International Programme on the Elimination of Child Labour (IPEC)

International Labour Office

IPEC Evaluation

"Combating the Trafficking of Children for Labour Exploitation in West and Central Africa"
LUTRENA PROJECT
(a programme framework)

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An independent final evaluation by a team of external consultants

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

March/April 2008

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out a team of external consultants[1]. The field mission took place in March/April 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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List of Acronyms and Terms

AP	Action Program
AMYW	African Movement of Young Workers
CNLTEE	Comité National de Lutte contre la Traite et l'Exploitation des Enfants
CNARSEVT	Commission Nationale d'Accueil et de Réinsertion Sociale des Enfants Victimes de Traite
CTA	Chief Technical Advisor
CTMS	Child Trafficking Monitoring System
DANIDA	Danish International Development Agency
DED	Design, Evaluation and Documentation
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
HQ	Headquarters
IA	Implementing Agency
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour
LVC	Local Vigilance Committee
MAEJT	Mouvement Africain des Enfants et Jeunes Travailleurs (African Movement of Young Workers)
NAPTIP	National Agency for the Prevention of Trafficking in People
NGO	Non-government Organization
PACF	Parent and Child Foundation
RWOGAT	Regional Working Group Against Trafficking in Person in particular Women and Children
SPIF	Strategic Program Impact Framework
SSTE	Système de Suivi du Travail des Enfants
SYIB	Start and Improve Your Business
TBP	Time-Bound Program
TOR	Terms of Reference
TPR	Technical Progress Report
UNICEF	United Nations Children's Fund
US	United States
USDOL	United States Department of Labour
USDOS	United States Department of State
VVC	Village Vigilance Committee

EXECUTIVE SUMMARY

The International Programme on the Elimination of Child Labour (IPEC) is a technical cooperation programme of the International Labour Organisation (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms. IPEC uses the ILO's tripartite approach, which seeks to engage governments, employer organisations and worker organisations toward the goal of ensuring decent working conditions.

The project *Combating the Trafficking of Children for Labour Exploitation in West and Central Africa* (LUTRENA) is an IPEC project covering 12 countries of which 6 West African countries (Benin, Burkina-Faso, Ghana, Ivory Coast, Mali, and Togo) are the focus for the current evaluation. United States Department of Labour (USDOL) and Danish International Development Agency (DANIDA) are the two principal donors, and USDOS has provided funding for country-specific Lutrena activities via US embassies. The preliminary research phase started in 1999 and the current final evaluation covers the two implementation phases which took place from 2001-2008[2].

The evaluation considers the project as a whole and assesses the linkages and synergies between its individual components. Its purpose is to document and analyse the extent to which the project has achieved its stated objectives through contributing to:

- the development of a strategic framework for combating child trafficking;
- the elimination of child trafficking in the region; and
- shaping a regional approach to combating child trafficking.

The intended audiences for the evaluation are project implementers and other key national and international stakeholders. It will be used to document lessons learned and good practices for application in future IPEC projects and to inform the strategic planning for any subsequent phases of LUTRENA.

With input from key stakeholders IPEC's Design, Evaluation, and Documentation (DED) section developed terms of reference with a suggested methodology and appointed a team of 7 external evaluators to carry out the work. The team leader worked with a regional evaluator to develop and test the approach in Benin. 5 national consultants accompanied or supported by either the regional evaluator or the team leader worked in the other 5 countries. Field visits concentrated on talking to children and families who had benefited from project initiatives. Implementing agency personnel were also interviewed, as well as the project's national coordinators, government representatives and other national stakeholders. National evaluation reports were used as a major resource for the writing of the current report and the team leader also received input from donors, ILO regional and international staff and members of RWOGAT (the Regional Working Group Against Trafficking). The evaluation took place during March/April 2008 and the initial findings were presented to diverse project stakeholders at a workshop in Dakar at the end of April 2008.

In 1999 at the start of the project, child trafficking was largely invisible in West and Central Africa. Occasional events hit media headlines but many governments were wary of accepting its existence in their countries and only one country covered by the project had any specific legal interdiction. The phenomenon was under researched and little understood, occurring in a context where children leave home to find work, sometimes almost as a rite of passage, and where parents have traditionally placed children with extended family members to learn new skills as part of a process of education and socialisation. Combine this with the fact that Sub Saharan Africa is among the economically poorest

[2] USDOL funded two phases of LUTRENA: (1) Phase I from 1999-2000 (research) and (2) Phase II from 2001-2008. However the project documentation, including this evaluation, refers to three phases: (i) the research phase (1999 - 2000), (ii) the phase covered by the initial project document (2001-2004) and (iii) the phase covered by the amendment to the project document (2004-2007).

areas in the world, with the lowest rates of adult literacy and school enrolment and it can be seen that the movement of children between and within countries has a multitude of interrelated causes.

The ILO's Convention 182 describes child trafficking as among the Worst Forms of Child Labour, and hence it falls within the remit of IPEC. LUTRENA adopts the definition of trafficking in the Palermo Protocol which essentially says that trafficking takes place if a child moves from one location to another at the instigation of a third party having the intention to exploit, whether the child consents or not.

LUTRENA organised its activities around six strategic axes, which enabled the achievement of the following results:

1. Improving the legal environment at national level

The project facilitated the introduction of laws against child trafficking in 8 countries: Benin, Burkina Faso, Cameroon, Gabon, Ghana, Nigeria, Senegal and Togo.

2. Strengthening capacity of governmental and non-governmental organizations

LUTRENA has helped governments to develop their capacity to fulfil the responsibilities inherent in the conventions, and agreements that they have signed. Some have set up National Units or Focal Points to coordinate child labour/trafficking/protection attached to the relevant ministries. Many countries have created officially recognised national committees to bring together government and civil society members to inform and advise on child labour/trafficking policy and practice and the project works with most of the governments in the countries it covers to create, implement and monitor National Action Plans.

LUTRENA has also helped to build the capacity of the NGOs and government departments that implement its Action Programmes (APs), through introducing them to the ILO's rigorous reporting and accounting procedures and providing training, logistical assistance and computer equipment. Implementing agency personnel have also benefitted from and contributed to the sharing of experiences at national and international seminars.

LUTRENA has also built capacity through training vigilance committees set up at various administrative levels and working with transport unions and media professionals to help them develop and implement strategies to combat child trafficking.

3. Action programmes for the prevention and rehabilitation of child victims of trafficking

Since the project began action programmes targeting direct beneficiaries in 2001, LUTRENA reports having withdrawn and assisted 13,562 children from trafficking and helped a further 37,019 children at risk. In the 6 countries visited during the evaluation 53 different APs have been implemented at an estimated cost of US$3,820,601. These children were assisted through both educational and non-educational services, such as income generating activities.

4. Improving knowledge about child trafficking

18 thematic research reports have been produced and many child trafficking routes in and between project countries have been researched and mapped. The project has gone to some lengths to identify and document good practices. In an environment dominated by oral communication, diverse awareness raising activities have conveyed the message of the realities of child trafficking to many communities who were unaware of the risks their children were exposed to.

5. Strengthening networks of child labour advocates (including programme implementers)

National and regional training workshops and meetings have helped to develop and strengthen networks of child labour advocates and the LUTRENA project team is particularly strong and committed to the project objectives. New networks of transport unions, customs and law enforcement agencies have been initiated at national and regional levels but will need ongoing support to become

established or extended. The ILO Office for the Sahel is a member of RWOGAT which is made up of eight influential international organisations[3] working to protect children in West Africa and beyond.

6. ***Developing a functioning model for bi and multilateral coordination to prevent trafficking of children in the selected countries***

The project supported the development, signing and monitoring arrangements for five bilateral agreements, one multilateral cooperation agreement for West Africa with 10 member countries and one interregional ECOWAS/ECCAS cooperation agreement on human trafficking, especially women and children.

Key findings emerging from the evaluation

The evaluation considered and analysed different aspects of project design, implementation, management and monitoring, and the partnerships and collaboration that enabled LUTRENA to achieve its results. The principal strengths and some areas that could be improved are highlighted below:

Strengths

- The project team did a remarkable job in helping governments to make child trafficking illegal across West and Central Africa and to protect child trafficking victims through bi- and multi-lateral accords. Some of the national laws may not be perfect and there is much that remains to be done in terms of measuring their impact and monitoring their application, but getting such a framework in place over such a large area in a relatively short time period is an important achievement.

- A significant number of child trafficking victims have benefitted from training and rehabilitation to help them reintegrate into their communities and other vulnerable children have also been similarly assisted. Many are making enough money to live and even in some cases to support other family members. They now have plans and hope for the future and this is another important project achievement.

- LUTRENA succeeded in actively involving transport unions and their members in the fight against child trafficking, thus enabling a group of people who had been part of the problem to become a very effective part of the solution.

- LUTRENA identified three crucial elements in combating child trafficking: the legal context, access to appropriate education/training and income generation. Project initiatives tackled the legal context at regional, national and local levels (policy and practice) but initiatives regarding education and income generation were limited to local interventions, with proportional effect.

- LUTRENA was responsible for extensive research and numerous studies and reports concerning many aspects of child trafficking in the countries of West and Central Africa as well as diverse awareness raising activities more adapted to a largely non literate environment. The project has certainly improved the knowledge base concerning this issue, both among relevant professionals, researchers and communities.

- Children themselves have been involved in "LUTRENA clubs" in many countries. These have served to raise local awareness among parents and peers and have often enabled children to develop their leadership potential and to be involved in helping and supporting each other. The

[3] RWOGAT: Regional Working Group Against Trafficking: Plan WARO, ILO, Save the Children Sweden, Terre des Hommes, IOM, Swiss International Social Services Foundation, AMYW, Enda Tiers Monde, UNICEF WARO and UNDOC

project has gone a long way in this direction and could go even further to exploit the full potential for children's active participation in identifying the limitations and potential of their daily lives and developing creative and resourceful strategies for change.

- Across the member organisations of RWOGAT there is a diversity of approaches to child protection, including work with victims and potential victims of child trafficking. This is a complex issue for which there is not, as yet, a perfect solution and member organisations are using their considerable experience working at regional, national and local levels. Collaboration between members of RWOGAT is most evident at regional level and less collegial in some countries.

- Despite its small complement of staff, the project management team succeeded in the complex planning and coordination required by LUTRENA's regional approach. While this approach was essential for the establishment of the legal framework, it did have some disadvantages as far as taking into account differences between countries was concerned.

Areas for improvement

- Action Programmes were generally too short (12 months or less) to initiate sustainable change. Communities or their representatives were not always involved in their conception and development and sometimes not even in identifying local beneficiaries. This resulted in limited community ownership, fragile income generation initiatives and uncertainty about the future for children supported in school through project funds. Many implementing agencies did the best job possible but were constrained by the period allocated for intervention and the length of time taken to approve AP proposals and the transfer of funds, which lead to extended periods of implementation with no corresponding increase in efficacy.

- Training for Logal Vigilance Committee (LVCs) and other community groups did not always respect principals of adult learning and involve participants in analysis and debate, based on their experience.

- There is considerable confusion between general child mobility and child trafficking and an associated risk that children looking for work are "intercepted" and sent home by LVCs, only to leave again because of the lack of appropriate education/training opportunities or other viable alternatives.

- Although LUTRENA did extensive research, much of the information is poorly organised and is not accessible in any systematic way, either via the web site or directly from project sources. While good practices have been documented it remains to be seen how they will be exploited and how IPEC will capitalise on the experience of LUTRENA.

- The project didn't succeed in effectively monitoring progress towards objectives. Overall there were too many indicators and many of them were not well formulated. There was a lack of indicators linked to the sustainability of project objectives and AP interventions at community level.

There are two particular groups of exploited and abused children who are exposed to trafficking that the project did not attempt to work with. These are the itinerant beggar boys who can be seen in towns and cities across the Sahel and child domestic workers. Very few initiatives have as yet tackled the former due to its sensitivity because of perceived links with traditional religious practice and the latter is notoriously difficult to address because of its hidden location in the domestic arena. These groups were not specifically targeted in the LUTRENA design and are mentioned here simply as a reminder that they need to be taken into account by future interventions.

"Advocacy against child labour should go hand in hand with stronger advocacy for inclusive developmental programmes which ameliorate the conditions of the children involved. Advocacy must be directed at economic development that raises family incomes and living standards, widespread, affordable or free quality and relevant education and the enforcement of anti child labour laws along with compulsory education laws. There must be a strong change in public attitudes towards children that puts at the helm, the importance of education."
Global Campaign for Education "World's Biggest Lesson" – 2008 Global Week of Action (21st-25th April)

Conclusions

LUTRENA has met its overall objectives and successfully integrated project components funded by three different donors. It has worked with governments and other national and local stakeholders to make child trafficking visible in West and Central Africa and to test a number of responses to it. The project has enabled the establishment of a new and pertinent legal infrastructure that continues to develop, in addition to alerting communities to the dangers posed by child traffickers and possibilities to combat it.

The LUTRENA team has overcome the challenges of managing such a large and complex project, largely through commitment, enthusiasm and determination. Some lessons concerning both design and operational issues have inevitably been learned along the way and many potential and actual good practices have been identified. Collaboration with government has been especially effective and the impact of direct action at community level is largely due to the hard work of a range of implementing agencies and the communities concerned.

LUTRENA has improved the lives of many child trafficking victims and has protected still more children at risk by the provision of local alternatives. However, until all children have access to appropriate education and training opportunities in their home communities, they will continue to leave home to look for work and thus be vulnerable to trafficking. The evaluators questioned whether the Palermo Protocol's definition of trafficking, (developed to address transnational organised crime), is sufficiently adapted to the various cultural contexts to be a useful operational definition for a West and Central African project. In basing its work with LVCs primarily on a law enforcement approach, the project may have missed some opportunities to facilitate the development of appropriate child protection strategies more adapted to local realities.

There is enormous potential in involving children in working against child labour and trafficking. This goes beyond their token presence on adult committees or encouragement to tell adults if their friends talk of leaving town. LUTRENA clubs have begun to tap into this potential and activities in this regard need to be shared and expanded so that children's participation has a higher priority. On a continent where more than half the population are children it is of critical importance to develop their leadership capacity, citizenship and problem solving skills and we need to explore how to do this and put it into practice.

While a uniform approach to child protection is neither possible nor desirable, in that it might prohibit creativity and innovation, greater consultation and collaboration between members of RWOGAT might help to broaden the debate. This would enable more synergistic and complementary initiatives across the region, as opposed to a tendency for everyone to row their own boat in whatever direction. LUTRENA has shown how effectively organisations can work together to support policy

achievements such as the multilateral agreement signed in Abidjan[4] and this needs to be extended to develop a more harmonised approach to working to protect children at national and community levels.

This evaluation examines aspects of LUTRENA's work in selected countries and offers a view on what has worked well and what might be improved. However the most important question is what direction to take in the future, now that the current phase of the project is at an end. After such an intensive period of project implementation it is time to review the situation in collaboration with stakeholders at local, national and regional levels. More research into patterns and practices of child mobility needs to be carried out to (i) avoid confusion between trafficking and other types of child mobility; (ii) ensure that project initiatives take into account country specific differences and (iii) ensure that activities designed to protect children from trafficking do not have any unintended adverse effects. Representatives from key stakeholder groups need to be involved in such research, (e.g. RWOGAT, AMWCY and government) so that the results take into account existing experience and expertise and influence practice across a wide constituency. This would help to shape a common regional approach based on the well being of children and the realities of their experience.

Key Recommendations

- It is important to tackle both policy and practice concerning not only the legal context but also appropriate education/training and income generation. LUTRENA's advocacy expertise should be adapted to lobby for inclusive education initiatives and the strengthening of non formal education policies (and the allocation of the resources to apply them) across the region, as an essential strategy for fighting child labour and trafficking. There is a growing movement of African organisations and networks advocating for more and better non formal education and the anti-child labour lobby should add its voice to theirs.

- Micro finance policies that make small loans available to poor people and other policies to facilitate income generation in rural communities need to be pursued in a similar fashion.

- Governments, supported by ILO/ IPEC, need to ensure that the application of laws against child trafficking is monitored over the coming years to see how justice systems and law enforcement agencies are applying the legislation and the impact it is having on children and trafficking.

- All future IPEC project action programmes involving the active participation of children, their families or other community members should cover ***a minimum of 2 years.*** Project objectives need to include sustainability in addition to numbers of children to be withdrawn/ prevented and implementing agencies should be required to identify, implement and evaluate strategies for sustainability, in collaboration with the communities concerned. Communities also need to be involved in the design of APs and decision making that affects them.

- In the light of the preceding recommendation donors should consider the very real impact of short term funding commitments on the effectiveness of the initiatives they support. If commitments to fund child trafficking/ labour projects were made for a minimum of four years, donors would probably double the effectiveness of their input.

- To be effective, training workshops need to respect adult education techniques and to involve participants in analysis and debate, based on their experience. An objective of LVC training should be to explore local concepts and beliefs and facilitate the development of child protection strategies adapted to local realities. The sharing of ideas and definitions developed by others is a legitimate part of such a process.

[4] Multi lateral Cooperation Agreement to Combat Child Trafficking in West Africa 27th July 2005

- It would be desirable to decentralise and simplify IPEC decision making and administrative procedures, particularly where APs are concerned. However, as a minimum, adequate time and resources should be allocated for staff and partner training on financial reporting and if the procedures to agree an AP proposal are likely to take several months then the proposed start date should take this into account.

- It would be useful if the bank of information that has been created in French and English could be organised and made accessible on the LUTRENA website so that it can be more widely exploited.

- Future child labour/trafficking initiatives in West and Central Africa should explore approaches to helping itinerant beggar boys and child domestic workers, as appropriate. There may be something to be learnt from LUTRENA's work with transporters, where a group of people who were playing a role in trafficking became committed to fighting it. If those who are responsible for the wellbeing of child beggars and domestic workers can be sensitised to the damage they are doing, this may present a strategy for change.

INTRODUCTION

The evaluation report begins with a description of the context in which the project was carried out and goes on to describe the project itself. The evaluation objectives and methodology then precede the Findings and Conclusions, which are given under 5 headings:

A. Project design and planning
B. Management and administration
C. Partnerships and other forms of collaboration
D. Monitoring
E. Project implementation and achievements

The report then goes on to examine the project's Relevance, Effectiveness and Efficiency and its degree of Replicability and Sustainability, before looking at Good Practices and Lessons learned.

The final sections concern the recommendations made as a result of the evaluation findings and some overall conclusions.

PROJECT BACKGROUND AND DESCRIPTION

Project Background

Sub-Saharan context

Sub-Saharan Africa has the lowest levels of adult literacy in the world, many children cannot access or complete primary education and "*the proportion of children engaged in economic activities is currently the highest of any region at around 26%…About one-sixth of the people are chronically poor, and this poverty has been worsening – the number of poor people is expected to rise from 315 million in 1999 to 404 million by 2015."* [5]

Before the arrival of LUTRENA child trafficking tended to be seen as a phenomenon that happened somewhere else and ministers were wary of recognising its existence for fear of damaging the reputation of their countries. Mali was the only country in West and Central Africa with any legal interdiction (Penal code: Law no.01-079 of 20th August 2001) and the overall visibility and knowledge of all aspects of trafficking was limited.

Migration and the placement of children with a family member have long been among families' traditional education, socialisation and survival strategies in many countries across the region. While such customary practices can expose children to the risk of trafficking, the report summarising LUTRENA's preliminary research[6] establishes the need to distinguish between children working in this context and children who are victims of trafficking for exploitative purposes.

International legal context

Since 1992 IPEC, working with governments, employers' organisations, unions and other NGOs has been working to realise its objective and to offer viable alternatives to working children and their families. In 1999 the ILO adopted Convention No. 182 to eliminate the Worst Forms of Child Labour across the world, which classifies trafficking among "*forms of slavery or practices similar to slavery"* and hence a Worst Form of Child Labour to be eliminated as a matter of urgency, irrespective of a country's level of development. It does not however, define the term.

[5] *The ILO's 2006 report "The end of child labour within reach" page 62*

[6] *Combattre le trafic des enfants a des fins d'exploitation de leur travail en Afrique de l'Ouest et du Centre Rapport de synthèse basé sur les études du Bénin, du Burkina Faso, du Cameroun, de la Côte d'Ivoire, du Gabon, du Ghana, du Mali, du Nigéria et du Togo ILO/IPEC 2000*

In 2000 the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, known as the Palermo Protocol, was introduced to supplement the UN Convention against Trans-national Organized Crime. It defines trafficking[7] as:

> "*…the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.*"[8]

In the case of children (i.e. under 18 years of age) the Protocol further specifies, "*the recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth in the definition*". The question of consent is therefore irrelevant. Persons under 18 years who agree to relocate for work or who take the initiative to respond to offers through advertisements or agencies, even where there is no use of illicit means such as force or deception, are to be considered victims of trafficking if they have been transported into exploitation[9].

Project Description

Combating the Trafficking of Children for Labour Exploitation in West and Central Africa (LUTRENA) is a multi-donor funded project covering 12 countries in West and Central Africa. It started in 1999 and the current phase draws to a close at the end of April 2008.

Summary of donor coverage of countries over the course of the programme:

Year	Donor	Core Countries	Non core countries
Phase I 1999-2000	**USDOL** ? …	Benin, Burkina Faso, Cameroun, Côte d'Ivoire, Gabon, Ghana, Mali, Nigeria, Togo	
Phase II 2001/4	**USDOL** $4,279,155	Benin, Burkina Faso, Cameroun, Côte d'Ivoire, Gabon, Ghana, Mali, Nigeria, Togo	
Phase III 2004/7	$5,000,000	Benin, Burkina Faso, Cameroun, Côte d'Ivoire, Gabon, Ghana, Mali, Togo	Nigeria, Guinea, Niger, Senegal
Total	**$9,279,155**		
	DANIDA		
2004/5	$3,248,049	Benin, Burkina Faso, Ghana	
2006/7	$1,515,411	Benin, Burkina Faso, Ghana	
2007/8	$1,563,604	Côte d'Ivoire, Mali, Togo	Guinea
Total	**$6,327,064**		
	USDOS		
2004/5	$ 149,104	Burkina Faso	
2004/6	$ 300,000	Cameroun	
2006/7	$ 250, 000	Côte d'Ivoire	
Total	**$ 699,104**		
TOTAL	**$ 16,305,323**		

[7] Translated into French by *"la traite"* to avoid any confusion with smuggling of migrants, or illegal migration as *"le traffic"* implies.

