

- Considering that the work of the Agencies involved in the ILO/IPEC project began in June 2005, was any procedure adopted for referring victims to be assisted by any Agency?

- What was or is the assistance being provided to these people? Is any specific procedure being adopted for traffic victims?

3 – HUMAN RIGHTS DIVISION: The Campaign being carried out under the Global Program for the Prevention of Trafficking in Human Beings made a toll-free number available for victims or their relatives to report trafficking cases. Has the ILO/IPEC Project intensified or increased the number of registered reports?

4- Has it been possible to measure the results of the Campaign carried out with the Federal Highway Police in the states for preventing sexual exploitation in 2005?

5- Was the warning message on sexual exploitation disseminated in the country entry form by the Federal Police? What were the outcomes?

6- Is the new passport being used already? Does it strengthen measures to prevent trafficking in people?

FORM ON GENERAL ISSUES – National Police Academy

TRAINING

1 - A Manual on trafficking in human beings was prepared, workshops were held, a video was edited, and classroom and distance courses were delivered in November 2005.

- In what way has the National Police Academy collaborated in preparing the Manual?
- What kind of professionals were trained?
- How many/
- Were all the regions of the country covered?
- Are they being trained through distance learning courses?
- Any new prospects?

2 - Do the new professionals trained in the National Police Academy after being hired by the Federal Police receive any specific training on trafficking in human beings? Since when? Is this action derived from the ILO/IPEC Project?

3- Is there any evaluation that can measure changes in the professional performance of police officers?

- Training, TED – ILO/IPEC;
- Course for new police officers.

4 – Is there a dialogue with the state Police Academies (of both the military and civil police)?

5- What are the main contributions of the ILO/IPEC project to the actions of the National Police Academy as a whole?

6- Other considerations (advances and difficulties related to the ILO/IPEC project)

FORM ON GENERAL ISSUES – Federal Highway Police

TRAINING

1 - A Manual on trafficking in human beings was prepared, workshops were held, a video was edited, and classroom and distance courses were delivered in November 2005.

- What was the participation of the Federal Highway Police in this process? Did they collaborate in preparing the material?
- What kind of professionals were trained?
- How many police officers were trained (seminar and workshop)?
- Were all the regions of the country covered?
- Are they being trained through distance learning courses?
- Is there any evaluation that can measure changes in the professional performance of police officers?
- Any new prospects?

LEGISLATIVE WORKING GROUP

2 - What was the contribution of the Federal Highway Police to the Legislative Working Group? What were the outcomes of this group?

NATIONAL CAMPAIGN AGAINST COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN AND ADOLESCENTS

- i. 2005: What was the role of the Federal Highway Police in the campaign?
- ii. What were the outcomes achieved?
- iii. 2006: New Campaign.
- iv. Is this Campaign different from the campaign carried out in 2005?
- v. What actions are being carried out?

3 - What are the main contributions of the ILO/IPEC project to actions against commercial sexual exploitation of children, adolescents and women?

4 - What are the main contributions of the ILO/IPEC project to the National Program for Preventing and Fighting Trafficking in Human Beings?

5 - In what way did the Federal Highway Police work with NGOs and GOs which are fighting commercial sexual exploitation of children, adolescents and women?

Other considerations (advances and difficulties related to the ILO/IPEC project)

FORM ON GENERAL ISSUES – Federal Attorney's Office for Citizenship Rights

1- The ILO/IPEC project made it possible to train a Legislative Working Group in charge of suggesting bills on inter-sectoral strategies for fighting sexual exploitation and follow up on legislative amendments at the Brazilian Parliament. Did the Federal Attorney's Office for Citizenship Rights take part in this Working Group? What are the main outcomes?

2- A survey was carried out by the Federal Prosecutor's Office of São Paulo in 2005 on investigations and legal proceedings under way related to trafficking in human beings (from 1991 to 2004).

- Is there any other survey which can measure any increase in the prosecution of cases of trafficking in human beings as a result of the awareness-raising and training of agents involved in fighting this traffic? Are there other outcomes to be reported?

3- What are the trends in terms of criminalizing the domestic traffic?