[8] *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children, 2000 (www.uncjin.org/Documents/conventions).*

[9] *LUTRENA USDOL prodoc 2004 page 10*

LUTRENA was born out of a need to respond to child trafficking and its international and sub regional character, in areas where what was effectively trafficking wasn't perceived as illegal or particularly harmful. In effect children from a country such as Mali could find themselves across the border in Cote d'Ivoire or as far away as Gabon or Nigeria.

Phase I 1999-2000
Phase I consisted primarily of preliminary research into child trafficking in 9 countries (Benin, Burkina Faso, Cameroun, Ivory Coast, Gabon, Ghana, Mali, Nigeria and Togo) the dissemination of this research, and discussion on its implications for the region. For the purposes of this research trafficking was characterised by the following criteria:

- The realisation of a transaction
- The intervention of an intermediary
- The intention to exploit

In 2000 ILO/IPEC facilitated a workshop in Cotonou where government and civil society stakeholders from each of the countries concerned discussed the findings of the research and developed national action plans to fight child trafficking. This provided the framework for the second phase of the project which included local, national and sub regional initiatives to assist children under the age of 18 who were at risk from or victims of trafficking.

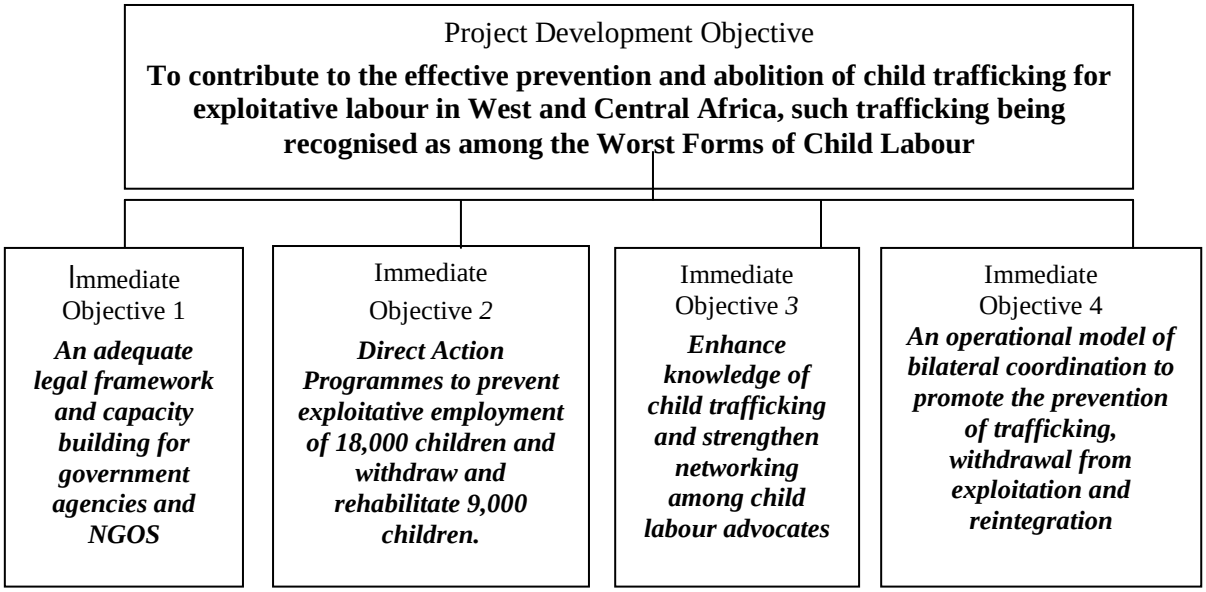
Phase II 2001-2004
The second USDOL funded phase of the project, which became known as LUTRENA, was launched in 2001 covering 36 months. It consisted of a programme of activities in each of the nine countries, in conjunction with regional initiatives, which combined to meet the project's overall development objective, which is ***to contribute to the effective prevention and abolition of trafficking in children for exploitative employment in West and Central Africa***, considered one of the Worst Forms of Child Labour.

The project document defines LUTRENA's six strategic axes:

1. Improving the legal environment at the national level;
2. Strengthening capacity of governmental and non-governmental organizations;
3. Action programmes for the prevention and rehabilitation of child victims of trafficking;
4. Improving knowledge about child trafficking;
5. Strengthening networks of child labour advocates (including programme implementers); and
6. Developing a functioning model for bi and multilateral coordination to prevent trafficking of children in the selected countries.

Objectives were identified around each of four components as expressed by the logical framework developed to guide the project from 2001-2004:

1. Institutional development and capacity building;
2. Direct action;
3. Research, documentation and monitoring and
4. Sub-regional cooperation and joint action.



The regional office was originally situated in Abidjan but was re-established in Dakar early in 2003 due to the political instability in Cote d'Ivoire. The project was staffed by a Chief Technical Advisor (CTA), assisted by a Programme Officer and 9 National Coordinators supported by a small number of administrative staff. Implementing Agencies were recruited and trained in each country to enable them to carry out Action Programmes to contribute to achieving the project's objectives.

2003 Midterm evaluation

In 2003 the first of two mid term evaluations found that the project was pursuing appropriate and effective strategies that were reaching the intended beneficiaries. Activities included:

- Action to improve the legal framework
- Action to raise awareness and prevent trafficking
- Action to identify, withdraw and reintegrate child victims of trafficking

Differences in the allocation of funds to the various countries were noted – Nigeria, with its large population having received less than either Togo or Benin. At this stage one AP was complete, 15 were underway and 18 were in the process of being approved. Attention was drawn to the long administrative procedure necessary to approve an AP and also to inadequate resources at both regional and national levels to support the desired level of project supervision and monitoring.

The evaluators concluded that LUTRENA had mobilized a wide array of government, civil society and international stakeholders and also additional funding from UN organizations and other donors. The report describes LUTRENA as a "federator project" which facilitated discussion and synergy between actors in different countries and combined advocacy, capacity building and improvement of the legal environment in the context of poverty reduction. The project was seen to have developed original approaches to raising awareness and to be supporting a process of harmonization of the legal framework across the sub regions of West and Central Africa.

In spite of a number of good practices the socio-economic component of reintegrating child victims and children at risk and support for their families and communities was described as weak. Enlarging this area of action was underlined as essential for the sustainability of project achievements concerning these groups.

The principal recommendations of this evaluation were:

1. To continue the project along the same lines but to review the numbers of withdrawn/ prevented children to targets more adapted to current realities;
2. To concentrate on pilot activities in three groups of neighbouring countries (a. Mali, Burkina Faso, Côte d'Ivoire ; b. Ghana, Togo, Benin, Nigeria ; c. Cameroun, Gabon) in line with the sub regional orientation of the project and the limited resources available, which made it difficult to tackle the issues effectively in each country individually;
3. To do more to understand internal trafficking in the countries of the sub regions to enable more effective intervention along the circuit, from areas of origin, to destination and return;
4. To work in collaboration with specialist organisations to improve the economic situation of families and communities of children at risk, due to the enormous need and specific know-how required for this work;
5. The introduction of a consolidation phase that would consider not only LUTRENA initiatives but also other IPEC activities running alongside LUTRENA in countries across the sub region.

Phase III 2004-2007 (also known as the amendment phase)

Towards the end of the second phase of the project an amendment to the original project document was developed and agreed with USDOL and a proposal was also accepted by DANIDA. This markedly increased LUTRENA's resources and enabled an expansion in project activities. A second Programme officer was appointed and Guinea, Niger and Senegal were added as non core countries.[10] Nigeria's status was changed from core to non core for two reasons: the fact that LUTRENA initiatives had not been as successful as anticipated combined with the existence of the National Agency for the Prohibition of Trafficking in Persons (NAPTIP). Non core countries benefitted from involvement in regional initiatives but LUTRENA did not set up a national office or allocate funds at a national level.

An important introduction to this phase was the regional workshop organised to create a Strategic Programme Impact Framework (SPIF) which brought together project staff from different countries to identify and analyse

1. The problems that lead to child trafficking for exploitative labour;
2. The objectives to achieve the elimination and prevention of child trafficking, particularly for exploitative labour;
3. Actions that LUTRENA needed to undertake in order to achieve these objectives; and
4. The roles and responsibilities of the various partner organisations and other stakeholders working to eliminate child labour.

The SPIF process resulted in a coherent integrated framework of action to guide the future of the project, which focussed on progressively eliminating the demand for child labour, the withdrawal and reintegration of victims of child trafficking and tackling the supply side through preventative activities. This framework became the basis of interventions for all donor components:

[10] In Non-Core Countries, no direct action is foreseen and therefore no specific target will be set. Networking and bi-lateral coordination mechanisms and sub-regional meetings on child trafficking will include the Non-Core Countries." Page 33 amendment phase Prodoc.

	Development Objective To contribute to a reduction in the incidence of trafficking in boys and girls for labour and sexual exploitation in the countries covered by the programme.		
	Intermediate Objective **1** ***Addressing the Demand for Boys and Girls***	Intermediate Objective **2** ***Addressing the State of Exploitation***	Intermediate Objective **3** ***Addressing the Supply of Boys and Girls***
USDOL	Ensure that key stakeholders at the national, regional and local level address the demand side of the trafficking problem. Strengthen the capacity of government and NGOs to address child trafficking and render the legal environment more favourable to implementing effective action	At the end of the project 860 boys and girls have been withdrawn and provided with a range of services leading to their sustainable reintegration	At the end of the project, 3440 boys and girls and 3440 adult family-members in trafficking-prone high risk areas are being provided with viable educational and socio-economic alternatives to reduce their vulnerability to child trafficking
DANIDA		Withdraw 600 trafficked boys and girls from exploitation and provide a range of services leading to their sustainable reintegration.	Provide 2500 boys and girls and 2500 adult family-members in trafficking-prone high risk areas with viable educational and socio-economic alternatives to reduce their vulnerability to child trafficking.

It was during this phase that USDOS funded several specific action programmes in Burkina Faso, Cameroun and Cote d'Ivoire through USDOS's Global Trafficking in Persons (G/TIP) initiative channelled via the relevant US embassies, with objectives related to each AP.

Principal intervention strategies and achievements

Technical and strategic work undertaken by LUTRENA has involved a range of activities undertaken in coordination with ILO Regional and Area Offices, national stakeholders and social partners, and other UN agencies. These have included:

- Supporting the setting up and training of local vigilance committees to raise awareness of and prevent child trafficking in their areas;
- The production and dissemination of awareness raising materials;
- Identifying, withdrawing and reintegrating child victims of trafficking;
- Identifying children at risk of exposure to trafficking and supporting their enrolment in school;
- Supporting the parents of vulnerable children to set up income generating activities;
- Working with national stakeholders to introduce anti trafficking legislation;
- Facilitating the signing and monitoring of bi and multilateral agreements concerning trafficking;
- Organising regional, national and local training workshops for appropriate stakeholders; and
- Developing training materials and training trainers to train local vigilance committees.

Among its achievements LUTRENA counts

- 13,562 victims of trafficking (including over 6,000 girls) withdrawn and reintegrated through education, training and /or income generating activities;
- 33,917 children (including over 15,500 girls) prevented from trafficking;
- More than 1,856 parents assisted to start income generating activities;
- The production of 18 thematic research reports;
- The organisation of nearly 150 training seminars or workshops and
- The mapping of national and regional chid trafficking routes in 9 countries and across the sub regions.

LUTRENA has contributed to the adoption of legal instruments on child and or human trafficking including:

- 8 national laws: (Benin (2006) Burkina Faso (2003), Cameroon (2005), Gabon (2004), Ghana (2005), Nigeria (2003, updated in 2005), Senegal (2005) and Togo (2005) and a law submitted to parliament for adoption in Cote d'Ivoire.
- 5 Bilateral agreements:
    - Mali – Cote d'Ivoire (2000)
    - Mali – Senegal (2002)
    - Mali – Burkina Faso (2004)
    - Mali – Guinea (2005)
    - Benin – Nigeria (2005)
- 1 Multilateral cooperation agreement between 10 West African countries: Benin, Burkina Faso, Côte d'Ivoire, Gambia, Ghana, Guinea, Liberia, Mali, Niger and Togo (2006); and
- 1 Interregional ECOWAS/ECCAS[11] cooperation agreement on human trafficking, especially women and children in 2006, and the development of an interregional Plan of Action.

LUTRENA has also supported governments to develop their capacity to fulfill the responsibilities inherent in the conventions, and agreements that they have signed. A variety of government mechanisms have been created to fight child labour and trafficking and support child protection including:

- **Mali's** National Unit to Combat Child Labour (Cellule Nationale de Lutte Contre le Travail des Enfants) which is part of the Ministry of Labour (2007).
- **Togo's** Unit for the Elimination of Child Labour (Cellule pour l'Elimination du Travail des Enfants) (2004) and the National Commission against Child Trafficking (2002) and its 5 regional offices
- **Benin's** National Unit to Monitor and Coordinate Child Protection, part of the Ministry for Women and Children (Cellule Nationale de Suivi et de Coordination pour la Protection de l'Enfant) (2006)
- **Burkina's** designated Focal Point for Child Trafficking is an officer of the General Office for the Protection of Children and Adolescents (DGPEA).
- **Nigeria's** National Agency for the Prevention of Trafficking in Person (NAPTIP)

The project has sought to capitalise on its experience and identify good practices and lessons learned. Since 2006 the LUTRENA website (www.LUTRENA-ipec.com which is no longer active) has provided information about the programme and child trafficking in West and Central Africa.

Further evaluations

An evaluation of phase III took place in 2006. This was the interim evaluation for the USDOL component and the final evaluation for DANIDA and USDOS components which were coming to a close in June 2006. As all three components of the project were designed within the same framework, it was evaluated as a whole, with no specific donor-linked references to project components. This evaluation has been the source of some concern as it was felt that it did not do justice to project achievements and failed to justify a number of its findings.

At the end of 2007 a desk review of documents, supplemented by a series of interviews and phone calls, evaluated the USDOL component of the project and in 2008 this current final evaluation,

[11] ECOWAS: Economic Community of West African States / ECCAS: Economic Community of Central African States

conceived as a "global" evaluation of the whole Lutrena framework, included field visits in six countries and is described in detail below.

II. EVALUATION OBJECTIVES AND METHODOLOGY

The evaluation covers all DANIDA, USDOL and USDOS components and action programmes in Benin, Burkina-Faso, Ghana, Cote d'Ivoire, Mali, and Togo from the start of phase II in 2001 through to April 2008. Activities in Cameroon, Gabon, Niger, Nigeria, and Senegal have been essentially closed-out, and Guinea was a non-core country for USDOL and only recently added to the DANIDA component. These latter six countries are not specifically covered by the evaluation but the report makes reference to them where their activities and results are important for understanding the overall project. The evaluation looks at the individual donor components as a whole and addresses issues of project design, implementation, lessons learned, sustainability and replicability and makes recommendations for future interventions. The evaluation was conceived as a "global" evaluation of the whole Lutrena framework.

Evaluation Objectives

The evaluation aims to document and analyse the extent to which the project has achieved its stated objectives and contributed to the development of a strategic framework for the elimination of child trafficking in the region through facilitating the shaping of a regional approach. While considering the project as a whole, the evaluation also assesses the linkages and synergies between individual components. It aims to assess how appropriately and effectively the needs of children, their families and communities are being met and make recommendations concerning good practices and lessons learned.

The intended audiences for this evaluation are project implementers, including IPEC management, ILO technical advisors in the field, and partner organisations, donor agencies and other key national and international stakeholders. The results will be used to document lessons learned and good practices for application in future IPEC projects and to inform the strategic planning for any subsequent project phases.

Evaluation Methodology

This is an independent, external evaluation managed by IPEC's DED following ILO evaluation framework and strategy. The terms of reference were developed through a consultative process involving key project stakeholders.

The process

The evaluation team consisted of a team leader working with a regional evaluator and five national consultants. A telephone briefing with DED clarified and confirmed key evaluation objectives and ensured a common understanding of the TOR. The team leader and the regional evaluator worked together in Benin to develop and test instruments and tools to facilitate and encourage a participatory approach that aimed to support an ongoing learning process throughout the evaluation.

In depth interviews with the Acting CTA, national project staff and discussions with children, parents and community leaders participating in ongoing and closed out action programmes served both to evaluate LUTRENA in Benin and refine the tools that were then used in the remaining site visit countries. Remaining site visit countries were divided between the team leader (Mali and Burkina Faso) and the regional consultant (Cote d'Ivoire, Ghana and Togo). In each country field visits and briefings with project staff and key stakeholders were carried out in collaboration with the national consultant for the country concerned, who then documented the findings for use in writing the final evaluation report. The regional evaluator had more limited input in Cote d'Ivoire since the country's security status prevented him from travelling to project sites with the national evaluator.

The evaluation team reviewed relevant documentation which included:

- Project Documents that formed the basis of agreements with donors
- Technical Progress Reports,
- Previous evaluation reports,
- Research publications funded by the programme
- Proposals and reports for Action Programmes
- Reports on workshops, seminars and annual staff meetings
- Training manuals
- Multi- and bi-lateral accords and national laws
- Recent reports, studies and research concerning child trafficking in the region
- Outputs of the programme and its action programmes,
- SPIF documentation

The lead evaluator received input from donor representatives, Geneva and Dakar based ILO staff and previous LUTRENA CTAs. After conducting site visits in three countries she also spent two days in Dakar meeting representatives of organisations that make up RWOGAT, followed by a later visit to Dakar for the stakeholder workshop.

The approach

Guidelines were developed to assist national consultants, who were also provided with the format for their report and interview guides to be adapted for use with project staff and other stakeholders in each country.

Particular importance was placed on talking to child victims of trafficking and at risk children who have been part of LUTRENA initiatives and to their parents and other members of their communities. Apart from the fact that this group was the least well covered by the final evaluation of the USDOL component, this is also the most important group in terms of discovering project impact on beliefs, behaviour and life style and the potential sustainability of any changes. Evaluators made efforts to ensure that children could talk freely in the language they were at home with, either individually or in small groups without an audience of onlookers or authority figures. Translation was provided from a range of resources, depending on availability. During the course of the evaluation the evaluators talked to over:

- 150 boys and 135 girls
- 48 fathers and 68 mothers
- 61 teachers
- 130 members of Local Vigilance Committees

When APs were closed out or implementing partners were unavailable LUTRENA project staff accompanied the evaluators on field visits. On other occasions implementing agencies introduced evaluators to the partners concerned and either took part in the discussions or then left the group. These varied arrangements enabled evaluators to facilitate a range of exchanges and to observe interactions and the dynamic between different project stakeholders.

Evaluators made every effort to talk to government representatives of the ministries concerned at national and local levels (including the police, education and social services) and to UNICEF and other appropriate UN agencies and international NGOs, to assess the degree to which LUTRENA initiatives are integrated into national policies and practice and share a common approach to trafficking issues with other agencies.

Interviews with implementing agencies focussed on the management and implementation of APs, links with other organisations working on related issues in the same communities, the degree of local ownership of project initiatives and their potential for sustainability. Transport unions played a

significant role in the project in some countries and their representatives were also sought out by the evaluators.

III. FINDINGS AND CONCLUSIONS

A. Project design and planning

Findings

1. Existing capacity /efforts to address child labour/trafficking

The project was designed on the basis of two years (1999-2000) of research in 9 countries and thus took into account existing capacity and efforts to address child labour and trafficking. The original project document identified three levels of existing capacity to respond to the issues: (i) Benin, Togo and Mali which had already acknowledged the problem and had some experience in combating it at governmental and non-governmental levels; (ii) Nigeria, Ghana, Burkina Faso and Cameroon, which had recognized the problem but lacked expertise; and (iii) Côte d'Ivoire and Gabon that had only recently become involved and where sensitisation of governmental institutions was a preliminary requirement.

2. National stakeholder involvement

After the research phase, stakeholders from each country participated in a workshop organised by ILO-IPEC to discuss child trafficking in the countries concerned and a proposed framework for action. This helped to ensure the validity and practicality of institutional arrangements and that the roles, capacity and commitment of stakeholders in each country were taken into account in project design. Interventions were based on encouraging, supporting and facilitating governments and civil society organizations to develop and implement national plans of action and to play their part in the creation and operation of international agreements, thus building on and strengthening existing capacity and increasing knowledge and awareness concerning child trafficking.

3. The extent to which existing knowledge was incorporated into project design

Project documents highlighted 4 important lessons learned by IPEC: (a) the need for capacity building if sustainability of interventions is to be achieved; (b) the importance of expanding and strengthening networks of partners, and of creating a worldwide movement against child labour, (c) the value of comprehensive and integrated direct APs to withdraw children from exploitative work and provide them with alternatives; and (d) preventing child labour through addressing the root causes related to poverty, ignorance, inadequate systems of education and law enforcement, lack of developmental opportunities for children and of remunerative employment for adults. Aspects of all of these lessons were integrated into project design, but the time and resources needed were often under estimated.

4. Policy and practice

LUTRENA identified three crucial elements in combating child trafficking: the legal context, access to appropriate education/training and income generation. Project initiatives tackled the legal context at regional, national and local levels (policy and practice) but initiatives regarding education and income generation were limited to local interventions, with proportional effect.

5. Project objectives

Most of the project's overall objectives can be described as realistic in that:

- A legal framework to fight child trafficking now exists that did not exist at the start of the project.
- Target numbers for children withdrawn from trafficking and provided with services to support their reintegration have largely been achieved and often surpassed;
- Target numbers for children prevented from trafficking through provision of educational or socio-economic alternatives have been surpassed. While targets for adult family members provided with socio-economic opportunities have probably been met the evaluator was not able to access any reliable overall figures for this.

The following table shows target and reported numbers of children / family members assisted:

	USDOL	**DANIDA**	**USDOS**
Children withdrawn Targets	Phase II: 9,000 Phase III: 860 (of the 9,000)	Phase III: 600	Burkina Faso: 70 Cameroun: 0[12] +15 Cote d'Ivoire 30
Achieved	**Phase II+III: 9,584** (4,317 girls and 5,267 boys**)**	**Phase III: 3,840**	**Burkina Faso: 70** **Cameroun: 47** **Cote d'Ivoire: 30**
Children prevented Targets	Phase II: 18,000 Phase III: 3,440	Phase III: 2,500	Cameroun: 85
Achieved	**Phase II+III:26,576** (11,791 girls and 14,785 boys)	**Phase III: 7,256**	**Cameroun: 187** **Cote d'Ivoire: 300**
Adults assisted Targets	Phase III: 3,440 adult family-members	Phase III: 2,500 adult family-members	n/a
Achieved	**Phase III: 1,092 +[13]**	**Phase III: 764 [14]**	n/a

Of the 36,160 children withdrawn or prevented using USDOL funding 11,453 benefitted from educational services including training opportunities and 24,707 benefitted from other non education related services such as face-to-face counseling, income generation and/or skills training for parents of children at risk, and other types of interventions that allow the child to be withdrawn or prevented.

However there is no overall indication of how sustainable project assistance to children and their families has proved to be since there are no viable indicators to measure this and anecdotal evidence is mixed. Since sustainability is clearly important and is also part of the objectives of both DANIDA and USDOL components, it would have been useful to establish associated activities and indicators as a basic requirement of relevant APs. Such indicators (and related activities) might, for example, have included:

- the number of children/ parents receiving training in micro-enterprise management;
- the number of functional income generating initiatives, with identified criteria to define and score functionality (appropriate training, viability study, necessary materials, adequate premises etc)

[12] No target mentioned in 2004 prodoc

[13] In the final USDOL TPR (March 2008) Table IIIA reporting on Intermediate objective 3 mentions 1,092 adults having completed skills training, with narrative explaining that this doesn't reflect the true number of adult family members who received skills training and help with income generation. Table IIIB.2 in the same document doesn't provide a breakdown of services provided to adults.

[14] The March 2008 TPR to DANIDA doesn't consistently report on this aspect of Intermediate objective 3 in Table IIIA, but mentions 764 adults having received vocational skills training or help with income generation in Table IIIB.2.

- the number of assisted children/parents reporting a)feeding themselves b)feeding themselves and another person through income generated, measured at increasing intervals.

The existence of such a requirement would have encouraged implementing agencies to put more emphasis on establishing a viable process to promote sustainability in addition to reaching their numerical targets.

It also remains to be seen how adequate the legal framework will prove to be. Not all project personnel are altogether happy with some of the national legislation, feeling that quality of content has on occasion been sacrificed in order to get measures put swiftly into place. Some think that the penalties for trafficking are so harsh that the judiciary may be reluctant to apply them. So far there is only patchy monitoring by those concerned of how these laws are being implemented or the impact they are having.

6. Three components - one coherent framework

The Strategic Programme Impact Framework **(**SPIF) exercise conducted in 2004 successfully adapted the project's original logical framework to include USDOL and DANIDA components. Objectives were identified and prioritised by project staff at regional level and then validated by a cross section of national stakeholders when the exercise was repeated in each country. Activities were identified in relation to each objective and action programmes to achieve the said objectives were identified at regional level. Implementing agencies developed the details of their given APs with assistance from national coordinators. This meant that communities where APs were carried out had little, if any, input into their design, which limited the degree of ownership and adaptation to local realities that could have been created if communities had been involved earlier in the process. This in spite of the statement in the 2001 project document: ***"At the community level, the project will foster the participation of the target groups in determining appropriate responses to child trafficking. Whenever it is possible, a participatory approach will be used to plan and design activities."***[15]

7. Analysis of project services in relation to beneficiary need

The project enabled a number of children to access a range of educational and other services. There is a fundamental question to be asked regarding the sustainability of access to these services after the end of the project. APs are designed as demonstrations of possible approaches but it can be fairly devastating for the individual child concerned if an income generating activity or school enrolment only continue for a limited period and the extent to which ongoing support is available after the end of LUTRENA's APs is limited. The project document describe it as "*critically important that an implementing agency is capable of gradually handing over programme implementation to community structures, such as the local authorities or community surveillance teams that will be created and the network of social institutions. Therefore, building the capacity of these entities by ensuring their active participation in planning and implementation of the AP and thereby providing their staff/members with hands-on experience and on-the-job training is crucial in this regard"*[16] but AP budgets and time spans did not take these indeed crucial elements sufficiently into account.

8. Assumptions and external factors

The original project design assumed that it would prove possible to implement action programmes within the planned time span, which was usually about one year. In fact many APs were in progress over longer periods than planned but often with reduced operational duration because of the time taken for approval and transfer of funds. APs were usually designed with a short time frame because of the need for them to fit into the period for which donor funding was agreed. This highlights the fact that although LUTRENA covered 7 years, it was planned over a series of shorter periods thus losing some of the potential benefit of a long running project.

[15] Page 13 Prodoc original P 340 01 100 053 PD LUTRENA phase II.doc
[16] P58 RAF01P53USAFinalAmendmentDocument3September2004-ENGLutrenaAnnexA.doc

The project document for LUTRENA's amendment phase identified a number of assumptions in relation to the external factors required for the project to proceed as planned. For **Immediate Objective 1** these concerned (i) the ongoing commitment and willingness of governments to mainstream issues of trafficking of children into national policies and legislation and to implement the agreements that they had signed and (ii) the security situation in Côte d'Ivoire allowing implementation of activities as planned. All these assumptions proved viable, enabling the project to continue its support for establishing a legal framework to counter child trafficking across West and Central Africa.

In relation to **Immediate Objective 2** there was an assumption that organisations working in the field of rescue and withdrawal would retain their commitment to initiatives concerning trafficking of children and the hope that governments would gradually take over repatriation tasks themselves and not rely on international agencies with short term funding to take care of this indefinitely. As might be expected over such a wide geographical area there are variations and while there is no change in underlying commitment, as NGO projects have come to an end they have not always been renewed. However government reception centres are increasingly operational (for example in **Mali** and **Benin**) providing more sustainable services as foreseen. LUTRENA also assumed the willingness and flexibility of different professionals to participate in local referral coordination systems and the project aimed to establish dialogue and coherent standards between various services such as the police, social services, local vigilance committees and transport workers. This worked particularly well in **Burkina** and **Togo** and to a more limited extent in **Mali**, but it is still a work in progress to establish nation wide coverage and inter-professional cooperation across the region as a whole.

The assumption related to **Immediate Objective 3** was that organisations working in the field of prevention through education and vocational skills training would retain their commitment to initiatives concerning trafficking of children. This was described as "*likely to happen, as these interventions are closely linked to poverty reduction and community empowerment efforts, which aim at building sustainable structures and are receiving sustained funding*"[17]. While these organisations certainly retained their commitment, the extent to which they received sustained funding, the time frame for APs and other issues discussed elsewhere in this report, limited the degree to which they were in fact able to build sustainable structures.

The overall observation regarding assumptions and external factors is that those that were seen as most challenging were in fact those that proved to be most viable and it was the action programmes that were thought to be the most assured that were in fact where the project had the most difficulties.

9. The Palermo Protocol and the Sub Saharan context

Even though the Palermo Protocol presumes both trans-national action and the involvement of organized crime, it is used by LUTRENA and others as a common working definition of trafficking. The original project document draws attention to children migrating to look for work across West and Central Africa, and the juxtaposition of child trafficking and child mobility has lead to considerable confusion among project staff, implementing agencies, transport workers and LVCs. Participants at the stakeholders meeting, from both government and the ILO, explained how African governments were involved in developing the definition and that it was adapted for use in the sub regions concerned. The evaluators and some respondents during the evaluation wondered whether it was in fact sufficiently adapted to all of the various cultural contexts concerned to be a useful operational definition for a West and Central African project. This concern was prompted by its use in circumstances that presume trafficking without concrete evidence, particularly in situations concerning internal child mobility with no suggestion of the involvement of traffickers, organised or otherwise.

[17] Page 52 RAF01P53USAFinalAmendmentDocument3September2004-ENGLutrenaAnnexA.doc

10. The socio-economic situation – designing for shared learning, capacity building and policy interventions

One of the causes of exposure to child trafficking that is frequently cited is poverty. The project took this into account in including support for income generation in its design. However the design did not sufficiently consider the time, technical expertise and other resources necessary for effective and sustainable income generating initiatives to be established. It was left to individual implementing agencies to use whatever strategy they thought appropriate, with minimal technical support from the project. It would have been helpful if the project design could have built in some opportunities for exchange visits or workshops to share experience concerning different activities and approaches, thus promoting shared learning. In the future it is important to tackling income generation at the policy level as well as through direct interventions, as previously indicated. The recent 97th Session of the International Labour Conference discussed the promotion of rural employment for poverty reduction and adopted a number of conclusions that might be of use to future IPEC projects designing responses to tackle socio-economic situations that make children vulnerable.[18]

11. Guidance on gender issues

Gender was addressed in the original project document, and in the amendment but little guidance was given on how in practice the stated aims would be achieved. The evaluation found that consideration of gender was understood either as parity between male and female beneficiaries (Benin, Mali, Burkina) or priority for women and girls (Ghana). Some consideration was given to the relative number of male and female members of LVCs, which varied across countries.

12. Distinction between core and non-core countries

Most LUTRENA personnel who were asked considered that this distinction was inappropriate given that the child trafficking issue is no less important in non core countries, but there were few ideas concerning an alternative. One suggestion is to concentrate on cross border initiatives in non core countries, which can be managed from a neighbouring core country. This has the advantage of maximising monitoring of border zones and enables theoretical ideas from regional workshops to be put into practice in non core countries, even if only on a limited basis. The term itself is unfortunate in that it creates a sense of NON importance among NON core countries and one suggestion is to refer to these as "countries for policy work". Some people thought that the differentiation should be discontinued while others saw it as less easy to rule out, due to the need to bring the maximum number of countries on board, coupled with the reality of limited resources for direct action. The specific case of Nigeria, which changed its status from core to none core during the course of the project, was raised on several occasions during the evaluation. A representative from the ILO office in Abuja felt that this change had been ill advised because the project could have offered more practical technical assistance to the delivery of National Agency for the Prevention of Trafficking in People (NAPTIP) activities.

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13. The advantages and disadvantages of a regional project design

The regional design of the project enabled the establishment of a coherent legal framework to tackle child trafficking across 12 countries of West and Central Africa. It has enabled a committed team of staff to share information and experience across national boundaries and facilitated communication and shared learning between government ministries, police and border security personnel, transport unions and national and international NGOs, through international workshops, research and training. The relationships forged through project initiatives will contribute to ongoing implementation and monitoring of the different accords and without such a regional approach it is difficult to see how all this could have been achieved over the space of seven years.

[18] International Labour Conference, *Provisional Record* 97th Session, Geneva, 2008, Fourth item on the agenda: Promotion of rural employment for poverty reduction http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_094068.pdf

However, a regional project is a big ship to manage and some decisions are made a long way from the communities where their impact is felt. While an integrated log frame has assisted coherent project management it hasn't left much room for community participation and local input into project design, implementation and evaluation processes. The fairly standardised approach across the region may not have taken into account differences in child mobility and trafficking practices between countries when developing community level responses. Supervision of project interventions has also been challenging due to the distances involved and the small number of project personnel.

Design and Planning: Conclusions

LUTRENA was designed on the basis of research in project countries and input from national stakeholders, thus taking into account existing capacity and efforts to address child trafficking. While the project's numerical objectives have been met, there is no assurance that any sustainable change has taken place for the individuals concerned and action programmes were often too short for community groups and social networks to develop the necessary capacity and confidence to be sustainable. Different donor components were successfully integrated into project design through the SPIF process, which resulted in a logical framework that provided the basis for project planning but didn't enable the community level input described by project documents. While project documents spoke of the necessity for adequate community involvement, they didn't offer concrete strategies for how this might be put into practice. A large part of the problem seems to lie in the need to plan APs to fit in with the period for which donors are prepared to offer funding, rather than the period needed for effective and sustainable implementation. Most of the project's assumptions concerning external factors linked to commitment to establishing a legal environment to combat trafficking and services for victims and at risk children proved valid.

LUTRENA's success with regard to the establishment of a legal framework to tackle child trafficking demonstrates that project design was adapted to and in line with the political context in which it was initiated. It complemented the decentralisation process that is underway in many of the countries concerned and facilitated communication between governments to strengthen sub regional cooperation. Commendable attempts were also made to address the economic context that makes children vulnerable to trafficking. However greater analysis of the project's cultural contexts might have lead to more consideration of country specific situations and any risks inherent in blocking the movement of children without being able to offer them alternatives in their home communities. Working on both policy and practice regarding education and income generation in addition to the legal aspect would strengthen the potential for sustainability of direct action.

LUTRENA's regional approach is one of the keys to its success, although it is clearly challenging in terms of project management. Overall the concept of "non core" countries is not popular and should probably be used sparingly or perhaps creatively, so that even if the project concerned can only find resources for policy work, this might complement existing or new direct intervention funded by another organisation. If such countries are to be retained they certainly need to be renamed. Overall LUTRENA was an ambitious and well designed project, and if the aspects highlighted in this section are taken into account, the design of future projects of such size and complexity could be even better.

B. Management and administration

Findings

1. The amendment phase

The arrival of funding from DANIDA in addition to that of USDOL enabled many activities that had not previously been possible to take place, endowing the project with a new burst of energy and dynamism. The project strengthened its management capacity by the addition of a second Programme Officer, funded by DANIDA. The Chief Technical Advisor was then assisted by two administrators, one based in Gabon and the other in Benin, who split the project countries between them for management purposes. More significant funding enabled the project to purchase much needed vehicles

to support the work in the field and annual staff meetings enabled improved coordination and contact between countries.

2. National project management

In some countries LUTRENA was managed by the ILO's national personnel and in others by a designated project coordinator. Both of these approaches have certain advantages and disadvantages. The strength of operating through ILO country personnel is that in theory it offers opportunities to mainstream child trafficking into the Decent Work Country Programmes and the UN Development Assistance Framework and helps the ILO to speak with one voice. However, this assumes that ILO country staff consider child trafficking a priority and are knowledgeable about the subject, and, above all, that they have the necessary time to devote to a specific project. The advantage of having designated project coordinators is that they are specialised and offer consistency. Given the level of work LUTRENA demands in terms of supporting partners, advocacy for policy change and coordination with other agencies, combined with the fact that child trafficking is a complex and sensitive issue, it makes sense to have full time project coordinators. In practice it is extremely difficult to adequately attend to complicated issues such as the development of APs without such dedicated coordinators, but the job descriptions of such coordinators need to include good coordination with ILO country staff and other UN agencies if child trafficking is to be integrated into a coordinated UN country response.

The crucial role played by project coordinators in providing technical and administrative support, developing partnerships, monitoring of APs and offering general advice to all those involved in the project was highlighted by implementing agency personnel, who were quick to point out the level of support they receive and the availability of the national project team (which was made up of various combinations of the coordinator, assistant, accountant and driver). The following important aspects of their role were frequently alluded to:

- The presence of the National Coordinator at AP launch ceremonies: ILO support adds visibility and credibility, particularly in the eyes of administrative and political authorities;
- Support to implementing agencies for all stages of the AP cycle, including proposal development and technical and financial reporting;
- Facilitating contact between implementing agencies and other national expertise (communication, and networking);
- Permanent availability to respond to concerns, worries and difficulties encountered in AP implementation;
- Participation in meetings with partners and others at regional, national, and provincial levels; and
- Regular supervision and monitoring in the field with implementing agencies and project beneficiaries.

3. Project personnel

At the time of the evaluation regional project management was the sole responsibility of one interim Chief Technical Advisor and this at a particularly busy time when the project was closing out, the final evaluation was in progress and a new phase was under consideration. Government, NGO and ILO staff encountered during the evaluation unanimously confirmed that the limited number of project staff at both national and regional levels had a prejudicial effect on the desired evolution of project activities.

4. Administrative systems

Due to the need to ensure technical soundness and meet accountability standards, LUTRENA has several levels of management and administration, reaching from national offices, to the regional office in Dakar and frequently to ILO HQ in Geneva, all of which play their part in the approval and monitoring of APs and other activities.

AP implementing agencies include national and international NGOs and departments of relevant government ministries. The project team takes responsibility for capacity building and, on occasion, carries out Mini-Programmes (so called due to their much smaller budget than standard APs). The majority of APs weren't implemented within the planned period due to the length of time taken by administrative procedures, which seem to be extraordinarily centralised. Contracts with implementing agencies are signed at regional level in Dakar and spending is authorised either from Dakar or from Geneva. The current evaluation had direct experience of the results of this: a workshop planned to take place in Burkina at which the evaluators had hoped to meet all the national coordinators and other project partners, was postponed at the last moment because the necessary funds were not available in time. This issue of delay became a recurrent theme throughout the evaluation field visits and both implementing agencies and national project personnel confirmed that it constitutes a real blockage to the effective implementation of activities.

In all the countries visited it was common for APs that were ready to start to be waiting for approval from Dakar or Geneva for a month or more. A number of APs finally got going over a year after the anticipated date, requiring changes in budget and the implementation period which changed the nature of the intervention. In **Benin** a drawing competition to design posters based on the SCREAM approach that involved several teacher training sessions, was reduced to a minimum due to the remaining time available and the decrease in the value of the dollar. In **Mali**, according to one parent: "***The school materials from the project arrived late, and I'd already taken a loan so that I could buy the books for my children to start the school year."*** Also in **Mali** one AP that planned to enrol children in school for 2 years was forced to reduce this to one year only due to unanticipated administrative delay. The evaluation witnessed the distribution of school materials in **Benin** in March where children had started the school year in October. Progress reports from **Ghana** systematically mention delays in implementation due to the late arrival of funds. In **Burkina** certain implementing agencies took it upon themselves to pre-finance activities to avoid disruption, but it is rare for relatively small national NGOs to have access to the necessary funds to do this, and it carries a degree of risk, should the awaited approval not be forthcoming. Delays are apparently caused by both the late arrival of funds and also by the wait for AP approval from project management.

While many implementing agencies had some problems adapting to LUTRENA's financial and administrative procedures, they also appreciated the thoroughness of the said systems, and the patience and support of project staff in explaining how reporting procedures should be carried out. It has to be remembered that national NGOs are often required to implement a different reporting system for each of a number of partners, which doesn't make their task any easier. At least one implementing agency adopted LUTRENA's financial management model for ongoing use within its organisation, judging it to be one of the most comprehensive.

Management and administration: Conclusions

Small numbers of staff

LUTRENA often finds itself at the forefront of the national and regional scene where child trafficking is concerned, as demonstrated by the presence of project staff at preparation and signing of bi and multilateral accords, legal dispositions against child trafficking or support for National Action Plans. Project coordinators are also seen participating in official national and international events and ceremonies as well as in UN action planning for child protection issues of repatriation, reception and reintegration and technical assistance to ministries, in addition it has to take care of operational activities, meetings, reports, site visits. All this work is taken care of with a very limited number of personnel (between 3 and 5, including the driver). The ILO as a UN agency, is often expected to resemble its richer sister structures such as UNICEF and UNDP in its activities and achievements and it is unable to do this with the current allocation of staff. In the light of the above it can be seen that while there are some theoretical advantages to national ILO staff managing the project, in practice it is not feasible and should probably be avoided in the future. Project coordinators should also be given the staff they need to do the job.

Delay in AP implementation

The examples cited above demonstrate the unanimity of the view that ILO-IPEC procedures result in delay that has an adverse effect on project activities in the field, limiting both efficacy and impact, with the potential for damaging the credibility not only of implementing agencies in the communities where they work, but also of the ILO.

If systems set up to ensure good governance and effective use of funds become in themselves limiting factors for the project's success, then it must be time to give serious consideration to changing such systems with a view to making them both more efficient and effective. In response to this issue, a respondent in ILO HQ in Geneva suggests selecting more capable implementing agencies in the first place. This would be valid if delays were less common, but the fact that they are so widespread and that the same organisations are successfully implementing numerous projects funded by other international partners, does not support the idea that they lack the required capacity. More to the point is that the added value of such agencies is their local knowledge and their community development expertise, which should surely be a major factor in their selection as project partners, as these are crucial to their ability to implement successful initiatives, in addition to accounting skills. In developing countries, technical and financial partners must expect and accept that capacity building will include working with national implementing agencies to improve their skills. A second suggestion from Geneva is that the time and resources required for regular staff and partner training on financial reporting should be built into project design, which sounds like a very good idea.

C. Partnerships and other forms of collaboration

Findings

LUTRENA has woven a web of partnerships in the countries where it works, which bear witness to the dynamism of local stakeholders and the commitment of national coordinators, who have played a major role in this sense. Principal project partners in all countries include the central and decentralised offices of government ministries, national and international NGOs, unions and employers' organisations and community based groups.

1. Relations with government

Relations with government organisations have involved ministries for Social Services (concerning trafficking victims) for Labour (concerning child work and exploitation) for Justice (concerning the legal framework and children's rights), for Security (forces of law and order for the interception of trafficked children), and for Education and Health. These ministries provide a multitude of project interlocutors and communication between them has been facilitated by the establishment of various national committees to combat child trafficking:

- In **Cote d'Ivoire** the CNLTEE (Comité National de Lutte contre la Traite et l'Exploitation des Enfants) was created in 2001;
- **Mali's** "Comité Directeur National de Lutte contre le Travail des Enfants" was created in 1999
- In **Togo** the "Commission Nationale en Matière de Lutte Contre la Traite des Enfants" is a specialised commission set up by the Comité Directeur National.
- **Burkina Faso** has a National Anti Child Trafficking Committee (Comité National de Lutte Contre la Traite
- **Ghana**'s National Steering Committee covers general child labor issues under the Ministry of Manpower, Youth and Employment. The Human Trafficking Management Board (HTMB), was launched in November 2007 under the Human Trafficking Act and reports to the Ministry of Women and Children Affairs.
- In **Benin**, the Ministry of Woman and Child Affairs spearheads the Commission Nationale de Suivi et de Coordination pour la Protection de l'Enfant.