3 – What are the main contributions of the ILO/IPEC project to fighting the commercial sexual exploitation of children, adolescents and women?

5 - What are the main contributions of the ILO/IPEC project to the National Program for Preventing and Fighting Trafficking in Human Beings?

6 - Other considerations (advances and difficulties related to the ILO/IPEC project)

FORM ON GENERAL ISSUES – Immigration Police

- 1- Has the Immigration Police been involved in any way in actions carried out under the ILO/IPEC project against trafficking in people? What was the result of such involvement?
- 2- Was the country entry form containing a message against sexual exploitation applied? Is it being applied today? Who is in charge of preparing this form?
- 3 – When will the new Brazilian passport begin to be used? What is the relation between the new passport and trafficking in human beings?
- 4- Do repatriated traffic victims receive any specific assistance from the Immigration Police? If so, has this assistance changed during the ILO/IPEC project?
- 5 - Was any specific procedure adopted for referring repatriated victims to the agencies in charge of assisting victims in the northeast region during the ILO/IPEC project? If so, what procedure?
- 6- Is there any tool or mechanism for ensuring appropriate communications between immigration police departments of the destination countries and the Immigration Police of Brazil with respect to traffic victims?

FORM ON GENERAL ISSUES – Special Secretariat for Human Rights

1 - What was the active role of the State Secretariat for Human Rights in the ILO/IPEC project?

2 - A Campaign being carried out as part of the Global Program for Preventing and Fighting Trafficking in Human Beings made available a police hotline for victims or their family members to report traffic cases. Has the ILO/IPEC Project intensified or increased the number of registered reports?

3 - Taking into account the Inter-sectoral Committee against sexual violence on children and adolescents: What was or what were the main contributions of the ILO/IPEC project to the National Plan against sexual violence on children and adolescents?

FORM ON GENERAL ISSUES – Special Secretariat for Women's Policies

1- What are the effective outcomes of the legislative working group which was created as a result of the ILO/IPEC project? And what about the criminalization of the domestic traffic?

2 - Was the methodology for preventing trafficking and assisting repatriated traffic victims, implemented in any Center for Women? When will it be implemented?

3 – Was this methodology used in any another situation?

4 - No repatriated victims were assisted in the 5 Agencies of the project. Why?

5 - Considering the data disseminated in the survey carried out at the Guarulhos airport (repatriated and not admitted people) on female victims of international trafficking in human beings and on the need to receive them appropriately upon their return;

6 - Considering the issue of victims of the domestic traffic and the need to pay special attention to them in terms of both prevention and assistance;

- Do you have any proposal for implementing a networked assistance system to tackle this problem?
- What actors would be involved in this strategy?

FORM ON GENERAL ISSUES – National Public Security Secretariat

1 - What kind of information is available in the database of the Ministry of Justice and what is its relation with INFOSEG?

- i. Was a list of NGOs and domestic laws of the countries covered by the project included in it;
- ii. can traffic routes (both national and international) be identified?
- iii. can you identify repatriated people?
- iv. can you locate reports of cases by periods?
- v. can you identify police investigations?

2 - Are the data up-to-date and what is the agency in charge?

3 – Are other partners contributing information? What partners and how?

4 - Were or are the data sufficient for dealing with traffic routes?

5 - Was the expected material for training police officers, judges and prosecutors (General Guide and Recommendations for public policies to prevent and fight trafficking in people) produced? Is it being used?

6 - Was the video produced in the national seminar (December 2004) edited? Is it being used?

7- Have you begun to deliver distance learning courses? (They were initially mentioned in October 2005) If not, when do you plan to offer them?

8- Was the final evaluation of the process (workshops, seminar), which was scheduled for November, carried out? What was the result of this evaluation?

9- The idea was to involve 200 officers initially. How many were trained altogether and how many do you intend to train in 2006?

10- Do you have an evaluation strategy or tool to measure the awareness of police officers of the issue?

11- Have Judges and Prosecutors participated in the training process?

FORM ON GENERAL ISSUES – National Justice Secretariat

1 - What kind of information is available in the database of the Ministry of Justice and what is its relation with INFOSEG?