LUTRENA has played an important role both in establishing and supporting these committees and also in facilitating the setting up of a number of government offices specifically to fight child labour.

The project offered both financial support and technical assistance to government institutions. This support, combined with advocacy and lobbying, has enabled laws making child trafficking illegal to be put in place in 8 countries and others are in the pipeline in other countries. The roles of various ministries differ according to the country concerned. In **Burkina Faso** for example, the Ministry responsible for security has enabled police and gendarmes to intercept children and arrest traffickers through working with LVCs. Social Services play their part by carrying out initial interviews to establish the identity and origin of such children. Education authorities monitored the training that children were offered by project interventions and Tin Tua (one of LUTRENA's implementing agencies) has a long standing partnership with their local education authorities through which their literacy centres are regularly monitored.

In **Mali** at the national level the project has assisted the National Office for Children and the Family (DNPEF) in the signature of three bilateral agreements with neighbouring countries (Burkina Faso, Senegal and Guinea) and supported the organisation of meetings to monitor these agreements including the one between Mali and Côte d'Ivoire signed in 2000 before the start of the project in Mali. At a local level a regional office of the DNPEF implemented an action programme to create and reinforce LVC capacity. The project worked with the Ministry for Territorial Administration to officially establish regional and local committees to monitor programmes combating child labour in the areas they cover and, in the context of preventing child trafficking, worked with three ministries (Territorial Administration, Internal security and civil protection and for the Promotion of women, children and the family) to produce and publicise a document permitting children from 0-18 years of age to travel (le titre de voyage).

Togo is a special case as far as cooperation with government is concerned. Apart from three APs implemented by NGOs, most of LUTRENA's activities in Togo were carried out in collaboration with government departments. This experience shows that in spite of a common assumption that working with government agencies can be frustrating, effective collaboration is possible and can bring impressive results. The National Commission for Reception and Resettlement of Child Trafficking Victims (CNARSEVT) befitted from project assistance to set up its head office, which coordinates five regional commissions, which in their turn oversee prefectural and local committees. This multi-level structure involves government employees in combating child trafficking and bodes well for the sustainability of project input.

2. NGOs, unions and employers organisations

This group of partners were the project's strength in the field and, considering the limited number of ILO project staff, it would not have been possible to implement project initiatives without them. Some of these agencies were well established and rooted in their localities while others were less so and their technical and administrative capacity was similarly varied. On occasion additional accounting personnel were funded by the project but some implementing agencies possessed adequate human resources and demonstrated developed knowledge of gender and trafficking issues and community development expertise. An added value that these organisations bring to the project is their local knowledge and credibility and ongoing presence in their areas after the project ends, thus providing the potential for continuity and sustainability. However it has to be said that where NGOs have no funded activities in the communities concerned it is difficult for them to maintain a presence in the field.

The need for NGOs to receive sufficient funding to support their running costs and (ideally) the development of their organisation was not sufficiently taken into consideration, and was not seen as an element of capacity building or a strategy for sustainability. Implementing agencies were sometimes expected to make financial contributions to AP costs and it is difficult to understand where this money was supposed to come from, when the agencies concerned are relatively small national NGOs. Such

organisations usually receive funding to support specific development programmes and not to supplement the costs of a programme funded by a different donor.

Collaboration with transporters' unions has been highly successful in that the achievements continue even after the end of the project due to the real sense of ownership and commitment that can be sensed when talking to these men. Employers' organisations are less visible but such organisations have participated in training and awareness raising workshops in some countries. In **Togo** employees and employers organisations are implementing a joint plan of action.

3. Community based organisations, children and parents

Members of LVCs are enthusiastic about the project and their role in it, and constitute a major part of LUTRENA's community based initiatives. Many local authorities are committed to fighting trafficking through supporting LVCs and contributing to the costs of caring for children they intercept. One example can be seen in **Cote d'Ivoire's** Cocody Commune where the Communal Literacy Committee that was initiated through the project, now reports to the district administration and receives some public funding for its activities. In **Mali** school management committees benefitted from project training and are monitoring the school attendance of children enrolled with support from project funds. Parents, children and organisations involved in income generating initiatives sponsored by the project in **Benin** and **Mali** were pleased to have had this opportunity but less sure about how much their lives had really changed. In a word they lacked confidence and felt that they were being abandoned before they had really got to grips with what they were doing.

4. UN Agencies

In many cases it seems that collaboration is least strong between UN agencies and other bilateral partners. As was remarked by previous evaluations, ILO projects and other agencies have few jointly conceived or implemented initiatives. If in Mali, Cote d'Ivoire and Ghana relations are more fluid, in Benin, Burkina Faso and Togo there is a minimum of contact and sometimes even direct duplication. What is also evident in some countries is the lack of communication between the ILO's national programme and LUTRENA, where the two are not managed by the same person. In **Burkina Faso**, two sub regional projects are in progress alongside the national programme: IPEC's Mines Project and IPEC's LUTRENA project but there is very little functional collaboration between the two. In **Benin** the LUTRENA's interim CTA is often unaware of national programme activities and it is rare to see common actions between ILO projects even within IPEC.

However, in **Ghana** UNICEF and LUTRENA worked together through training and advocacy to bring about the national legislation against trafficking. UNICEF and the IOM both use the reception and reintegration centre in Accra that was renovated with funding from LUTRENA. In **Togo** LUTRENA largely supported the setting up of the National Commission and now UNICEF is funding its activities. In **Mali** ILO and UNICEF are in constant contact and collaborate readily whenever appropriate, each filling in for the other at meetings and events. In conclusion, there is still some way to go before UN agencies present a common face and complement one another in all the countries where they work.

5. Project leveraging of additional funds

National Coordinators reported that they had not been able to access significant additional funding. In **Côte d'Ivoire** there was a jointly funded activity with the UNHCR, but it proved extremely difficult to surmount bureaucratic hurdles and access the money, which actually delayed the activity. In **Togo**, strong government ties have lead to government ownership of some of the work initiated by the project, thus facilitating access to government funds to support ongoing activities. Thus the US Embassy in **Togo** contributed over $100,000 to equip the National Commission and its five regional offices, the French Cooperation Mission provided 150 LVCs with bicycles worth nearly $15,000 and since 2007 UNICEF has been contributing to the National Commission's costs of working with victims of child trafficking. In addition to these examples, the prefectural committees in 3 regions regularly receive assistance for training purposes from other partners, including Plan Togo and Aide et

Action. Similar examples exist in other countries and the USDOS project components were largely due to national negotiations with US Embassies.

6. Partnership in national planning

ILO project personnel are often involved in meetings at a national level with their ministerial counterparts and other similar actors. In **Benin** this enabled the project to contribute to the formulation of strategic objectives of the *United Nations Development Assistance Framework (UNDAF)* for the 2008-2012 cooperation agreement and lead to the inclusion of child trafficking alongside more traditional areas such as basic social services, HIV/AIDS, governance and poverty reduction.

7. Cross border collaboration

LUTRENA did not exploit its regional nature to develop any initiatives managed jointly between countries. The only example of an AP operating in more than one country is Togo's AP8, funded by DANIDA, which created LVCs on both sides of the borders with both Benin and with Ghana. Activities are entirely funded by Togo and are hence little monitored by National Coordinators in Benin and Ghana, but much appreciated by the communities and authorities concerned. In Togo, Kara's Inspector of Labour, a member of the Regional Commission for Reception and Reintegration, said: ***"Since the arrival of the programme we have an effective partner in the north of Benin. Every time there is a child trafficking case he contacts us directly, which reduces the time children send away from home and their degree of distress."*** Greater development of such initiatives could have enabled practical collaboration at community level between countries with a shared problem. However, this example needs to be used with care since the AP experienced a number of difficulties and delays in implementation and didn't achieve its stated objectives.

8. The Regional Working Group Against Trafficking (RWOGAT)

LUTRENA made a substantial contribution to the development of the Regional Working Group Against Trafficking, in particular women and children, and was active in bringing together the 8 member organisations, which all have regional representation in Dakar. Across RWOGAT there is a diversity of approaches to child protection, including work with victims and potential victims of child trafficking. Member organisations are using their considerable experience in working across the region at national and local levels and worked closely with LUTRENA to support the multilateral agreement signed in Abuja. The group met regularly in the lead up to this event but has been less active without a specific focus for joint action.

Partnerships and collaboration: Conclusions

LUTRENA has successfully established a broad range of partnerships across the countries where it works. Government partnerships have been at the centre of project activities and have worked very well. The collaboration between the project and the Togolese authorities is a particularly good example that encouraged cooperation between ministries and within ministries at different administrative levels. The combination of technical and financial support concerning both policy and direct action has built trust and contributed to the broader collaboration between governments and the ILO. Providing often hard pressed ministries with funds not only helps them to put policy into practice but encourages some degree of sustainability for the actions undertaken.

Project partnerships with implementing agencies are the foundation on which its direct action initiatives to withdraw and prevent children from child trafficking are built. These partnerships need to be better supported in terms of capacity building and the creation of conditions that promote the sustainability of local interventions. This means greater funding both for programme work and administrative costs, more and better staff training and support for national and international exchange visits to other agencies carrying out similar activities. In this way active forums around the different types of initiative (e.g. income generation, skills training, the work of LVCs) could develop. The involvement of workers and employers organisation is of particular importance in the light of the role their members play with regard to child labour and trafficking. Their relationship with the ILO means

that the door to such partnerships is open to IPEC projects in a way that it may not be to other child labour initiatives and LUTRENA has taken full advantage of this.

Community level partnerships, particularly with LVCs, school management committees and other parents' organisations, have resulted in new opportunities for a significant number of children and their families. They have demonstrated a range of possibilities for child protection, education and training but there is much that can still be done to develop the potential of different strategies and approaches at this level.

LUTRENA has probably missed some opportunities to reach out further to other organisations implementing child labour/trafficking projects in the countries where it works (e.g. CARE in Mali, Save the Children US in Guinea, CRS in Benin, Save the Children Canada in Burkina and Winrock International in Mali and Ghana) with whom exchanges of experience could have contributed to shared learning. There is also room for improved collaboration and cross fertilisation between different IPEC projects and national programme activities in the same country. The differences between UN agencies in some countries are to be regretted but it is the responsibility of those agencies to improve matters and act in the fashion that their position demands. One interesting suggestion from a member of IPEC personnel was to carry out a national evaluation of all ILO projects in one country instead of concentrating on individual project evaluations. Such integrated evaluations are not only already happening, but will increasingly occur within the context of Decent Work Country Programmes (DWCP) as part of the ILO's key strategy of moving towards integrated programming in the years to come[19].

While a uniform approach to child trafficking is neither possible nor desirable, in that it might prohibit creativity and innovation, greater consultation and collaboration between RWOGAT's member organisations would contribute to the synergy and complementarity of their initiatives and could operate as a peer review to ensure that children's interests are kept at the forefront of activities. For example if one agency has experience in income generation, it is neither sensible or efficient for another to embark on this area of work without finding out what lessons have been learned and any general principals or advice that might be available. It is slightly disappointing to find that even resources developed within the ILO (such as the SYIB (Start and Improve Your Business) training package for micro-entrepreneurs) have apparently not been exploited by LUTRENA. In addition to shared learning RWOGAT also offers the possibility of further networking and advocacy and extending the field of action to include appropriate formal and non formal education policy and practice, the development of which is crucial to the elimination of child labour, including child trafficking.

D. Monitoring

Findings

There is a need for data collection and monitoring both for national Child Labour Monitoring purposes and for project monitoring, so the findings in this section look separately at the two instances.

[19] ILO DWCPs provide a mechanism for focusing on priorities agreed on between the ILO and national constituent partners within broader UN and international development contexts. DWCPs focus on priorities, operational strategies as well as a resource and implementation plans that complement and supports partner plans for national decent work priorities. See http://www.ilo.org/public/english/decent.htm for further information

a) Project monitoring

1. Project Indicators[20]

A number of the overall project indicators that are reported on in the project's six monthly technical progress reports to USDOL and DANIDA are not very useful. For some there are no commonly defined criteria for measurement and the reports either leave the space blank or insert a percentage, informing the reader that "*estimates are based on routine data provided by implementing agencies*". When asked, implementing agencies provided no common criteria for measurement. For example:

- "% of people trained that are able to use the skills acquired in a systematic way"
- "Proportion of boys and girls sustainably reintegrated"
- "% of parents/families with changed attitudes towards the issue of child trafficking"
- "Reduction in drop out rates of girls and boys from vocational training courses"

It is difficult to understand how some of the other indicators could be meaningfully reported during the lifetime of the project:

- "One year after the project # of repatriated adolescent victims who have benefitted from job placement incentives and regularly report for work"
- "Number of adults from vulnerable communities earning at least the minimum wage 6 months after completion of skills training" (*which poses the question of whether the minimum wage is a meaningful concept in the countries concerned.*)

Others are poorly formulated:

- "Organisation of the community around the issue of child trafficking", which the Project Monitoring Plan describes as a qualitative indicator but also, on a different page, suggests that it refers to the number of LVCs put in place. If this is the case a more informative indicator might have been "# of LVCs put in place" or, even better "# of functional LVCs" with some criteria for measuring functionality.
- "Reduction in the # of girls and boys being trafficked from vulnerable communities" when what is in fact being measured is the number of children who have received assistance to render them less vulnerable to trafficking.

On a more positive note some of the indicators concerning the demand side of the trafficking problem (Intermediate Objective 1) are more useful:

- Number of organisations engaged in regional networking
- Number of regional events related to trafficking
- Number of press releases about perpetrators by the media

These at least give some idea of the work supporting the establishment of a coherent legal framework.

There are also some quantitative indicators concerning beneficiaries, which assess the number of withdrawn/prevented children who received direct educational or other services due to project intervention. For example:

- Number of boys and girls that were entrapped in exploitation withdrawn / rescued / intercepted

[20] All the indicators quoted in this section come from the Project Monitoring Plan and are used to report in both USDOL and DANIDA bi-annual Technical Progress Reports

Project personnel explained that a child who is intercepted travelling from his/her community to another place in search of work is counted as "withdrawn" even if there is no trafficker in evidence, because there is an assumption that he/she will be exploited at a later date. In spite of the explanations received, the evaluator has some difficulty with this concept because of the existence of children who leave their communities of their own volition, find a job, work in it for a period of their own choice and then return to their communities to continue with their lives. Such children are clearly at risk, but to count them as withdrawn from trafficking, when intercepted en route places them in the same category as children who have lived through truly traumatic and damaging experiences and this does not seem justified. If categories of children with fundamentally different experiences are counted as the same it makes the figures less meaningful, because we are not informed either which type of case is more prevalent or about the nature and seriousness of the trafficking problem.

Where Action Programmes are concerned the majority have clear and measurable indicators, but they are largely process indicators measuring the degree of implementation of the work plan. The lack of results or impact orientated indicators means that it is difficult to assess the overall effectiveness of interventions.

The risk in putting too much emphasis on the numbers of children prevented /withdrawn from trafficking as defined by the ILO/IPEC indicators, is that enrolment in formal or non formal education services may become the driving motivation behind the project's direct action activities, without accompanying measures of the quality and relevance of the service, how sustainable it turns out to be, how long the child continues to participate and the outcome of the intervention. Such indicators risk being counter productive in that they place the emphasis on the number of children helped rather than the quality of the assistance provided. The associated project objectives[21] mention viability and sustainability but since no indicators were established to measure these, they have rather fallen out of the equation.

The project as a whole is also short on indicators linked to results and impact. For example there is no systematic data collection concerning the number and profile of alleged traffickers arrested, trafficking cases brought before the courts or the number of convicted traffickers, which would seem to be an important part of establishing an effective legal framework. Similarly there has been no systematic follow up of children withdrawn from trafficking, which should have been possible considering that the project has been running for 7 years, and which would have provided an opportunity to see how effective some of the earlier interventions proved in the longer term.

2. Availability of monitoring data

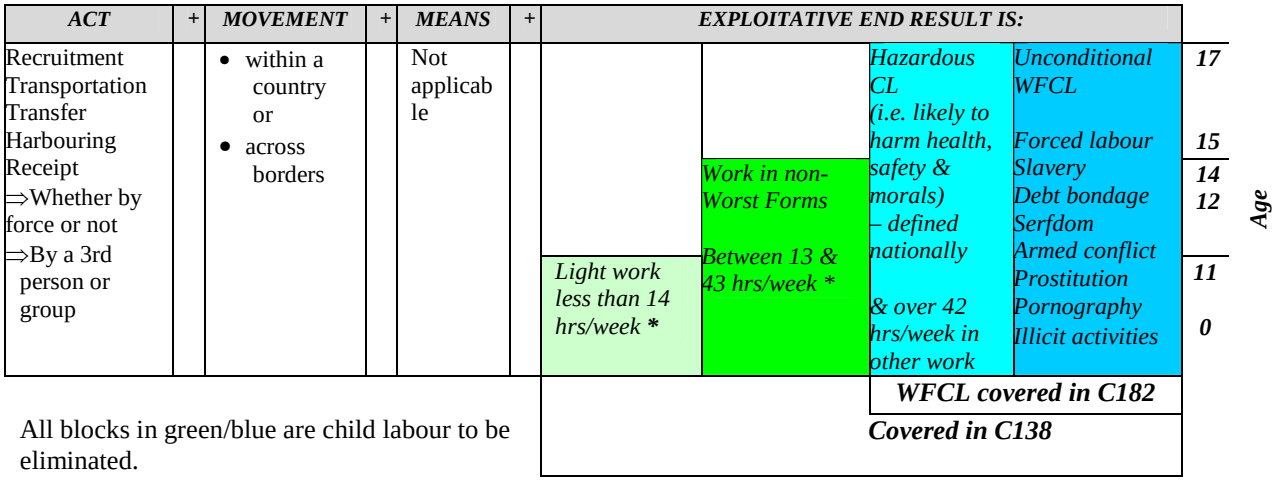
Some LUTRENA offices provide some data that could be used to monitor the progress of beneficiaries but such information is not available in a consistently accessible and meaningful form across all project countries. In **Benin** children taking part in LUTRENA APs are individually registered and this information is available in the ILO office, but there is no subsequent information available about the progress of each child.

The 2006 midterm evaluation found that *"the project lacked basic information to conduct proper monitoring, including up-to-date statistics on child trafficking victims ….. and the number of children withdrawn or prevented from exploitative work through the provision of educational or training opportunities"*. This finding was clearly of concern to USDOL who rely on such data to set their annual goals under the Government Performance and Results Act (GPRA). The understanding of the current evaluation is that the overall numbers of children reported as being withdrawn and prevented is

[21] USDOL: **Immediate Objective 2**: At the end of the project, 860 boys and girls have been withdrawn and provided with a range of services leading to their sustainable reintegration
USDOL**: Immediate Objective 3**: At the end of the project, 3440 boys and girls and 3440 adult family-members in trafficking-prone high risk areas are being provided with viable educational and socio-economic alternatives to reduce their vulnerability to child trafficking. (DANIDA has the same indicators but the figures are different)

generally accurate but that there is a degree of confusion about whether a child who receives direct services after being intercepted should be counted as withdrawn or prevented, as demonstrated by some of the questions posed by project implementers during the evaluation: *"Should a child who is intercepted, and presumed to be involved in trafficking, be counted as a victim or a child at risk?"* and *"Is a child who is stopped by members of the LVC when leaving the village being prevented or withdrawn?"* The ILO/IPEC definitions of withdrawn and prevented children[22] do not help very much with this issue but IPEC's focal point for child trafficking has been able to clarify the matter: *"My understanding of withdrawn versus prevented is that the former deals with exploitative end results only. One should thus only talk about "withdrawn" when children are taken out of exploitative end results. Interception while children are on the move towards their final destination is called interruption or interception, but as this is not a separate category under the TPR definitions such cases should be counted under prevention."* If LUTRENA has employed this logical understanding significant confusion might have been avoided and the projects figures for withdrawn and prevented children be more reliable.

The IPEC focal point also provided the following graphic giving an operational breakdown that was produced in 2007 to help define the core elements of child trafficking, based on the Palermo Protocol and the ILO's focus on labour. Unfortunately this came too late to be of use to LUTRENA but it does provide a working basis for future trafficking projects.



** Specified by Statisticians ("Every child counts: New global estimates of child labour" 2002,p29. Note: Exact number of hours may vary by country as they are determined by national law.*

ILO/IPEC are aware of the need for better monitoring and are in the process of developing and introducing a more stream lined system for reporting on the withdrawal and prevention of children from child labour, based on IPEC experience so far and basic systems used in the past. This aims to ensure that all IPEC projects use similar reporting procedures, keep concise beneficiary records and use them to monitor and report on beneficiaries to IPEC, which then reports figures on beneficiaries to donors. This system is known as Direct Beneficiary Monitoring and Reporting (DBMR). Participants at an IPEC sub regional meeting in December 2007 stressed the importance of making the best use of data collected by DBMR, not only for technical progress reporting but also to promote understanding of child labour within the region.

[22] *ILO/IPEC definitions from the TPR:* ***Children withdrawn*** *refers to children found to be working who no longer work as a result of a project intervention. This category includes children that were engaged in exploitative/hazardous work and as a result of a project intervention now work shorter hours under safer conditions.* ***Children prevented from entering work*** *refers to children that are either a) siblings of (ex-) working children that are not yet working or b) children not yet working but considered to be at high-risk of engaging in exploitative work. In order to be considered as "prevented", these children must have benefited directly from a project intervention.*

b) National Child Trafficking/Labour Monitoring data collection

National data collection is important for developing national statistics, monitoring the performance of organisations fighting child trafficking and the monitoring of vulnerable children by the appropriate state services (such as education, social services and police). The evaluation came across a number of examples of such monitoring. For example in **Cote d'Ivoire** the Prime Minister's office is piloting a system for monitoring working children (Système de Suivi du Travail des Enfants - SSTE) set up in relation to the certification of cocoa as "untarnished" by child labour, that is due to come into operation in over 50% of the country's areas of cocoa production on July 1st 2008. LUTRENA supported the creation of 90 LVC and Departmental committees which work to alert communities to the dangers of trafficking and protect children from traffickers.

Togo has a system to monitor child trafficking fed by information from LVCs, which enabled the evaluator to find out, for example, that between 2002-2006 of 2,519 children reported as withdrawn from trafficking 53.6% were girls and 51.5% were aged between 12 and 15, and 45.9 % were victims of trafficking to Nigeria. The National Commission in Togo has carried out a statistical evaluation of child trafficking developed from figures provided by the 150 LVCs put in place with the support of LUTRENA. The report examines the profiles of child trafficking victims (age, sex, school attendance, parents' type of work etc.) in order to orientate current and future projects. LVCs have put in place a number of mechanisms for monitoring child trafficking. In Sirka the local committee carries out a systematic census of local children at the start of the school holidays and again at the end and parents are obliged to explain the absence of any children. If there is any suspicion of trafficking village authorities insist that the child is brought back to the village. In Afeyeye the local committee, in collaboration with the school, has set up a children's club and the members are required to inform the committee if students are absent.

In **Burkina Faso** implementing agencies have encouraged systematic data collection in their areas by training the various agencies involved in combating child trafficking (provincial and village level vigilance committees and transport unions) and providing them with identification forms for the children they register. Good collaboration between national, regional, provincial and village levels enables the collection of national child trafficking statistics disaggregated by sex and age:

Burkina Faso

A number of APs put in place systematic child trafficking monitoring systems. Village and provincial LVCs and transporters' unions were trained and provided with registers and identification forms for intercepted children, and guides for working with them. This facilitated information collection and enabled national statistics to be regularly updated in areas where the project was operating. Local applications vary: In the South West village vigilance committees are supported by locally identified and trained teachers whereas in the East LVC members are able to read and write their local language and registration and identification forms are translated by the implementing agency.

Due to effective collaboration between national, regional, provincial and local levels the information gathered informs national child trafficking knowledge and statistics. For example information recorded by the transporters' union is regularly collected by the provincial office of the social services ministry, which consolidates the information at the regional level (disaggregated by sex and age group) and forwards it to their national office. The national office is aware of the importance of setting up a permanent system to monitor child trafficking and progress resulting from responses that have been developed. The national evaluator noted the need for training and software to support such a Child Trafficking Monitoring system for all those involved. Burkina has started to take this into account in a number of ways but they are not always coordinated and do not specifically concern child trafficking victims. For example:

- The social services ministry (MASSN) collects information on children based on 16 criteria for vulnerability, one of which is risk/involvement in the worst forms of child labour.

- Current research by IPEC in collaboration with the National Institute of Statistics and Development concerning child labour.

- A national workshop to design and put in place a child labour monitoring system in Burkina organised by IPEC's two projects: LUTRENA and Mines in 2007.

LUTRENA's national coordinator hopes for the development of a monitoring system specifically concerning child trafficking in the bear future.

Extracted from the national evaluator's report.

In **Mali** the National Child Trafficking Unit (Cellule Nationale de Lutte Contre le Travail des Enfants) coordinates all governmental and non governmental organisations working to combat child labour. The unit is responsible for collecting statistics concerning child labour and trafficking and aims to encourage greater government ownership of the issue. However while the unit is represented by focal points in the regions these offices do not have any means of transport so the degree to which they can be proactive is limited. LUTRENA initiated LVCs in Mali are trained to collect and compile statistics and to forward them to the implementing agency they are working with, which sends them on a quarterly basis to the ILO offices where the national child trafficking unit is lodged. Supported by the project of support to the national time bound programme, a workshop attended by a rage of stakeholders took place in 2007 to discuss and design a national Child Labour Monitoring System (CLMS). It formulated a number of recommendations among which were the harmonisation of interventions by different ministries and research to collate information concerning child labour held by the various agencies concerned. A multi partner committee was set up to take the work forward.

Ghana's AP2, implemented by the national NGO Coalition on The Rights of the Child, established Child Trafficking Vigilance and Surveillance Committees in 8 communities in the Bawku Municipality in the Upper East Region of Ghana with the objective of contributing to the prevention of child trafficking by strengthening trafficking monitoring mechanisms at the community level. At the end of the project a network of sensitised and trained local actors including traditional rulers, religious leaders, assemblymen and women (local councillors), and social workers was in operation. Key achievements included:

- Eight community-based vigilance and surveillance committees formed (64 members in all) and trained to respond to child trafficking in one of the most endemic areas for child trafficking in Ghana.
- Strong networking and collaborative links established with local government representatives.
- 11 girls and 7 boys rescued from traffickers in an area that hitherto considered child trafficking as a normal act.
- 10 child trafficking cases resolved through serious intelligence work done by vigilance and surveillance members and community members.
- Several children in families of rescued children prevented from being trafficked and many more children in the municipality and beyond prevented from being trafficked as a result of awareness of the issue and its implication for local development.
- A high level of awareness in targeted communities through community level sensitisation in schools, churches and mosques, open durbars and radio discussions on child trafficking; and a march and float through principal streets of Bawku.
- Rescued children and their parents talking about their experiences on the radio discussion programme in three languages: English and two local languages.
- Data collection and collation skills, intelligence skills imparted to vigilance committee members
- The police under instruction from the Municipal Police Commander to be on the alert for possible trafficking cases on the road.
- An imposing bill board on child trafficking mounted at the Central Market.

At the national level the Child Labour Monitoring System developed by WACAP (West African Commercial Agriculture Programme) is being scaled up by the government through the Child Labour Unit of the Ministry of Manpower, Youth and Employment. WACAP was a sub-regional USDOL funded IPEC programme to combat the use of child labour in cocoa and commercial

agriculture, which ended in 2006. The government of Ghana with the support of the cocoa industry has embarked on national child labour cocoa programme using the WACAP strategies.

The evaluation encountered only limited national monitoring of the way that the new laws against child trafficking are being applied and the effect that this is having.

Monitoring: Conclusions

Project monitoring is not one of LUTRENA's strengths. It is challenging to measure project progress across 12 countries with a large number of implementing agencies responsible for reporting so a well defined and simple Project Monitoring Plan is particularly important. The poor standard of many of the indicators makes it difficult to systematically assess the overall effectiveness of direct action initiatives and leaves any real sense of community level project impact to anecdotal evidence. The evaluation makes some specific recommendations in this regard in an attempt to avoid this situation arising in the design of future projects and any future phases of LUTRENA.

IPEC's introduction of the DBMR is to be welcomed and can only improve the situation. If it succeeds in providing a system that can be understood and implemented at all levels of a complex project such as LUTRENA it will be a major contribution to monitoring and evaluating child labour initiatives. It is not conceived that the system will have any role in national data gathering and this is the only practical approach, in that IPEC project monitoring is in itself a major undertaking. One thing to be avoided as national and project monitoring systems develop, is requiring beneficiaries to provide the same information about themselves and their lives for two different systems. If this should arise it would be wise to see how the information required can be combined in the specific situation where it occurs.

Evidence of local Child Labour or Trafficking Monitoring systems was patchy, with the most developed examples being in Burkina and Togo. The examples given above show how LUTRENA explored a range of approaches that can be used by LVC's to collect data both for local use and to feed into national systems. Governments are at various stages in picking these up and developing systems that will ideally eventually result in universal national coverage across the countries concerned.

E. Project implementation and achievements

Findings

1. Implementing agency capacity and its effect on AP implementation.

The capacity of implementing agencies varied across different countries, for example:

In **Benin** LUTRENA staff said that it had been difficult to identify implementing agencies with the capacity they were looking for. This led them to partner with the Benin Red Cross, which took responsibility for implementation, and then identified and worked with local organisations that carried out the work in the communities concerned. This two-tiered implementation was difficult to manage and the roles and responsibilities of each organisation were unclear, leading to considerable frustration on the part of organisations working in the field. Part of the problem was due to the levels of work of the National Coordinator and his assistant, which left little time for the support and supervision of several smaller organisations. The evaluators were impressed by the commitment of staff from two national NGOs (CAFEB and Tomorrow Children) who were continuing to support project beneficiaries on a regular basis even after their APs were closed out.

Burkina Faso had little difficulty in finding implementing agencies with the necessary capacity to achieve their objectives. Two such organisations, Tin Tua and SOSSI-BF are national points of reference with regard to community development. Tin Tua is also one of the most innovative and experienced national organisations where literacy and non formal education are concerned and GRADE FRB and ECLA (two other implementing partners) are national pioneers in the fight against child trafficking. Each of these organisations has access to human, material and logistical resources and has developed their organisational capacity through their work with a range of international

partners. The Social Services Ministry, which also implemented an AP, had serious problems transferring resources from central to provincial level. However such an agency has experience in working with vulnerable groups and also plays an important role in coordinating child protection through its decentralised offices, so in future it would be worth exploring alternative strategies to ensure that resources reaches the department where they are needed. Other funding partners transfer money directly to the decentralised office concerned, so this might be one possibility. The National Union of Transporters did not start out with the necessary capacity but has been able to successfully implement activities with support from the Burkina Coalition for Children's Rights (COBUFADE).

In **Mali** APs were carried out by 2 national NGOs and the National Office for Children and the Family. All have their offices in the areas where the APs were implemented and had previous experience in working to prevent child trafficking. LUTRENA was one of several partnerships enabling the two NGOs to contribute to community development in their respective areas.

In **Cote d'Ivoire** APs were implemented by two government departments and three NGOs. All these agencies had implemented previous child protection and children's rights initiatives and were experienced in community mobilisation and community development.

In all countries LUTRENA implemented its APs using both national NGOs and government ministries. While some implementing agencies were inevitably stronger than others, by far the greatest constraints on implementation were the short duration of APs and the length of time taken to process proposals and release the required funding, rather than the capacity of implementing agencies.

Depending on their prior experience implementing agencies had varying degrees of expertise with regard to income generation, one strategy used to help reintegrate victims of trafficking and also to support parents of vulnerable children. More opportunity to pool their experiences and project assistance to establish some guidelines based on lessons learned and previous good practice might have resulted in more sustainable initiatives in this important area.

Ghana implemented 12 APs in all with three implemented by government and 9 by NGOs. The project did not have any difficulty in finding implementing agencies. There were a few problems such as delayed submission of reports, especially from government partners but all the key deliverables were attained.

This table is an analysis of APs in countries visited during the evaluation, based on figures collected by national evaluators and various project documents:

Country	# of APs	Estimated Cost US$	Girls W/P*	Boys W/P	Help with income generation for families	
					Women	Men
Benin	10	693,595	1,393	1,092	3,569	
Burkina Faso	11	897,424	474	453	227	
Ghana	12	825,963	1,988	1,572	455	100
Mali	6	470,926	6,313	8,656	422	654
Cote d'Ivoire	7	574,552	1,755	1,757	38	65
Togo	7	389,135	3,664	2,994	325	505
TOTAL	**53**	**3,820,601**	**15,587**	**16,524**	**6,360**	

*W/P Withdrawn/Prevented from Child Trafficking

2. AP effectiveness and their contribution to project objectives.

APs made a major contribution to the achievement of a number of project objectives, principally through raising awareness of child trafficking, withdrawing and reintegrating child trafficking victims and enabling vulnerable children to attend school.

An impressive diversity of local **awareness raising materials** have been created including posters, billboards, t-shirts, leaflets, booklets, radio programmes, drama productions, poetry, films and documentaries. It is quite difficult to assess the effectiveness of such initiatives, during the short period of an evaluation and APs did not in general have any assessment techniques build into their design. The following are some of the points that emerged during the evaluation:

- Budget limitations sometimes make it difficult to produce and disseminate large numbers of booklets/posters/leaflets etc;
- Transporters said that the bill boards at bus stations give rise to a lot of interest from passers by, which enables them to respond to the many comments and questions, thus raising awareness of the issues;
- One implementing agency responsible for several awareness raising initiatives was unaware of the importance of testing visual images on the target population to ensure that the intended message is clear. This prompted the evaluators to suggest that LUTRENA might make use of some general guidelines and suggestions for areas such as awareness raising, which are covered by a number of implementing agencies in various countries. Results coming out of AP9 in **Ghana** may have a bearing on the issue. This AP aimed not only to carry out an awareness raising campaign but also to develop tools to measure the impact of the campaign. An impact assessment was carried out in April/May 2008 and the results were not available at the time of the evaluation.

The issue of **sustainability** has already been discussed in the sections on design/planning and monitoring and it emerges again in this section, which discusses the impact on people's lives of project interventions. The project's achievement in terms of the number of children it has reached is very good, but the long term impact of its interventions is less certain. Income generating initiatives visited during the evaluation often seemed quite fragile and the sustainability of assistance to both parents and children is debatable. Many implementing agencies did the best job possible but were constrained by the period allocated for intervention.

Koutiala, Mali
An Action Programme enrolled 1,800 vulnerable children in state primary schools or private madersas (faith based schools) for one year and provided them with school materials. The original intention had been to enrol half this number for two years, but due to the length of time taken to agree and adopt the AP, insufficient time remained before the end of the project. The implementing agency commissioned a survey to identify children of the very poorest members of society and they were duly enrolled and attended school. Their parents were delighted that their children had this unexpected opportunity, and made the effort to send their children to school on a regular basis, as they were under the impression that this would ensure continued support. When the evaluators arrived in Koutiala the action programme had closed out sometime before. They met with a group of disappointed, disillusioned and hopeless parents who were unable to keep their children in school without support. The group included widows, blind and other disabled people who have access to minimal resources and live from day to day. One of them explained: ***"We are poor and often we don't have enough to eat. We were so happy when the project said that it would pay to send our children to school. If it stops now our children won't be able to go on coming to school here****". In fact the children are now in their second year of school attendance. The madersas have offered them reduced fees and are making every effort to keep them in school, even when their parents cannot contribute. Some children have transferred to cheaper public schools. What will happen when schools open again in October 2008 is hard to predict.*

The example in the box above is intended to draw attention to the importance of having strategies for sustainability in place from the start of an initiative, and of being honest with parents, respecting their right to be included in decision making that concerns their children. The initiative concerned has radically changed the lives of the children concerned but runs the risk of abandoning them in mid stream if an alternative source of funding is not found.

3. Capacity of community organisations to prevent child trafficking

LUTRENA has supported the establishment of committees to combat child trafficking in all of the countries covered by the evaluation. In most countries these are Local Vigilance Committees at village and commune level but in Burkina Faso and Togo committees also operate at Provincial and higher administrative levels. Members work voluntarily to raise awareness of children's rights and the dangers of child labour and trafficking. They intercept children who are travelling through their areas that they believe to be either at risk of being or being trafficked, and arrange for them to return home, often with the assistance of local authorities or other agencies. They also alert law enforcement agencies to the presence of potential traffickers. Many such intercepted children have benefitted from project support to access education, training and income generating opportunities but others who are not so lucky, may simply leave home again. In Burkina the evaluation found that a minority of the 2,174 children intercepted by vigilance committees initiated by the project had actually experienced exploitative work, their interception being based on the risks they were taking.

Case study from Ghana:

A 23-member community surveillance team (CST) was set up by PACF to police the communities of Oshiyie, Chokomey, Bortianor and Ada. They were also charged to ensure that all children of school going age were in school and to sustain the anti child trafficking activities in their communities. The CST tracked 246 school-going-age children still out of school and enrolled them in school with support from PACF and ILO.

As a result of the recognition of their role the CSTs received several complaints from the community members about truant children and followed up to ensure that they were in school. The CSTs received 2 major trafficking cases in November 2007, which are currently being used to test the Human Trafficking Act (Act 694)

1. A boy aged 9 who was re-trafficked by his mother and step father to Yeji, a popular fishing community on theVolta Lake.

2. A grandmother who trafficked two children aged five years and nine years to Yeji through an intermediary. In October 2007 one of the children died in Yeji and the case was reported to the CST who made a formal report to the Domestic Violence and Victim Support Unit, which forwarded the case to Interpol for investigation.

In 2006 LUTRENA carried out a study looking at vigilance committees in four countries[23]. The evaluation's findings reflect the findings of this research which provide an accurate picture of LVCs in Burkina Faso, Cote d'Ivoire, Mali and Togo. The study documents the development of LVCs, their links with government structures and the differences and similarities between the four countries. It also outlines a number of good practices and some of the difficulties that the LVCs met and future potential. Overall LVC achievements were described as fragile and the following recommendations were made, which this evaluation finds are still relevant:

a. Conceive, elaborate and translate training modules for LVCs in local languages; *(see the example in the following section where training took place in French)*

b. Make bi and multilateral cooperation agreements and national laws concerning child trafficking more widely available; (*the evaluation came across one example of local availability: a small booklet containing the essential points of the Benin law against trafficking that was welcomed by LVCs in Benin)*

c. Re-orientate the mission of the LVCs towards awareness raising and alerting the appropriate authorities; *(more emphasis on awareness raising would assist*

[23] Les réalisations, les bonnes pratiques et les leçons apprises relatives aux Comités Locaux de Vigilance de lutte contre la traite des enfants Burkina Faso, Cote d'Ivoire, Mali et Togo – Rapport de synthèse ILO-IPEC – LUTRENA Décembre 2006

communities to focus on child protection and developing/ advocating for viable education/income generating alternatives)

d. Improve transit conditions for intercepted children being sent home (*because this costs money, and there is rarely an allocated budget – this issue was frequently raised during the evaluation)*;
e. Develop alternative educational and training opportunities for vulnerable children and victims of trafficking in villages, towns and provinces; (*essential for the elimination of trafficking*)
f. Build the capacity of poor families through funding income generation to enable them to sustainably support their children; (*essential for the elimination of trafficking*)
g. Work to ensure that local development plans take into account the latter three points *(the evaluation came across examples of LVCs influencing local development plans in Benin and Mali, and also of communities who did not know how to go about this*)

LVCs have demonstrated the capacity that exists with in local communities to organise themselves in a variety of ways to protect their children. A number of LUTRENA action programmes supported this strategy and a number of lessons can be learned from the experience. For a detailed analysis the reader is directed to the aforementioned study that had the time to look in far more detail at the different aspects of this experience than was available during the evaluation.

4. LVC training

A training workshop for LVCs concerning child trafficking was visited during the evaluation. It was carried out in French as opposed to a local language in which the participants could communicate easily. This affected their understanding of the concepts and ideas and changed what could have been a lively debate into the transmission of information from the trainer to relatively passive listeners. The problem was not only at the level of the language of the training. Other basic concepts of adult education were not taken into account and it might have been preferable to put the pages in the training manual[24] that relate to these concepts at the beginning, rather than the end. While this manual is a rich resource in term of information it is difficult for it to avoid an academic approach that is ill adapted to participatory training, as the modules do not allow enough time for discussion. It is also important that the training of trainers' workshop demonstrates how to facilitate learning through analysis based on the daily realities and existing knowledge of participants and allows future trainers to practice this skill. It should also be said that a different training workshop that was also visited during the evaluation took place in a local language and did encourage and enable debate between participants.

Participants were asked to give their definitions of "a child" and when they had done so the "correct" definition was provided by the trainer, at a stroke devaluing an entire culture and tradition. It does not seem beyond the bounds of possibility to have different definitions that run side by side and that are used in different contexts.

Much of the confusion that exists concerning child mobility and trafficking has its roots in an attempt to use a definition of trafficking in situations where it is not appropriate, rather than working with those most immediately concerned to identify appropriate strategies for child protection that are adapted to their realities. Initiatives that grow out of such debate will be owned by local communities and will be built on a local understanding of the causes and consequences of both child mobility and trafficking and appropriate responses to both. The project apparently missed the opportunity to explore local concepts and beliefs and facilitate the development of such strategies, and put too much emphasis on law enforcement in its work with LVCs.

5. Services for direct beneficiaries

a) C*riteria for selection - target populations*

[24] Guide de Formation des Formateurs des Comités Locaux de Vigilance ILO-IPEC-LUTRENA Novembre 2007

Generally criteria for selection were clear and enabled those targeted to be selected. Implementing agencies went about this in a variety of ways, including commissioning an independent survey, asking the local education authority to assist and involving school management committees and parent's associations. Where communities were directly involved they felt more responsibility for the outcome of the interventions and were more committed to monitoring children's progress.

One group of children who are particularly exploited and vulnerable to trafficking were not targeted by LUTRENA. They are the itinerant beggar boys who can be seen clutching their empty tomato tins in towns and cities across the Sahel. During the evaluation, one Prefect we spoke with in Mali was adamant that this was an issue that urgently needs to be addressed. Perhaps there is something to be learnt from LUTRENA's experience of working with transporters, where the project successfully engaged the leaders of a group of people who were part of the trafficking problem and who have since become part of the solution. A similar approach could be tried with those who have been handed responsibility for these boys by their parents, to see if there is any possibility of sensitising them to the plight of the children concerned.

b) Strategies for delivering services to the different target groups

Strategies included:

- Paying for school enrolment fees and school materials so that vulnerable children could attend school, hence ensuring that they received education and that they were not exposed to traffickers;
- Support for non formal education initiatives and remedial teaching;
- Providing skills training either in a centre or with local artisans and trades people for child victims of trafficking or those at risk who were too old to go to school;
- Providing training and start up materials for income generation for child trafficking victims and/or families of vulnerable children in an attempt to provide a sustainable solution to supporting their needs;
- Providing income generation opportunities for LVC or school management committees to help them generate funds to support the costs of their work and the needs of vulnerable children; and
- Involving children in LUTRENA clubs, usually linked to schools, to raise awareness about the dangers of trafficking and involve them in passing on the message.