- i. Was a list of NGOs and domestic laws of the countries covered by the project included in it?;
- ii. Can you identify traffic routes (both national and international)? (Yes) (No)
- iii. Can you identify repatriated people? (Yes) (No)
- iv. Can you locate reports of traffic cases by periods? (Yes) (No)
- v. Can you identify police investigations? (Yes) (No)

2- Are the data up-to-date and what is the agency in charge?

3- Are other partners contributing information? What partners and how?

4- Were or are the data sufficient for dealing with traffic routes?

5 - What are the actual outcomes of the work of the legislative working group?

6 - What are the main contributions of the ILO/IPEC project to the National Program for Preventing and Fighting Trafficking in Human Beings?

7 - What are the main contributions of the ILO/IPEC project to the actions of governmental agencies against sexual exploitation of children, adolescents and women?

ANALYZING INDICATOR 3 – Permanent warning campaign plus a clear awareness-raising message.

- a. Did the Federal Police disseminate the warning message on sexual exploitation in the country entry form? What were the outcomes?
- b. Is the new passport being used already? Has it contributed to fighting trafficking in people? In what way?
- c. National Awareness-Raising Campaign: What activities were carried out? Who were the participants? What was its territorial coverage? Was a campaign impact evaluation carried out?
- d. What connection is there between this Project and other projects?
- e. The partnership between the National Justice Secretariat and UNODC began in August 2003. The Global Program for Preventing Trafficking in Human Beings had US\$400,000 allocated to it for a two-year period (August 2003 - 2005). Is this program still active? Was it expanded? What is the connection between this project and the ILO/IPEC Project?

- f. Mention was made of actions in 4 States: São Paulo, Rio de Janeiro, Goiás and Ceará. What kind of actions are being carried out in them?
- g. Did the publicity campaign carried out by the Federal Police in airports result from this Global Program?

FORM ON GENERAL ISSUES – UNODC

- 1 - What was your active role in the ILO/IPEC project?
- 2 - What is the interface between the Global Program against Trafficking in Human Beings (National Justice Secretariat) and the ILO/IPEC Project?
- 3 – The PRODOC of the ILO/IPEC project mentions a Joint Action Plan between ILO and UNODC against trafficking. Was this plan made feasible?

FORM ON GENERAL ISSUES – MINISTRY OF EXTERNAL RELATIONS

Sectors of the Ministry of External Relations, actors in the Process: Brazilian Cooperation Agency – ABC/Social Affairs Division

1 - Proposal of a Protocol for assisting victims:

An attempt was made to incorporate this Protocol into the existing Manual (which was distributed to all the Brazilian consular corps), but consular assistance procedures are already in place and are being WIDELY ADOPTED by the Ministry of External Relations, for which reason it was not possible to adopt such a protocol:

- Was any proposal made which took into account the specific aspects involved in assisting traffic victims?
- If not, how were these specific aspects addressed by the consular corps of Brazilian Embassies in the countries covered by the ILO/IPEC project?
- What are the prospects for such specific approach to continue to be applied?
- Was the Brazilian consular corps in those countries trained to address the specific aspects of trafficking in human beings?
- Were the consular corps of the 6 countries covered by the project involved in this discussion?

2 - The initial plans for implementing an educational program for repatriated victims in Brazilian Cultural Centers were changed because of the short time they spend in such condition.

- During the project, what was the procedure adopted for referring women to the Agencies?
- Was it possible to involve the countries covered by the project in actions against trafficking and sexual exploitation of adolescents and women? (dry border / Europe and US)

FORM ON GENERAL ISSUES – ILO / IPEC

Final evaluation of the Project:

- Forecasts of the 5 Agencies (Campaign, awareness-raising, assistance, etc). What are their forecasts?
- Was an analysis of the Project as a whole carried out (as proposed by ILO/IPEC)?

2 - No assistance was provided to repatriated victims in the 5 Agencies of the Project. Why?