One of LUTRENA's strengths is that a number of APs attempted to address the poverty that renders children vulnerable to trafficking, through training and support for income generation. Some initiatives worked well but others apparently failed for no very good reason. Donor constraints on direct cash transfers to communities did limit the degree of responsibility that could be given to community groups as implementing agencies had to purchase inputs on the behalf of the groups concerned. One school management committee in Mali wanted to set up a cereal bank but were only offered the option of working a collective field. The project was willing to supply seeds and fertiliser but the group would have needed to reimburse the cost after the harvest. The president of the group explained that he had never done anything to get the project underway because he had felt too vulnerable, as he would have been responsible if the others defaulted or the enterprise didn't work out for any reason. This is just an example of the problems that can arise if the people most concerned are not allowed to be the best judge of which type of activity will suit them best.

6. Changes in the lives of children

Child victims of trafficking often have traumatic stories to tell and the opportunity to put their lives on a better course has provided a springboard for a better future for many of them. A significant number have been offered training and rehabilitation to help them reintegrate into their communities. Many are now making enough money to live and even in some case to support other family members. They now have plans and hope for the future and this is an important project achievement. Below are just two examples from Burkina Faso and one from Mali:

Fada N'Gourma, Burkina Faso

2 boys, now aged 18 and 20, left their village four years ago to look for work in the cotton fields of Benin, having seen other youth returning with bicycles and money. They took the money for transport from their parents and left without their knowledge. They were stopped en route and spent 3 days with social services. After returning to the village they benefited from LUTRENA income generating opportunities, one being given an ox and the other a number of sheep. Now, several years later they remain in the village and continue with these activities. One is happy to have purchased the bicycle he coveted through the sale of a sheep and the other has bought a plot of land in town where he hopes to establish a small shop.

Ouagadougou, Burkina Faso

When he was 12 Innocent left his village with his father's "best friend" who took him to work on a plantation in Cote d'Ivoire and then disappeared. Innocent escaped hidden in the back of a delivery truck by a transporter who then put him on a bus back to Burkina. He didn't know how to get back to his village so lived from hand to mouth until one day he bumped into his sister. The family was reunited but as there was little opportunity to make a living in the village Innocent soon returned to the city, where he heard about a LUTRENA funded skills training course and enrolled. He turned out to be a natural mechanic and is now installed under a straw shelter on the road into Ouaga, where he is making a living repairing bikes and motorbikes. He is extremely proud of having been able to send home a sack of rice to help his father who is sick. He hopes to deal in spare parts in the future and also to learn to read and write.

Koutiala, Mali

14 girls who were working as itinerant sellers or domestic servants were brought together by the project and trained in cloth dying techniques. They are in the early stages of developing their business but are successfully working together to produce and sell cloth. They say that they are better dressed and take better care of themselves than before and are able to meet their daily needs through the money they are making. They are well informed about HIV/AIDS and hope to expand their techniques to include the latest fashions.

Parents have received training and support to improve their economic situation and have thus been able to improve the lives of their children. Some examples from Ghana's Good Practices bear witness to this. One parent told of her experience after watching a play initiated by PACF (Parent and Child Foundation) and another explains how the project helped her:

Bortianor, Ghana
I am a mother of 5 children, a single parent and never went to school. I process and sell fish during the fishing season, but none of my children are in school, because I cannot provide their basic needs. After watching the drama, I felt sorry for my children. I learnt of the capitation grant, the school feeding program and the school enrolment package by the ILO LUTRENA and PACF for school age children. I went to the office of the Bortianor Community Surveillance Team to ask for assistance as I learnt from in the drama. They received me nicely, counselled me, documented my children and linked me up with PACF. Now all my 5 children including the 2 drop outs have been enrolled at the Bortianor D/A Basic School. I am now a happy parent.

Before the project started as a single mother I had 3 children to support. Although I am fish monger, life was really difficult for me and my children during the lean fishing season. I was in serious debt and sometimes had to borrow even food to feed my children. I was invited by my cousin whose child was a beneficiary to the program. I was received by the trainers, counselled and my needs were assessed. After the training I was awarded a certificate although I have never been to school. I joined the community cooperative and fried doughnuts on my own to school children. I paid off my debts gradually. I can support my children in school. I process fish in the peak period and I still fry my doughnuts.

7. Policy and achievements in working with government

In general the project fitted well into existing national policies and programmes on child labour /child trafficking. However while the project worked with local education authorities it had little contact with Education Ministries or policy development. Project activities were mainly executed through implementing agencies whose actions were focused on specific child trafficking endemic areas, thus their first respondents were local authorities in police, social work or education departments. School teacher share the everyday realities of child trafficking and, together with parents and/or community organisations (such as LVC, children's clubs), were involved in designing appropriate responses. Such interventions are quickly assimilated locally but do not automatically become integrated into national practice. In all the countries visited children's clubs conduct awareness-raising activities in their own and neighboring villages; however such initiatives were not transposed to the national level. One notable exception to this was observed in Mali, where a locally developed lesson concerning child labour has subsequently been taught on a wider basis. Although authorities encourage local initiatives, little action is forthcoming with regard to, for example, national curricula, sports championships, timetables, or learning materials. If the project had done more to develop relationships within education ministries it could have played a role in encouraging the adoption of effective initiatives on a wider basis. Currently few national education policies take into account the particular learning needs of vulnerable or working children or the role that education might play in improving their situation and the project did not play any role in exploring this or bringing it to the attention of policy makers.

LUTRENA has supported governments to develop their capacity to fulfil the responsibilities inherent in the conventions, and agreements that they have signed. A variety of government mechanisms have been created to fight child labour and trafficking and support child protection including National Units attached to relevant ministries in Mali, Togo and Benin and a Child Trafficking Focal Point in Burkina. Many countries, including Mali, Cote d'Ivoire and Burkina, have officially created national committees to bring together government and civil society members to inform and advice on child labour/trafficking activities. Cote d'Ivoire has *two* National Committees, one to combat child trafficking and exploitation (2001) and another to fight the WFCL through IPEC (2004). The project worked with the governments of all the countries visited during the evaluation to create, implement and monitor National Action Plans, as previously described in the section on Partnership and other forms of Collaboration under the heading "Relations with government".

So governments are gradually becoming more organised around child labour and trafficking issues but it is taking time for this to be felt on the ground. Child trafficking/labour units are developing focal points in some regions and there are attempts to structure networks of vigilance committees in areas where trafficking is perceived to be most prominent. In some countries welcome or transit centres for victims of child trafficking have been created and equipped (Mali, Togo, Benin, Ghana).

Bilateral agreements concerning the repatriation of trafficked children seem to have a high profile. The Director of Mali's National Office for Children and the Family took the evaluators to meet 26 Guinean boys aged from 6-17 who were housed in the government reception centre next to his office. They had crossed the border on foot with 4 marabouts and been stopped by security forces in a vehicle near Kita. These security agents had received government training concerning child trafficking. The Director indicated that he would personally accompany the boys back to Guinea the following day.

8. The knowledge base

The evaluation of LUTRENA's phase III that took place in 2006 found that "The *LUTRENA project had invested in research-related activities which should have generated a solid knowledge base, but had not generated the desired results by the time of the mid-term evaluation"*. LUTRENA has been responsible for extensive research and numerous studies and reports concerning many aspects of child trafficking in the countries of West and Central Africa and has certainly improved the knowledge base concerning this issue. Relevant organisations in each country are using the results of this research where it concerns their national situations but it is not very accessible in any systematic way, either via the web site or directly from project sources. While good practices have been documented it remains to be seen how this will be exploited and how IPEC will capitalise on the experience of LUTRENA. The project hasn't developed effective data collection and information technology systems concerning the children it works with but the DMBR which has already been mentioned will hopefully remedy this, not only for LUTRENA but for all IPEC projects.

9. Work with law enforcement officers

The 2006 evaluation also found that "*There was a lack of knowledge on the part of law enforcement officers in some countries on child trafficking."* LUTRENA has offered a number of workshops to law enforcement officers. **Ghana's** AP11 implemented by the Rescue Foundation trained 110 law enforcement agency personnel. In **Togo** 42 representatives of security forces, customs officers and forestry and water department agents were trained in 2006 and a manual to guide the intervention of security forces concerning child trafficking was developed. The evaluation interviewed officers in **Benin, Togo** and **Mali** who were aware of and applying child trafficking legislation. In Benin children were visited in the reception centre of the Police Child Protect Unit and gendarmes in Kolondieba in Mali showed their register of travel documents for children (which showed no entries for 2008 and only 5 for 2007). However such security forces officers are frequently posted from one place to another and it is difficult for a project to continually retrain newly arrived officers in its area. The only sustainable solution will be when trafficking legislation is part of the basic training given to law enforcement agencies by the government.

10. Children's Participation

Children themselves have been involved in "LUTRENA clubs" in many countries. These clubs have been established principally around schools with the assistance of teachers and head teachers, ranging in size from a small group of members to include the whole school. These have served to raise local awareness among parents and peers through a broad range of activities, including caravans, drama, poetry and poster design. Members also took part in events to mark significant days, such as the World Day for Child Labour. Such clubs have often enabled children to develop their leadership potential and to be involved in helping and supporting each other. National Children's Parliaments have also played a part. In **Mali,** they were involved in the awareness raising caravan organised by IPEC/Mali on 12thJune 2007 to mark World Day against Child Labour.

An account from PACF in Ghana:
One morning a schoolboy who belongs to one of the anti-child trafficking clubs spotted a woman with a child from the community waiting at the roadside apparently waiting for a lorry to be transported from the community. From what they have learnt from his club, he suspected that the child was about to be trafficked. He quickly passed word to other children who grouped together and continuously screamed "child trafficking is a crime". Their action attracted more children and even adults who started questioning the suspect on her mission with the child. The intermediary took to her heels and left the child alone.

In terms of working with children's organisations there has been some tentative collaboration with the African Movement of Working Children and Youth (AMWCY) which has played a role in some action programmes, and this has the potential to be further developed, particularly as the AMWCY is active in many countries across Africa. The project has gone a long way to involve children as active participants and IPEC can build on this to further expand the potential for children's active participation in identifying the limitations and potential of their daily lives and developing creative and resourceful strategies for change. .

Implementation and achievements: Conclusions

Despite encompassing a range of administrative and management capacities, implementing agencies made an invaluable contribution to project achievements through their technical know-how, local knowledge and previous experience. This enabled them to effectively raise awareness of child trafficking/labour issues and ensure the delivery of a variety of services to vulnerable children and their families. Training and support for new or existing LVCs established networks of local people and community, provincial and national authorities actively working to protect vulnerable children and assist victim of trafficking. This was complemented by training for law enforcement agencies and working with governments to establish and use both a national and regional legal framework. The project supported the delivery of a variety of training for adults and older children using a range of approaches and techniques. More consistent and effective use of established principals of adult learning would have helped to achieve the optimum impact.

The project enabled children to use their creativity and develop their leadership skills through participation in LUTRENA clubs. These clubs provide a good basis from which to extend the concept of children's active participation in future projects that directly concern them. If the information gathered in LUTRENA's research and reports can be effectively organised and made accessible it provides the foundation of a rich knowledge base concerning child labour and trafficking in West and Central Africa. While the sustainability of initiatives at community level is going to prove challenging, LUTRENA has succeeded in helping a significant number of children and creating the legal framework that it set out to establish.

F. Relevance, Effectiveness and Efficiency

1. Relevance

The project strategy is in line with national development efforts and the project itself has played a major role in developing national policy and practice concerning child trafficking. While LUTRENA successfully networked with other organisations to promote its objectives concerning the national and international legal framework, it did little to share experience and learn from effective approaches developed by other organisations implementing projects with the same objectives at the same time, in the same countries and funded by the same donors.

The project met the needs of child victims of trafficking through providing preferable alternatives and it helped vulnerable children to access education, at least in the short term. It took into account the

overriding poverty of the communities where it intervened through its strategy to support income generation. However it did not put the same emphasis or level of effort and resources into these initiatives as it put into tackling the legal framework, when in fact they are equally important in combating trafficking.

Communities did not always participate in the definition of their own needs and beneficiary groups were offered limited choices in terms of skills training and income generating activities. However in **Benin**, communities voiced their views in studies which showed that photography (e.g., weddings ceremonies), mechanics, hair dressing, etc. would be appropriate areas for training. These are areas that would probably have been overlooked had communities not been consulted. The confusion between child mobility and trafficking and lack of strategies that acknowledged differences between countries could have been avoided by more community based analysis and reduced application of a "one size fits all" approach.

Child trafficking is now recognised and visible in West and Central Africa and there is a legal framework in place to tackle it. Community responses have ensured that traffickers no longer target certain zones, but may have served to displace the problem to other areas that are not similarly protected. At the end of the project choices for children and their parents in project zones are still limited by a lack of access to appropriate education of quality and to income generating alternatives to improve their economic situation.

2. Effectiveness

As a whole, the project has achieved its quantitative objectives as statistics on withdrawn or prevented children show. Awareness-raising activities have resulted in increased community vigilance in the majority of the project areas. Although resources and project duration proved insufficient in many cases, all the communities concerned now perceive child trafficking as a punishable crime and the dissemination and reinforcement of legal provisions serve to deter child trafficking and demonstrate the project's effectiveness.

One of the most effective strategies for helping victims of child trafficking has been offering training and help with start up costs to establish small scale enterprises. While such training was often short lived, with minimal instruction on how to manage a business, and follow up support was often limited, the evaluators met a number of young people who were making their way in the world as a result and who were certainly better off than they would have been without project assistance. Women's groups in particular, found the training they received to support income generation very effective. Children enjoyed taking an active role and LUTRENA clubs involved in awareness-raising influenced both their young members and the communities where they operated. Training with local artisans and trades people was often particularly useful (as opposed to in a workshop established by the project) because these people felt a pride in their protégés and continue to support them after the end of the project.

Some of the recommendations from previous evaluations were followed up, but a significant number weren't. It is interesting that many seemingly good recommendations from the 2003 evaluation were not incorporated into the design of the amendment phase, for example:

- To concentrate on pilot activities in three groups of neighbouring countries (a. Mali, Burkina Faso, Côte d'Ivoire ; b. Ghana, Togo, Benin, Nigeria ; c. Cameroun, Gabon) in line with the sub regional orientation of the project and the limited resources available, which made it difficult to tackle the issues effectively in each country individually;
- To work in collaboration with specialist organisations to improve the economic situation of families and communities of children at risk, due to the enormous need and specific know-how required for this work;

- The introduction of a consolidation phase that would consider not only LUTRENA initiatives but also other IPEC activities running alongside LUTRENA in countries across the sub region.

An evaluation is an opportunity to "think outside the box" and take advantage of an external point of view that takes in the bigger picture – something that it is often difficult to do when involved in the detail and day to day experience of project implementation. The ability to do this certainly plays a role in project effectiveness and LUTRENA could probably have done more in this regard. While the 2006 evaluation clearly had some shortcomings it also made some observations that remain true in 2008 (particularly linked to monitoring) but that were not integrated into subsequent programming. The fact that the final validated report of this evaluation was only transmitted to the project office in Dakar in November 2007 and that the comments formulated when the draft was circulated were not fully integrated certainly contributed to this.

Other aspects related to the project's effectiveness are discussed in detail in previous sections of the report, so it suffices here to mention the most important. Better indicators and monitoring would enable the project team to judge to what degree they are on track and which aspects need more attention in order to reach 100% of project objectives. Longer action programmes and greater community involvement in design and decision making would enable more effective community ownership and hence more sustainable initiatives.

3. Efficiency

This evaluation has involved only the most general analysis of expenditure. The most striking point is the relatively small proportion of the budget used for direct action initiatives through APs. A very rough calculation based on the estimated costs of APs in the countries visited suggests that this accounted for less than 50% of the overall project budget. However perhaps this simply reflects the findings that education and income generating elements were given less priority than the development of a legal framework and thus the allocated resources reflect the results obtained.

There has already been adequate discussion of the delay in implementing APs and it would be possible to increase over all project efficiency by reviewing ILO administrative and decision making procedures, building time and resources for adequate training and support for implementing agencies into project design and ensuring that project teams have enough staff to do the work required.

G. Replicability and Sustainability

1. Replicability

LUTRENA initiated both tried and tested activities and innovations and there are examples from both groups that could be replicated at regional and/or national levels:

Capacity building with partners

LUTRENA worked with both more and less experienced NGOs, with government agencies and employers and workers organisations. The project provided training for all these partners to enable them to deliver services to meet the needs of vulnerable children and their parents. This reinforcement of capacity represents accumulated capital that these actors will continue to use in their ongoing activities.

Collaboration with government and unions

LUTRENA's collaboration with government enabled child trafficking to become a visible part of the national agenda and ensured that it was taken into account in both policy and practice, including sub regional cooperation. Work with transport unions was particularly impressive and this should also be

extended and replicated with other workers and employers organisations. These are permanent organisations which, once they are committed to the cause, will continue to advocate and innovate as part of their professional activities.

SPIF
The SPIF is a planning tool with great potential for use at whatever level. To more fully exploit this regional staff need to play a more operational role in encouraging and developing local initiatives that can feed into global planning.

Networking
The creation of networks of professionals (journalists, forces of law and order, magistrates and other legal professionals, teachers etc.) or networks of people in the same locality (LVCs, LUTRENA clubs etc.) is an initiative that encourages sustainability and continuity. It could be further extended to create effective advocacy and pressure groups to influence national and local decision making.

Community involvement
The enormous commitment of community level actors has created organisations that are continuing to operate after the support from the project has come to an end. People in these communities are aware of the existence of child trafficking and will continue to guard against it. In addition to the adults, many children have themselves become active in raising awareness and protecting themselves and their friends. Most of the strategies that the project used in communities could be replicated (supporting school enrolment, skills training, income generation etc.) ideally with some refinements taking into account lessons learned, principally concerning the need for strategies for sustainability.

LUTRENA clubs
There is great potential for children to play a proactive role in the fight against child trafficking and LUTRENA's clubs for children tapped into this. The idea is certainly replicable but with a number of caveats. It is important to encourage leadership, decision making and initiative so that children gain experience in organisation and taking responsibility. Schools are not always the ideal environment for a number of reasons, one of which being that club membership needs to include children who are both in and out of school. If the most vulnerable children are club members it fosters a culture of inclusiveness rather than of "us" telling "them" what is good for them. Clubs that ask members to "report" on the behaviour of other children are to be avoided because of the effect that this can have on social solidarity. In general the clubs should be set up primarily as self help groups for trafficking victims and vulnerable children, with a secondary mission to educate and inform. This helps to ensure that any assistance and support from the project goes to those who need it most.

Involving local artisans
Particularly replicable are a number of initiatives in different countries that enabled local artisans to take on individual or groups of child trafficking victims, or, more usually, children at risk of trafficking as trainees or apprentices. This enabled them to pass on their skills and show their support for young people in their communities. Lutrena funding made this possible by providing materials and payment for instruction, living subsidies for the young people concerned, supervision and support for the process as a whole, and in some cases start up costs for the young people concerned at the end of the training period. This arrangement works well because it validates locally available skills and has a degree of built in sustainability because the teachers often take on a mentoring role towards the young people which often continues after the end of the AP concerned.

2. Sustainability

Once an AP is implemented in a community the foundation stone for sustainability is in place because even when the activities come to an end the knowledge of the face of child trafficking remains. However there are a certain number of prerequisites to encourage local ownership and promote the continuation and development of services after the end of an AP. All the AP sites visited during the evaluation left an impression of premature abandonment with minimal ongoing follow up. Whether implemented by government agencies or NGOs the same explanation was given ***"The project ended***

abruptly without any provision for follow up. We are doing what we can do but we don't know how or by what means we can continue."

In reality the project did not make adequate provision for the sustainability of its initiatives at community level. The report has drawn attention to instances of children and adults finding themselves unsupported without the necessary warning or preparation, and there are many other examples that haven't been included. This is the result of APs that were too short and that didn't include sustainability among their objectives. Whatever the reasons for this, it is important to identify appropriate strategies for sustainability at the start of an intervention, so that capacity can be built from the beginning, particularly where relatively short initiatives are concerned. Some elements of such strategies were encountered on occasion and are cited below, alongside some other suggestions:

- Associating newly formed community groups (such as the LVCs) with local authorities so that they can take on a supportive role and provide resources after the end of the project. (This was seen to be operating in some cases in Burkina Faso, Benin, Togo, Cote d'Ivoire and Mali);

- Building the capacity of existing organisations (such as school management committees) that will continue to function after the end of the project using their new knowledge. (This happened in Mali);

- Providing training so that community groups know how to (i) develop a simple project, (ii) ensure that it appears in their local authority development plan and (iii) identify appropriate technical and financial partners in their locality;

- Help community organisations to develop relationships with their local education authorities so that they can get help in providing suitable formal and non formal opportunities for local children;

- Encourage local artisans and trades people who have offered skills training to older children to see this as a valuable contribution to their communities and to offer ongoing support to their trainees (this happened in Burkina Faso and Mali)

However, in contrast, at the national level the project has spared no efforts to strengthen capacity and ensure that national stakeholders, particularly governments, are in a position to take on their responsibilities as far as child trafficking is concerned, and the ILO national offices will still be around to support this, once LUTRENA is over. The project's focus on policy work has been very impressive and it is inconceivable to imagine that this will not be sustainable – the face of West and Central Africa has changed for ever in terms of trafficking policy.

IV. LESSONS LEARNED AND GOOD PRACTICES

Over the years LUTRENA has developed a considerable number of good practices and the project itself has worked hard to identify, analyse and present these. With this is in mind the evaluation is not going to attempt to replicate or summarise this work which has already been very well documented. The good practices mentioned below are a selection of those noted during the evaluation field visits and in reading the project documentation. Many concern interventions that involved a pluralist approach: multi-purpose, multi-partner, and multi-strategy.

1. Multi-purpose interventions

LUTRENA identified three crucial elements in combating child trafficking: the legal context, appropriate education or vocational training and income generation.

Improving the legal environment at national level
Effective networking has been developed between the project, other UN agencies and NGOs to advocate and lobby for laws against child trafficking to be put in place.