- 3 - The survey recently disseminated by the Office for Combating and Preventing Trafficking in Human Beings in February 2006 mentioned the occurrence of 242 cases of people who were deported and not admitted in March and April 2005, including traffic victims, who returned to Brazil through the International Guarulhos Airport.

- Considering that the work of the Agencies involved in the ILO/IPEC project began in June 2005, was any procedure adopted for referring victims to be assisted by any Agency?
- What was or is the assistance being provided to these people? Is any specific procedure being adopted for traffic victims?

4 - What criteria were adopted for selecting the region in which the Agencies would work?

5 - Why is it that regions with more victims leaving the country, as shown in the PESTRAF 2002 (São Paulo, Rio de Janeiro, Goiás, Ceará), and in which the Global Program for Preventing Trafficking in Human Beings and UNODC are active were not taken into account as a criterion for selecting the areas to be covered by the Agencies?

6 - What were the main external factors which influenced the development of the project?

7 - What were the internal main factors which influenced the development of the project?

8 - How were others ILO/IPEC projects linked?

9 - What was the communication means used between the ILO Brazil Office and the regional office? And between ILO Brazil and the financier?

10 - Did the project influence the preparation of other time-bound projects?

11 - What were the determining factors for the activities of the agencies?

*Draft Version
9 Dec 05*

Terms of Reference for the Final Evaluation of the ILO/IPEC Project:

Strengthening prevention of trafficking of children, adolescents and women for sexual exploitation to Europe, the United States and further destinations and establishing a rehabilitation and repatriation methodology of rescued persons

Project number: BRA/04/P50/USA

Background

1. In recent years Brazil has been increasingly acknowledging the gravity and seriousness of the situation related to trafficking of Brazilians abroad for sexual exploitation purposes and has decided to tackle the problem with integrated programs and policies for prevention and rehabilitation. However, the size and geographical position of the country (right in the middle of South America with permeable borders with the surrounding countries), combined with the high number of tourists visiting every year, makes the problem extremely complex to be tackled.
2. Combating sexual exploitation and trafficking entails a multi-sectoral approach, through the involvement of many strategic partners: ministries, customs and immigration officers, police officers, magistrates and prosecutors, non-governmental organizations. Good coordination of policies and programs has proven essential for such an integrated effort to succeed.
3. The new Government that took office in January 2003 has confirmed its strong commitment towards eliminating commercial sexual exploitation of children. The Government is currently implementing a National Plan of Action for the Elimination of Commercial Sexual Exploitation with clear objectives, target and indicators. This project — prepared in consultation with key stakeholders in Brazil — will support the implementation of the National Plan. It has a duration of 24 months beginning April 2004, with a total donor contribution (US Department of State, USDOS) of US\$ 251,086.
4. The project will provide assistance to develop an environment conducive to the effective combat against trafficking and sexual exploitation, in terms of prevention and rehabilitation. The project has the following objectives:

Development Objective:

- ◆ **To contribute to the prevention of trafficking of children, adolescents and women from Brazil to Europe, the United States and further destinations and the rehabilitation of rescued persons.**

Immediate Objectives:

- ◆ **At the end of the project, the newly emerged national effort will be strengthened to develop integrated actions aimed at tougher law enforcement concerning crimes of trafficking and sexual exploitation of children, adolescents and women.**
- ◆ **At the end of the project, a repatriation network and procedures will be developed involving Migration Offices, Customs Offices, Ministries of Foreign Affairs and Brazilian Embassies in the five selected European countries and the United States (country of transit and destination), Federal Police, Transit Police (Polícia Rodoviária), Military Police, Civil Police, port and airport authorities in Brazil, as well as municipal governments and local NGOs.**
- ◆ **At the end of the project, a methodology for rehabilitation and reinsertion of the victims in the Brazilian society will be developed and tested.**

5. According to ILO regular procedures the project is due for a final evaluation. This evaluation should serve the following basic purposes:

- a) **accountability** to the main stakeholders, including government agencies and social partners in the Brazil, partner organizations and the donor; and
- b) **learning** from the experience to analyze how the project fits within the prevailing and emerging conditions in the country

Purpose and Scope of the Evaluation

6. The final evaluation will focus on the ILO/IPEC project mentioned above, its achievements and its contribution to the overall broad national efforts to achieve the elimination of the WFCL and in particular the commercial sexual exploitation of children.
7. The overall purposes of and the tasks to be carried out are:
 - To assess the **validity of the project's design/strategy**, including its relevance in the country context.
 - To review the **implementation of the project to date** and to consider any required changes in the strategy on the basis of emerging experiences
 - Analyze **strategies and models of intervention** used and document achievements and lessons learned.