Education or vocational training as an alternative to education
In addition to promoting an anti trafficking legislation, LUTRENA invested considerable effort in providing children with educational opportunities. Children were helped to get birth certificates, enrolled in school, given uniforms, schoolbags, footwear, learning materials and extra lessons. Withdrawn or prevented children were closely monitored by community groups that checked on their attendance and performance. Children who have passed the age for school enrolment were offered skills training or apprenticeship opportunities in their towns and villages. Thus, children were provided with viable alternatives that significantly reduced their exposure to trafficking.

Income generation
The root cause of child trafficking is poverty. The project attempted a sustainable response to this through support for income generating activities for parents' groups, local vigilance committees and school management committees, among others. Such groups were trained in various activities and supplied with equipment such as cassava grinding mills, bread ovens and materials for soap and cosmetic production etc. The amount of money invested in income generation couldn't meet everyone's needs but it is a good practice that demonstrates how grassroots organisations can organise themselves and develop a range of activities to increase their economic potential. While the groups visited during the evaluation would have benefitted from longer support and further training and opportunities concerning micro finance this should not detract from the fact that support for income generation is essential for projects hoping to develop a sustainable response to child trafficking.

2. Multi-partner

LUTRENA is a powerful network in itself. Its interventions span 12 countries in West and Central Africa and in each country the project collaborates with partners across the spectrum of the child trafficking continuum: central political and administrative authorities, their regional and decentralised offices, international and national NGOs and institutions, grassroots organisations, trade unions with particular emphasis on transport unions, parents, teachers, and children. Implementing agencies have played a particularly important role because they were the ones who carried the project to the most remote areas.

Governments and other political authorities
The project enabled members of parliament to attend workshops where they were briefed on child trafficking. This helped the process of having laws voted in by parliaments. Ministers and their officials have piloted actions related to child labour and trafficking, including child protection, education, social work, repatriation, hazardous labour etc. Collaboration with governments enhances sustainability of project interventions, as does supporting them to establish the administrative infrastructure needed to put policy into practice.

Teachers
Teachers received training on gender issues and child trafficking and in Mali many taught the model child trafficking lesson (developed during the course of the project) to their students. Their involvement in the project enabled them to work with and understand more about excluded or traumatised children and become more proficient in their work.

Children
Children were withdrawn from trafficking and reintegrated into society – either in their community of origin or in the towns where they found themselves. LUTRENA also worked with children as active members of LUTRENA clubs. Such members were involved in local awareness-raising activities,

participated in caravans, talked to people in public places, put on drama and lead discussions on child trafficking.

The general public
Extensive and varied awareness-raising initiatives at community level have deeply transformed many people's ideas and behaviour concerning children and child trafficking. Community networks against child trafficking have been established and woman groups have been trained and are actively involved in anti-trafficking activities.

Trade unions, especially transport unions are active agents against child trafficking. They have been trained and supported for a more efficient action and continue to demonstrate their commitment to the cause.

Law enforcement agents
Training police officers, gendarmes, and customs officers to detect trafficking patterns is important and the project has organised a series of national and local workshops – but the only sustainable solution is for government to make this part of the basic training for all such workers.

3. Multi-strategy

The number and variety of stakeholders has determined the number and variety of strategies developed by the project to curtail child trafficking. Each partnership has had its own type of intervention. Some of the good practices in this sense are listed under the "Replicability" section above.

Lessons learned

The project's models of intervention have resulted in emerging good practices and important lessons have also been learned along the way. Many have been mentioned during the course of the report so, to avoid too much repetition, just two are mentioned here:

Addressing all stages of the trafficking chain
LUTRENA was designed to address both the supply and the demand for child labour and the project has succeeded in doing this through (i) working to improve knowledge and opportunity in communities that supply child labour, (ii) increasing knowledge and recognition of trafficking along identified trafficking routes and (iii) putting in place legal deterrents to trafficking. Experience has confirmed the validity of the original hypothesis but has also demonstrated that the need for viable alternatives is beyond the scope of the project to meet alone, emphasising the importance of tackling key child trafficking issues through both policy and practice interventions.

Children's rights are central to the fight to end child labour. A discussion during the evaluation stakeholder workshop made it clear that project personnel were aware of the risk that legislation to protect children from traffickers may have the effect of limiting their mobility, because, while traffickers can afford to pay bribes to access the necessary documentation, poor children and families may not even be able to afford to access it legitimately.

V. RECOMMENDATIONS

The recommendations coming out of the evaluation are addressed to different stakeholders and grouped according to the topics they concern.

For IPEC

Concerning IPEC policy:

- IPEC projects should, as a matter of policy, tackle both policy and direct action concerning not only the legal context but also appropriate education/training and income generation. LUTRENA's advocacy expertise should be adapted to lobby for inclusive education initiatives and the strengthening of non formal education policies (and the allocation of the resources to apply them) across the region, as a complementary strategy for fighting child labour and trafficking. There is a growing movement of African organisations and networks advocating for more and better non formal education and the anti-child labour lobby should join with them.

  In a similar vein, micro finance policies that make small loans available to poor people need to be pursued.

Concerning project design and planning:

- Project documents should include viable strategies for implementing the principals and practice that they state are important, such as community involvement and capacity building. This not only makes them stronger in terms of attracting funding but also ensures that projects start out with clear guidelines to steer them in the right direction.

- Projects design should identify a limited number of clearly defined and viable indicators for measuring the achievement of project objectives and the impact and potential sustainability of interventions. Qualitative indicators also need to include criteria for their measurement.

- Projects should build in mechanisms to monitor the progress of direct beneficiaries both during and after the end of the action programme concerned.

- The SPIF process might be adapted so that it can be used progressively from community level, to national level and finally at regional level, so that project and action programme objectives grow out of a bottom up process.

- There should be sufficient project personnel to adequately monitor and support action programmes in addition to their other responsibilities. This might include employing technical specialists (e.g. for education, income generation, adult learning etc.) as part of a project team. It should be recognised that capacity building is an important aspect of sustainability and sufficient time and resources need to be allocated for this when designing the project.

- In view of the time taken by administrative procedures there needs to be coherence between the start date of an activity or action programme and the time needed for the administrative cycle to run its course. It would be highly desirable to delegate more responsibility to national level so that once an AP is agreed in principal the technical details can be approved by the national coordinator.

Concerning the knowledge base:

- More research into patterns and practices of child mobility should be carried out to (i) avoid confusion between trafficking and other types of child mobility; (ii) ensure that project initiatives take into account country specific differences and (iii) ensure that activities designed to protect children from trafficking do not have any unintended adverse effects. If representatives from key stakeholder groups could be involved in such research, (e.g. representatives of the RWOGAT, AMWCY and government) it would help to ensure that the results take into account existing experience and expertise and influence practice across a wide constituency.

- The bank of information that has been created in French and English should be organised and made accessible on the LUTRENA website so that it can be widely exploited.

Concerning implementing agencies:

- Implementing agencies should be seen as more than just delivery agents for activities that IPEC does not have the resources or expertise to deliver itself. Such partnerships need to be seen as a way to build national capacity and their added value needs to be appreciated and developed. IPEC projects should consider paying national NGOs more realistic administration costs and avoid asking them for a financial contribution to project costs.

Concerning Action Programmes:

- In all future IPEC project APs involving the active participation of children, their families or other community members should cover ***a minimum of 2 years.*** Project objectives need to include sustainability in addition to numbers of children to be withdrawn/ prevented and implementing agencies should be required to identify, implement and evaluate strategies for sustainability, in collaboration with the communities concerned. Communities also need to be involved in AP conception and decision making.

- Regional initiatives should investigate the advantages of APs that intervene in more than one country;

- Training workshops need to respect adult education techniques and to involve participants in analysis and debate, based on their experience. An objective of LVC training should be to explore local concepts and beliefs and facilitate the development of child protection strategies adapted to local realities. The sharing of ideas and definitions developed by others is a legitimate part of such a process.

For donors

- Donors should consider the very real impact of short term funding commitments on the effectiveness of the initiatives they support. Short term funding limits community involvement in design and planning, it limits the time available for capacity building for community groups and networks and it limits the development and implementation of strategies to promote sustainability. If donors made a commitment to fund child trafficking/ labour projects for a minimum of four years, they would probably double the effectiveness of their input.

For governments:

- Governments, supported by ILO/ IPEC, need to ensure that the application of laws against child trafficking is monitored over the coming years to see how justice systems and law

enforcement agencies are applying the legislation and the impact it is having on children and trafficking.

For UN agencies:

- UN agencies should try to improve their collaboration for improved credibility and better use of resources;

For LUTRENA:

- LUTRENA should develop new and better indicators to measure its achievements in the forthcoming new phase funded by DANIDA;

- If the new phase is to include any direct action initiatives it should concentrate on supporting selected APs from the phase that has just come to an end. This would enable renewed support for a number of children and parents who were left on their own prematurely and would help them to either continue their education or better establish their income generating activity. This would enable the new phase to include direct action without embarking on new APs that it does not have time to implement and at the same time increase the impact of some of the support already provided.

Some overall Conclusions

This section is about the finality of LUTRENA. The previous sections have looked at project planning, management, partnerships and monitoring to examine how these aspects have enabled the project to achieve its aims. With this in mind the conclusions here concern the impact of the project and the legacy it leaves after seven years of implementation across 12 countries of West and Central Africa.

LUTRENA's major achievement is the work it has done with government ministries to put in place a legal framework to tackle child trafficking at national and sub regional levels. The project team's experience of coordinating advocacy and technical assistance to enable laws to be put in place has been a learning process for all concerned and it is important that this has been documented as one of the projects good practices.

LUTRENA also understood that it is not enough to work at the policy level but that this work needs to be informed by practice at various administrative levels and in the communities where children and their parents are directly affected by the issues concerned. Governments have been assisted to put in place or strengthen their administrative infrastructure to combat child trafficking and this aspect of the work is ongoing and will need continuing support from national ILO offices when LUTRENA is no longer present.

LUTRENA has worked with both government and non government implementing agencies at community level, facilitating communication between the two to provide services and protection for children at risk and child victims of trafficking. A range of appropriate strategies and interventions have been demonstrated, all of which can continue to be improved and refined based on experience gained during the course of the project.

LUTRENA has assisted both new and existing community organisations and worker's unions to better understand child trafficking issues and, to some extent, children's rights, and to organise themselves to discourage child mobility through raising public awareness and increasing access to school and non formal education. There has also been an emphasis on law enforcement, the recognition of child traffickers and alerting the appropriate authorities.

Children themselves have played an important role in spreading information among their families and peers. They are members of LUTRENA clubs in many countries and have been active in a broad range

of awareness raising activities. In some countries they are members of LVCs and national commissions, in the latter case as representatives of children's and young people's organisations.

As a result of its interventions LUTRENA has changed the lives of a significant number of vulnerable children and their parents through the provision of options and alternatives that they would not otherwise have had access to. After seven years it leaves a legal framework and administrative infrastructure to fight child trafficking that did not exist before, alongside greatly increased awareness of such trafficking and the associated issues that need to be addressed. The evaluation has drawn attention to a number of issues that have emerged as constraints to more effective implementation and these are addressed in the recommendations at the end of the report and also in the following sections that consider relevance, effectiveness, efficiency, replicability and sustainability looking at the project as a whole.

This brings to an end the report on the final evaluation of LUTRENA. In conclusion it can be said that the project has been at the forefront of developing a strategic framework for combating child trafficking in the region. It has demonstrated a number of strategies to contribute to the elimination of child trafficking at national and local levels. It has also begun to shape a regional approach to combating child trafficking, and this work needs to continue in collaboration with governments, other UN agencies and civil society organisations.

Annexes

ANNEX A List of Interviews, E-mail input, Meetings and Site visits

USDOL
Tanya Rasa, Africa desk officer

ILO HQ
Tite Habiyakare, Senior Programme Manager, Programme Support Unit
Mike Midling, Senior Evaluation Officer, DED
Hans van de Glind, Senior Technical Specialist, Child trafficking
Joost Koojimans, Legal Officer

ILO Regional
Dramane Haidara, Director, Regional Office for the Sahel
Jerome Heitz, Acting Chief Technical Officer, LUTRENA
Vera Perdigao-Paquete, Child Labour Specialist
Cristelle Maurin, Programme Officer ILO-IPEC

RWOGAT
Pierre Ferry, Child Protection Specialist, UNICEF WCARO
Guy Massart, Plan International, WARO
Teresa Plana, Counter Trafficking Programme Coordinator, IOM
Olivier Feynerol, Terre des Hommes **USDOL**

Fabrizio Terenzio, Regional Coordinator, ENDA Tiers Monde
Moussa Harouna, MAEJT
Niambélé, MAEJT

Stephanie BERTHOMEAV, Coopération Française, Ambassade de la France
Clair Lautier, Child Trafficking Consultant, Senegal

Benin

ILO
Florent ADEGBIDI, National Administrator
Laurette TOVALOU EKON, Programme Assistant

Police
Commissaire Topakane, Chief of the Brigade for the Protection of Minors
KODJA Vladisk, trainee police inspector

NGOs
Georges ABALLO, President CAFEB - ONG
GUEDE Olivier M., Programme Officer MJCD-ONG
DAGBA Elioun, AP coordinator, MJCD-ONG
Roch MAKFORIKAN, Project Officer, Drop in centre
Director, Tomorrow's Children

Ministry of the Family and the Child

Sylvie Flore ADANHODE, Assistant Director, Childhood and Adolescence,

OBISACOTE
ASSOGBA M. Innocent, Observatoire Intersyndical de Suivi de l'Application des Conventions de l'OIT sur le Travail des enfants au Benin

Burkina Faso

ILO
Mme Ouédraogo Mariama, LUTRENA National Coordinator
Ouédraogo Ismaël LUTRENA, financial assistant

SNTRV-B Transporters Union (Syndicat National des Transporteurs Routiers/Voyageurs)
Mr Kéré Bonaventure, President
Nassouri Ibrahim, Driver, Fada N'Gourma
Combary Bouldia, Driver, Fada N'Gourma
Sanogo Mamoudou, Union Official, Fada N'Gourma
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Mme Ouédraogo Bernadette, President
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Yoda Moussa, Regional Director
Nikiéma Edouard, social worker
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Mme Yaméogo née Nongerma Bernadette, Prefect of Dissin
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Boucary Togo, Director of the National Child Labour Unit (CNLTE)

Ministry of Women, Children and the Family
Alou Barry, Director, National Office for the child and the Family
Madame Coulibaly Sadio Diaby, Director, Regional Office for the Child and the Family
Sira Moussa Kéita, Divisional Chief

Cheick Omar Diarra, Chid Protection administrator, UNICEF
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Personnel des AE : Communauté Abel, MIFAS, AIECA

Togo

Directeur Préfectoral de l'Action Sociale Sokodé
Directeur Préfectoral de l'Action Sociale Pagouda
Président du tribunal de Sokodé
Responsable de la Commission Nationale, Lomé
Administrateur National du projet
Coordonnateur du PA6
Sous-Préfet d'Akébou
Commissaitre de Police

ANNEX B Terms of Reference

International Programme on the Elimination of Child Labour

ILO/IPEC

Final TOR and basis for contract
03 March 2008

March 2008

Terms of Reference
For
Independent Final Evaluation of LUTRENA PROGRAMME
Combating the trafficking of children for labour exploitation in West and Central Africa
DANIDA, USDOL, USDOS Components

ILO Project Code	**USDOL :** RAF/01/P53/USA RAF/01/P51/USA RAF/04/P58/USA **USDOS :** CMR/04/P50/USA BKF/04/50P/USA **DANIDA :** RAF/01/07P/DAN
ILO Project Number	P.250.03.100.053, P.250.07.100.058, P.250.07.100.051
ILO Iris Code	11574, 12473, 12525, 12316, 11567, 12315
Countries	Benin, Burkina Faso, Cameroon, Cote d'Ivoire, Gabon, Ghana, Guinea, Mali, Níger, Nigeria, Senegal and Togo
Duration	83 months
Starting Date	USDOL: July 2001 DANIDA: April 2004 USDOS: March 2004
Ending Date	USDOL: December 2007 DANIDA: April 2008 USDOS: December 2006
Project Language	English/French
Executing Agency	ILO-IPEC
Financing Agency	US DOL, US DOS, DANIDA
Donor contribution	USDOL: US $ 9,279,154 DANIDA: US $ 6,327,064 USDOS: US $ 608,640 TOTAL : US $ 16, 214,858

I. Background and Justification

1. *The International Programme on the Elimination of Child Labour* (IPEC) is a technical cooperation programme of the International Labour Organization (ILO). The aim of IPEC is the progressive elimination of child labour, especially its worst forms.

2. *Development partners*. IPEC uses the ILO's tripartite approach, which seeks to engage governments, employer organisations and worker organizations toward the goal of ensuring decent working conditions. The political will and commitment of governments and social partners, including non-governmental organizations and other relevant parties, is the basis for all ILO/IPEC action. IPEC provides a variety of technical assistance to its development partners working toward the elimination of child labour. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.

3. *Integration of child labour interventions within the context of decent work*. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards is meant to guarantee decent work for all adults. ILO decent work country programmes (DWCP) provide a mechanism for focusing on priorities agreed on between the ILO and national constituent partners within broader UN and international development contexts. DWCPs focus on priorities, operational strategies as well as a resource and implementation plans that complement and supports partner plans for national decent work priorities. Further information is available at: http://www.ilo.org/public/english/decent.htm.

4. The programme *Combating the Trafficking of Children for Labour Exploitation in West and Central Africa* (LUTRENA) is a multi-donor funded programme covering 12 countries in West and Central Africa, of which 7 West African countries are to be covered in the current evaluation.

5. The first phase of this programme, with United States Department of Labor (USDOL) funding, started officially in July 2001, and substantive activities were initiated in November 2001. The Danish International Development Agency (DANIDA) support for the programme started officially in February 2004. The end date of the USDOL LUTRENA programme was December 31, 2007 and the scheduled end date of DANIDA's program is end date is April 30, 2008. Through DANIDA, USDOL, and United States Department of State (USDOS) funding the LUTRENA programme has covered 12 core and non-core countries in the following manner:

6. **USDOL Component covers 10 countries**
   6 core countries: Benin, Burkina Faso, Ivory Coast, Gabon, Mali, and Togo
   4 non-core countries: Guinea, Niger, Nigeria and Senegal

7. The last available USDOL–LUTRENA technical progress report (TPR) covering March 2007 – August 2007 reports that during this period, 237 children were withdrawn from trafficking following the provision of education and/or training services bringing to 2,608 the total number of children withdrawn since the start of the current (amendment) phase of the project. 1,607 children were prevented from trafficking following the provision of education and/or training services bringing to 5,730 the total number of children prevented since the start of the current phase of the project. With these results, the project continues to surpass both its targets (860 withdrawn, 3440 prevented). 36,128 children have been assisted by the project since the start of the previous phase of the project in 2001 of which 9,552 withdrawn and 26,576 prevented. During the reporting period, the programme benefited 9,398 children (including 4,158 girls and 5,240 boys) and 1,167 services have been delivered to adult members of the children's families.

8. **DANIDA Component covers 7 countries**

DANIDA joined the LUTRENA programme in 2004 to strengthen existing activities in Benin, Ghana, and Burkina Faso. In February 2007, DANIDA added Ivory Coast, Guinea, Mali and Togo for a total of 7 countries.

9. The March 2007 LUTRENA-DANIDA technical progress report covering the period between January 2006 to December 2006 reported that in the three countries covered at the time, the programme benefited 2,803 children (including 1,218 girls and 1,585 boys). 1,492 children were withdrawn from trafficking (633 girls and 859 boys) and 1,311 children were prevented from being trafficked (585 girls and 726 boys). The above achievements have culminated in 9,455 assisted children of which 3,810 were withdrawn and 5,645 prevented. The targets of both 600 children withdrawn from trafficking and 2.500 prevented were reached and even largely surpassed.

10. **USDOS Component covers 3 countries**
    2 core countries: Burkina Faso and Cameroon with a USDOS component in Cote d'Ivoire added in 2006.
11. USDOS support for the LUTRENA programme began in May 2004 in Cameroon and December 2004 in Burkina Faso.

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

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

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

15. The programme consists of a comprehensive programme in each of the programme countries, implemented in stages, aimed to contribute to the effective prevention and abolition of trafficking in children for exploitative employment in West and Central Africa, considered one of the worst forms of child labour. The components consist of:
    - Institutional development.
    - Direct action.
    - Research, documentation and monitoring.
    - Sub-regional cooperation and joint action.

    .
16. The components support the programme's development objective, which is to contribute to the effective prevention and abolition of trafficking in children for exploitative employment in West and Central Africa, considered one of the worst forms of child labour. The programme as a whole has six strategic axes:
    i. Legal environment at national level to become more favourable;
    ii. Capacity of governmental and non-governmental organizations strengthened;
    iii. Action programmes to the prevention and rehabilitation of child victims of trafficking implemented;

iv. Knowledge on child trafficking is enhanced;
v. Networks of child labour advocates and programme implementers strengthened; and
vi. The model for bi-multilateral coordination mechanisms for prevention of trafficking of children developed and functional in selected countries.

17. For DANIDA components, the immediate objectives of the programme are as follows:

    i. The demand side of the trafficking problem is being addressed by key stakeholders at the national, regional and local level.

    ii. 600 trafficked boys and girls entrapped in exploitation and withdrawn are provided with a range of services leading to their sustainable reintegration.

    iii. 2500 boys and girls and 2500 adult family-members in trafficking-prone high risk areas are being provided with viable educational and socio-economic alternatives to reduce their vulnerability to child trafficking.

    iv. The legal environment at national level is more favorable to implement actions against child trafficking and the capacity of government and non-governmental organizations to address the issue will be strengthened.

18. For USDOL components, overall objectives of the programme since its inception 2001 were as follows:

    i. The legal environment at national level is more favorable to implement actions against child trafficking and the capacity of government and non-governmental organizations to address the issue will be strengthened.

    ii. Direct action programmes aimed at the prevention and rehabilitation of child victims of trafficking in participating countries will have been established and an estimated 9,000 children will have been rescued / rehabilitated while a much larger number (approximately 18,000 children) will have been prevented from being trafficked.

    iii. Knowledge on child trafficking in the sub-region will have been enhanced and the network of child labour advocates and programme implementers will have been strengthened.

    iv. A model for bilateral coordination mechanisms for prevention of trafficking of children, withdrawal from labour exploitation and reintegration will have been developed and functioning in selected countries.