- Being a final evaluation, it is also important to analyze the projects' achievements for **sustainability and exit strategies**.
8. The main users of the evaluation will be the relevant public and private national institutions responsible for child labor and CSEC in the country, ILO/IPEC, USDOS and other international organizations working with children in the countries. The evaluation will include the active participation of the above-mentioned users as appropriate.

Suggested Aspect to be addressed

9. As a final evaluation, the review should in general address the ILO established overall evaluation concerns such as **relevance, effectiveness, efficiency and sustainability** (please see *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, section 1.2, November 1997*). Therefore, the evaluation should provide an assessment of the overall impact of the project at the national and community level, including a review of the outcomes of the project relative to its objectives.
10. The following are some suggested evaluation aspects. Other issues can be added as identified by the evaluation consultants in accordance with the given purpose of this exercise and in consultation with IPEC's Design, Evaluation and Documentation Section (DED). One of the tasks for consultants is to decide, based on the evidence and findings available, which of the following issues are the most important aspects to be addressed in meeting the purpose of the evaluation.

Concerning the design of the project:

- ◆ Please assess the degree to which the project's original design was **realistic, relevant and gender-sensitive** in the current national context. In this respect:
- ◆ How **logical and coherent** was the project design / strategy? How relevant are project indicators and means of verification? Please assess the usefulness of the **indicators** for monitoring (through the Project Monitoring Plan) and measuring impact.
- ◆ How realistic were the critical **assumptions**? To what extent do factors outside the control of project management (e.g. new political context) affect project implementation and attainment of objectives/goal?
- ◆ Is the project design relevant to the **current child labor and political situation** in the country? How well did the project design / strategy take into account national and local efforts already underway to address CSEC and trafficking?
- ◆ How has the project capitalized on **lessons learned and good practices** from other interventions in the region?
- ◆ How realistic was the proposed **budget (including human resources)** and **time-plan** with regard to objectives and targets?

Concerning the implementation of the project:

- ◆ Please analyze how the project is being implemented, in terms of **management, coordination and creation of synergies**. In particular:
- ◆ Please review and assess the efficiency of **project implementation**, including an analysis of the administrative processes and the backstopping from ILO Headquarters and from the ILO Office in Lima, Peru.
- ◆ How timely and responsive has **communication** between the field office and the regional office, and between the ILO headquarters and the donor, been (including AP approval and project revision requests)?
- ◆ Analyze how IPEC activities and other IPEC projects in the countries coordinate with each other and with other sub-regional initiatives? Are interventions **complementary** or competitive? Are there **synergies** of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- ◆ Was the **selection of the implementing agencies** appropriate? How can their performance be improved?

Concerning the achievements of the project:

- ◆ Determine the **achievements of the project in each of the immediate objectives**
- ◆ Did the project have a **catalytic effect** to generate activities at the national and regional level?
- ◆ Assess the **training** that the project has provided for implementing agencies thus far, including training on project monitoring and reporting, as well as training on definitions used by IPEC for identifying a child as prevented or withdrawn.
- ◆ To the extent possible, identify examples of **new capacities** that institutions and agencies (Migration Offices, Customs Offices, Ministries of Foreign Affairs, Embassies etc) or staff have acquired through the project to tackle CSEC and trafficking.
- ◆ How effective has the project been in **raising awareness** about CSEC and trafficking, and in promoting social mobilization to address this issue?
- ◆ Has the project developed **new approaches** for dealing with the problem of CSEC and trafficking?
- ◆ Evaluate the contribution of the project to enforcing the **legal framework** with international conventions that relate to the problem of CSEC and trafficking.
- ◆ Analyze the achievement of the project in creating **institutional networks** between countries to deal with the issue of CSEC and trafficking, at different levels (local, national, regional).
- ◆ Has the **model of direct attention** for victims of CSEC and trafficking been effective?
- ◆ Identify **unexpected and multiplier effects** of the project.

Concerning the perspectives of sustainability:

- ◆ In general, assess the projects' plans to ensure the sustainability of the benefits generated, as well as their exit strategy. How should the "ownership" of the project be understood and promoted in the national context? In particular:
- ◆ Assess the extent to which **strategies and work plans** from the government, workers and employers organizations, private sector, NGOs, etc. will contribute to the sustainability of the project.
- ◆ Has the project provided **technical assistance and input to the TBP** and other projects in the country?
- ◆ What process has been established to **transfer key responsibilities** to ensure the continuity of service provision?
- ◆ Is the **model of direct attention** for victims of CSEC strategic in terms of sustainability and with regard to human rights of boys, girls and adolescents?
- ◆ Has the idea of a **phase-out strategy** for the project been clearly articulated and progress made toward this goal?

Methodology and Time Frame

11. The following is the suggested methodology for the final evaluation. The methodology can be adjusted by the evaluation team if considered necessary in accordance with the scope and purpose of this exercise as described above. This should be done in consultation with the Design, Evaluation and Documentation Section (DED) of ILO/IPEC.
12. The evaluation should include a **desk review** of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the projects and action programmes. This includes baselines and any government documents such as National Plans or documents about the project in the countries. **To the extent possible and given the available resources**, during this period interviews with the project, national officials and partners will take place in Brasilia.
13. The evaluation process will include a **one-day stakeholders' workshop** with IPEC staff and key partners in order to present preliminary findings, conclusions and recommendations and obtain feedback. This workshop will be a key part of the evaluation. The results of this meeting should be taken into consideration for the preparation of the draft report.

Expected Output and Timeline

14. The evaluation report in draft form and in Portuguese should be presented to IPEC DED for circulation 1 week after the finalization of the field mission. The length of

the report should not exceed 30 pages (excluding annexes). It is suggested to structure the report as follows:

- Executive summary (of conclusions, recommendations and lessons learned)
 - Introduction (background of the evaluation, analysis and critical assessment of the methodology used for the evaluation)
 - Design (Relevance of the proposed strategy, process of development and design of the project)
 - Findings (implementation, efficiency, effectiveness, performance, unexpected effects)
 - Networking and Linkages
 - Evidence of sustainability and mobilization of resources
 - Conclusions and recommendations, lessons learned
 - Annex (composition of the evaluation team and distribution of work, itinerary, sources of information, and other technical annexes and relevant documents)
15. The report should include specific and detailed recommendations based on the evaluator's analysis and, if appropriate, addressed specifically to the organization / institution responsible for implementing it. The report should also include a specific section on lessons learned from this project that could be replicated or should be avoided in the future, in the same or in other IPEC projects.
16. This report will be translated into English and circulated by DED to all relevant stakeholders for their comments
17. The evaluation consultant should consider the comments for the preparation of the final draft of the report.
18. **The timeline for the evaluation and the tentative schedule are the following:**
- Desk review, including interviews in Brasilia: February 27 - March 10, 2006 (10 days)
 - Stakeholders' workshop: March 14 (1 day)
 - Presentation of draft report: March 20 (5 days for writing report)
 - Presentation of final report: April 7 2006 (2 days for adjusting report)

Resources and Management

19. The evaluation will be carried out by an evaluation consultant with extensive experience in evaluation of development or social interventions. The consultants should have an advanced degree in social sciences, economics or similar. Working experience on issues related to CSEC, education and children's welfare will be essential. The final selection of the evaluation team will be done by DED.
20. The following are the resources needed for this evaluation:
- Fees for evaluation consultant during ~20 working days
 - Costs of organizing the stakeholders' workshop

21. The DED responsible official in IPEC HQ will manage the evaluation process. In country management and logistics support will be provided by the IPEC team as a whole.
22. 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.