19. Since 2004, the USDOL component has had the three immediate objectives:

    i. *Addressing the Demand for Boys and Girls.* The demand side of the trafficking problem is being addressed by key stakeholders at the national, regional and local level.

    ii. *Addressing the State of Exploitation*. 860 boys and girls have been withdrawn and provided with a range of services leading to their sustainable reintegration.

    iii. *Addressing the Supply of Boys and Girls.* 3440 boys and girls and 3440 adult family-members in trafficking-prone high risk areas are being provided with viable education and socio-economic alternatives to reduce their vulnerability to child trafficking.

20. USDOS objectives for Burkina Faso were to care for, train and rehabilitate 70 ex-child trafficking victims; document trafficking through and audiovisual documentary to sensitise, national and international opinions; and translate national law against child trafficking in different national languages and make these available and explained to the population.

21. The programme office was originally established in Abidjan, Ivory Coast. Due to the political instability in this country, the programme was relocated to Dakar, Senegal, at the beginning of 2003.

22. Technical and strategic work undertaken by LUTRENA has involved several activities, which were undertaken in coordination with ILO Regional and Area Offices, national stakeholders and social partners, and UN agencies. Bilateral and multilateral agreements of cooperation against child trafficking have been signed in the sub-region with the technical and financial cooperation of the

programme. At the regional level, LUTRENA also promoted consultations on good practices and lessons learnt at sub-regional level and designed a specific child trafficking monitoring system to be implemented by implementing partners and local surveillance committees (comités locaux de vigilance - CLV) and community-based networks (réseaux communautaires).

23. During 2006, emphasis was placed broadly on creating and raising awareness, school enrolment and retention, community vigilance and surveillance, organization and mobilization of communities to support schools, strengthening of Parents and Teachers Associations, rescue and reintegration/rehabilitation training of personnel of security agencies and protection/legislation and awareness raising on the human/child trafficking laws. Two important policy documents were also developed in coordination with UN and NGO partners: "Guidelines for the protection of the rights of child victims of trafficking" and a "Model bilateral agreement on cooperation and mutual legal assistance in protecting children from trans-border trafficking."

24. Since March, 2006, a LUTRENA website (www.lutrena-ipec.com) became operational. The site provided access to programme level information as well as on child trafficking in West and Central Africa, and served as an access point for French language documents on child labour in Francophone Africa and included links to other ILO/IPEC websites as well as those of other organizations seeking to promote the fundamental rights of children in the sub-region. The web site was designed to offer an interactive medium for interagency dialogue and for LUTRENA's partners. The website was the first of its kind in West and Central Africa and the first French language website on the continent that deals with the subject of child trafficking. According to the former CTA, this website is no longer active.

Previous and Ongoing Evaluations

25. There have been two independent interim evaluations of the LUTRENA programme. Also, another phase of this current final global LUTRENA evaluation, which is being funded by USDOL, is currently being undertaken.

26. The first of these interim evaluations took place in 2003, on Phase II of the USDOL component (RAF/01/53/USA, P.340.01.100.053), found that the programme had been able to mobilize the necessary stakeholders on all levels, had developed a series of original approaches to raise the awareness of the general public, had supported the participation and contribution of the countries to the sub-regional process of harmonizing national legislations, and the programme had successfully been able to support concrete field activities including several good pilot experiences in the field of reintegration and support of children to their families. The evaluation further made several recommendations which were discussed by stakeholders and considered in the USDOL project addendum of 2004.

27. The second interim evaluation, conducted in 2006, found that within the overall context of combating child trafficking, LUTRENA contributed positively in mobilization of actors at various levels, harmonization of national legislation; and the implementation of concrete positive actions. In its role in poverty reduction, evaluators found that the programme, which does not have extensive capacity in this area, might better have teamed with other organizations in such domains as income-generating activities. The evaluation also found that there were insufficient statistics on child trafficking at the programme level and made recommendations on improving child trafficking monitoring.

28. The current evaluation described in these TORs is expected to build on the final evaluation of the USDOL component of LUTRENA. The final USDOL evaluation consists of a brief desk review of project documents, telephone interviews with project staff in the countries of implementation, consultation with the program, and ILO IPEC regional staff. The USDOL report is expected to be finalized in March/April 2008.

29. IPEC's Design, Evaluation, and Documentation (DED) section uses a participatory consultation process with key stakeholders to determine the nature and specific purposes of evaluations. The present terms of reference is based on inputs received in the course of this consultative process. This final evaluation is an independent, external evaluation managed by IPEC's Design, Evaluation and Documentation section (DED) and implemented by consultants with no prior involvement in programme operations. More information on IPEC's specific approach to evaluation can be found

in Process of Managing Evaluations in IPEC and in Evaluation and the Project Cycle in IPEC, which are included in the consultant briefing packet.

II. Scope and Purpose

30. **Scope**

31. The current evaluation is the final evaluation for all of DANIDA, USDOL and USDOS components and action programmes in six LUTRENA countries, namely Benin, Burkina-Faso, Ghana, Ivory Coast, Mali, and Togo. Activities and action programmes within five other countries covered by the LUTRENA programme, i.e. Cameroon, Gabon, Niger, Nigeria, and Senegal, have been essentially closed-out, and Guinea was a non-priority country for USDOL and has only recently added to the DANIDA programme. These latter six countries will therefore not be specifically covered by the evaluation. However to the extent that activities and results within these latter countries are important for understanding the programme as a whole, reference can be made to them in the evaluation report.

The countries covered by **site visits in the proposed evaluation** are marked with **a bold x**

	DANIDA 2004+	DANIDA 2007+	USDOL Priority	USDOL Non priority	USDOS
Benin	**x**		**x**		
Burkina Faso	**x**		**x**		**x**
Cameroon					x
Gabon			x		
Ghana	**x**				
Guinea		x		x	
Côte d'Ivoire		**x**	**x**		**x**
Mali		**x**	**x**		
Niger				x	
Nigeria				x	
Senegal				x	
Togo		**x**	**x**		

Six of seven DANIDA countries
Five of six USDOL priority countries
Two of three USDOS countries (CDI added in 2006)

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

33. **Purpose**

34. The purpose of the evaluation is to document and analyse the extent to which the programme achieved its stated objectives; contributed to the development of a strategic framework for child trafficking; the specific contributions it has made to the elimination of child trafficking in the region, and its contribution to shaping a regional approach to combating child trafficking. While considering the programme as a whole, the evaluation should also assess the linkages and synergies between individual programme components.

35. The intended audiences for this evaluation are project implementers, including IPEC management, ILO technical advisors in the field, and partner organizations, donor agencies; and other key national and international stakeholders. The results of this study will also be used to document lessons learned and good practices for application in future IPEC projects and to inform the strategic planning for any subsequent programme phases.

36. The time period covers the period from initial start-up and implementation in 2001 through the present.

III. Suggested Aspects to be Addressed

37. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations," 2006. These concerns are further elaborated the "Preparation of Independent Evaluations of ILO Programmes and Projects," 1997. For gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, 1995. Further information on the ILO's gender approach is also available at www.ilo.org/gender.

38. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, ILO Guidelines, specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and OECD/DAC Evaluation Quality Standards.

39. In line with the results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results. This should be done by addressing key questions related to the evaluation concerns as well as the achievement of the programme's immediate objectives using data from the logical framework indicators.

40. The suggested aspects for the evaluation to address are given below. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section. It is not expected that the evaluation address all of the aspects below. The evaluation instrument prepared by the evaluation team will indicate if there are other specific aspects to be addressed. However, one required aspect of this evaluation is that beneficiary interviews be conducted in site visit countries.

41. **Programme design and planning**
    - Were the objectives of the programme realistic? To what extent did programme design take into account the validity and practicality of institutional arrangements, roles, capacity and commitment of stakeholders in each country? Was available information on the socio-economic, cultural, and political situation in the countries adequately considered and reflected in the design of the programme?

    - To what extent did the programme's logical framework successfully link inputs, activities, outputs and objectives? Analyse the internal logic of national logical frameworks as well as programme frameworks and work plans at the regional programme level.

- How well did the programme design take into account existing capacity to address these issues and existing efforts to address child labour and/or child trafficking?

- To what extent were assumptions and external factors adequately identified at the time of design? Assess whether the problems, needs, constraints, resources and access to project services by the different beneficiaries were sufficiently identified analyzed.

- How useful was the strategic programme impact framework (SPIF) process, particularly the one conducted in 2004 that sought to integrate major donor components into a coherent strategic framework? As a result of this process, was the programme able to identify and forge useful links with other relevant interventions? How successful was this process in harmonizing various immediate objectives into a coherent framework of action?

- Did the programme documents include sufficient useful information on previous evaluations, existing knowledge, good practices, or lessons learned from previous experience? To what extent was this existing knowledge incorporated in the programme design?

- Did the programme documents provide adequate guidance on how the intervention would address relevant gender issues within target groups?

- Was the distinction between core and non-core countries appropriate given the programme context? Did the programme design allow for 'non-core' countries to be effectively integrated into the programme? Given overall funding levels, what alternative approaches may have been appropriate?

- What were the advantages and disadvantages of a regional programme design? Was the regional approach the most effective way to achieve the programme's objectives? Evaluators may wish to explore the potential trade-offs between the benefits of sharing information and practices on child trafficking—particularly given the trans-national nature of trafficking—with the challenges of managing such a programme.

42. **Management and administration**

- Discuss relevant details related to programme set-up and implementation, including: any contextual factors that may have contributed to modifications from originally proposed timelines or approaches.

43. **Partnerships and other forms of collaboration**

- Assess the capacity of the partner organizations, particularly implementing agencies, in terms of the quality of the human resources, learning capacity, awareness of gender issues, and strategies to eradicate child trafficking. What contributions did partnerships make toward achieving the programme's strategic objectives? Alternatively, did the lack of viable partnerships hinder the programme's ability to achieve certain objectives? In which instances were partnerships more/less effective?

- How effective were capacity-building efforts in ensuring that implementing partners provided a good level of services to direct beneficiaries?

- Examine networks, partnerships and collaboration in the different countries related to the programme; consider especially the coordination and information sharing between other ongoing ILO/IPEC efforts underway in West Africa, including time-bound programs, and other regional programmes such as the Francophone Africa project supported by the French government. Examine also the degree to which child labour and trafficking are integrated into decent country work plans.

Some ILO programs in the six covered countries

	Other IPEC / Funder	Decent Work Country Programme Document
Benin	Contribution to the abolition of child labour (CL) in Francophone Africa /France	
Burkina Faso	CL Francophone Africa /France	*Programme pays pour un travail décent* 2006 – 2007 (May 2007)
Côte d'Ivoire		
Ghana	Project of support for time-bound programme (POS-TBP)/USA	Decent work country programme for Ghana (2006 – 2009) Draft (June 2006)
Mali	CL Francophone Africa /France; POS-TBP/USA	*Programme par pays pour un travail décent -Mali* (April 2007)
Togo	CL Francophone Africa /France	

- Was the programme able to leverage resources (e.g., by collaborating with non-IPEC initiatives, governments and other partners)?

- How effective were programme efforts in working with local partners and institutions in raising awareness of the issues related to child trafficking? To what extent have these issues been 'mainstreamed' into broader national development programmes such as poverty reduction strategy papers (PSRP) or education for all (EFA) planning?

- To what extent did the programme forge effective working relations with governments? To what degree was there variation among countries, and why?

- Review the level of community, parent and teacher interest and participation in programme activities. Has their commitment to the programme evolved over time?

44. **Monitoring**

- How useful are programme indicators?

- Are the means of verification for monitoring valid?

- Is monitoring data readily available? Are they useful in assessing programme performance? To what extent is the monitoring data complete enough to allow future evaluators to follow up on individual beneficiary impacts after the programme's completion? Are data sufficiently disaggregated by gender, age, type and duration of interventions, and other important variables?

- Assess the degree to which project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour/trafficking.

45. **Programme implementation and achievements**

- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed action programmes.

- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the programme.

- Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child trafficking?

Services for direct beneficiaries

- Were the criteria for selecting programme beneficiaries specific enough to ensure that those most in need of services received them? Did the intervention reach the expected target populations? What could the programme have done to better target intended beneficiaries?

- What types of strategies were used for delivering programme services to the different target groups?

- How have the lives of direct beneficiaries changed as a result of programme participation? Please note that an evaluation of this nature cannot determine whether changes in children's lives are directly attributable to the project, but that some preliminary conclusions can be drawn. The evaluator should note this limitation in the evaluation report when making such conclusions.

- To what extent have various elements of action programmes (e.g., type, duration, or quality of services), affected direct beneficiary outcomes?

- Were the strategies culturally and gender sensitive given local and national contexts?

Policy

- How has the programme, as in line with the ILO Conventions on Child Labour (C. 138 and C. 182), fit within national development, education, child protection, and anti-poverty efforts, and within existing policies and programmes on child labour /child trafficking and interventions carried out by other organizations?

- What have been the most important outcomes at the level of national policy? Have changes in policy had an impact on the ground in terms of services available to direct beneficiaries? Alternatively, have action programmes designed to benefit direct beneficiaries influence policy?

46. **Relevance**
- How does the programme strategy fit within national development efforts, existing policies and programmes on child labour and trafficking and interventions carried out by other organizations?

- Did the strategy address the different needs and roles, constraints, access to resources and access to programme services of women and men, boys and girls, in the target group?

- How, if at all, did different beneficiary groups participate in the definition of their own needs? To what degree did the programme respond to the real needs of beneficiaries?

- To what degree do the problems and needs that gave rise to the programme still exist, and to what degree has the situation changed over time?

47. **Effectiveness**
- To what extent has the programme and component action programmes (AP) achieved stated objectives?

- Of the different strategies used for delivering programme interventions to the different target groups, which types of interventions were more effective? Which were less effective? How did the contexts in which the programme operated affect effectiveness?

- How were the recommendations from previous evaluations followed up by the programme? Were the lessons learned from previous evaluations successfully incorporated by modifications to programme design?

48. **Efficiency**
- How do the allocated resources compare with the results obtained?

- Were objectives achieved on time?

- Was the programme implemented in the most efficient way compared to potential alternatives?

49. **Replicability**

- Which elements of the LUTRENA programme, and the models of interventions from country-level action programmes, are replicable in the regional context and under what circumstances?

50. **Sustainability**

- What steps have been taken to ensure sustainability of programme components? Were plans for a phase-out strategy in various programme components addressed throughout implementation?

- Has the programme sufficiently strengthened the capacity and knowledge of national stakeholders to encourage programme 'ownership' by partners?

- To what extent has the programme's focus on policy work helped to ensure the sustainability of its efforts?

- Are child labour and child trafficking monitoring systems likely to be sustainable in each of the programme countries?

51. **Potential good practices**

- Identify potential good practices and models of intervention that have emerged from the LUTRENA programme.

52. **Special aspects to be addressed**

A consultant is currently conducting a desk review and interviews on some specific aspects of the programme in the context of the USDOL-funded final evaluation, and it is expected that relevant findings from that review will be integrated into the current phase of the evaluation. In addition, some of the questions that we encourage evaluators arise from findings from the 2006 evaluation:

- **Previous finding:** *The programme lacked basic information to conduct proper monitoring, including up-to-date statistics on child trafficking victims, training activities, and the number of children withdrawn or prevented from exploitative work through the provision of educational or training opportunities and schooling.*

- To what extent does this problem still exist? If the problem still exists, what can IPEC do to better ensure that this information is better collected and used in the future?

- **Previous finding:** *The LUTRENA program had invested in research-related activities which should have generated a solid knowledge base, but had not generated the desired results by the time of the mid-term evaluation.*

- Does the programme show evidence of a solid knowledge base? If it doesn't, what are the reasons that have prevented its development? To what extent are data collection and information technology systems developed through the programme appropriate for stakeholders at various levels?

- **Previous finding:** *There was a lack of knowledge on the part of law enforcement officers in some countries on child trafficking.*

- To what extent, if at all, has this issue been addressed in subsequent years of activity?

- **Previous finding:** *There were difficulties in establishing collaborative efforts between LUTRENA and some other international development partners and projects.*

- To what extent has these difficulties been overcome?

IV. Expected Outputs of the Evaluation

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

- A desk review of programme related documents
- An evaluation instrument prepared by the team leader including interview guides and a detailed methodological plan for data collection
- Field visits by the evaluation team to six countries (Benin, Burkina-Faso, Ghana, Ivory Coast, Mali, and Togo)
- Preparation and facilitation of a two-day evaluation workshop in a location to be determined
- Draft evaluation report integrating inputs from stakeholder workshop prepared by the team leader and regional consultant
- Final Report including:
  - ✓ Executive Summary with key findings, conclusions and recommendations
  - ✓ Clearly identified findings
  - ✓ Clearly identified conclusions and recommendations
  - ✓ Lessons learned
  - ✓ Potential good practices and effective models of intervention.
  - ✓ Appropriate annexes including present TORs
  - ✓ Standard evaluation instrument matrix

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

55. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

56. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

57. The following is the proposed evaluation methodology. The evaluation team can propose changes in the methodology, provided that it is warranted by the research and analysis, that the indicated range of questions is addressed, that the purpose of the evaluation is maintained, and that the expected outputs are produced at the required level of quality. Any suggested changes should be discussed with, and approved by, DED.

58. The evaluation team will be asked to use the standard evaluation matrices that ILO/IPEC has developed for documenting and analyzing achievements of the programme and contributions of action programmes to the programme. The evaluation team may also use any other instruments that they see appropriate for this exercise.

59. As a general matter, the use of participatory methods for data gathering and analysis is strongly recommended. In interviews, focus groups, etc., the evaluation team should solicit the opinions of a representative sample of stakeholders, including children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, child labour monitoring committees (*comités locaux de vigilance*), legal authorities, trade unions and NGO officials, the action program implementers, and IPEC staff regarding the programme's accomplishments, program design, sustainability, and the working relationship between IPEC and its partners. Interviews with direct beneficiaries, primarily children but also parents, are required by this evaluation.

60. The evaluation will include a review of relevant project documents, progress reports, previous evaluation reports, outputs of the programme and action programmes, results of any internal planning processes in the countries, relevant materials from secondary sources and previous evaluations, including the 2006 English version of a mid-term evaluation report. During this period, evaluation team members will also interview donor representatives, staff at IPEC HQ, and ILO/IPEC regional staff involved with the programme. The team leader will also confer with the consultant currently conducting documentary reviews in order to gain a maximum of information on the programme and to avoid duplication of effort. Also, to the extent possible, the team leader will integrate any information from a study on the direct beneficiary monitoring and reporting (DBMR) system that will be conducted during the same time frame as the evaluation described in these TORs.

61. At the end of the desk review period, it is expected that the team leader will prepare a brief document indicating the methodological approach to the evaluation and evaluation instruments, to be discussed and approved by DED prior to the commencement of the field mission.

62. The evaluation will include field visits to six of the twelve countries covered by the programme and distance interviews with key stakeholders in a seventh country.

63. The team leader and regional evaluator will begin with a two-day coordination meeting and technical and logistical briefing with the LUTRENA programme's chief technical advisor (CTA) in Cotonou, Benin followed by joint field visits in Benin. After the first field visits in Benin, the team leader and regional evaluator will hold a debriefing session to make any modifications necessary to site visit protocols and data collection methodologies. The team leader and regional evaluator will also participate in a briefing session with program staff and LUTRENA country representatives in Burkina Faso as part of a region-wide workshop, and in a briefing session with ILO/IPEC staff and regional committee members in Dakar.

64. The team leader will make subsequent site visits in Burkina Faso and Mali accompanied by one national evaluator in each of those countries. In addition to the site visits in Benin and attendance at the briefing in Burkina Faso, the regional evaluator will make subsequent site visits to Ghana and Togo, accompanied by one national evaluator in each of those countries. National consultants will typically accompany the team leader or regional consultant, but in some cases may also conduct independent visits. Whenever possible given time and logistical constraints, small workshops or debriefings may be held with stakeholders in site visit countries.

65. A regional stakeholder workshop will be organized for April 2008, after field visits have been completed. Participants at these workshops will include the programme management from the different countries in the sub-region and national stakeholders (potentially relevant Ministries, social partners, implementing agencies, other UN system organizations present in the field). During this evaluation workshop, the evaluation team will discuss its preliminary findings and gather further stakeholder comments and suggestions.

Summary of the evaluation methodology by country

Country	
Team Leader	
Benin	Briefing with chief technical advisor, Joint site visit with regional evaluator
Burkina Faso	Briefing with programme representatives during a regional workshop followed by site visits with national evaluator
Mali	With national evaluator
Senegal	Briefing with regional ILO/IPEC staff and regional committee
Regional Evaluator	
Benin	Joint site visit with team leader
Burkina Faso	Briefing with programme representatives during a regional workshop
Ivory Coast	With national evaluator
Togo	With national evaluator
Ghana	With national evaluator
Team Leader and Regional Evaluator	
Lieu TBD	Stakeholder workshop

Composition of the evaluation team

66. The evaluation team will consist of seven evaluators that previously have not been involved in programme operations: a team leader, a regional evaluator, and 5 national evaluators. Two key members of the evaluation team, namely the team leader and the regional evaluator, will divide tasks between two distinct sub-regions covered by the programme: Sub-Saharan Africa, namely Mali and Burkina Faso and Coastal Western Africa, namely Benin, Togo, Ghana, and Ivory Coast. National evaluators will be recruited for work in Burkina Faso, Ivory Coast, Mali, Togo, and Ghana. Because of security considerations in the Ivory Coast, which prevent international consultants from travel, all site visits in that country will be conducted by a national consultant.

67. The team leader, with substantial input from the regional evaluator, will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines. National evaluators are expected to contribute country-specific reports that will be reviewed by the team leader and regional coordinator, and synthesized for the final report. These country reports may also be included as annexes to the final report. In the case of Benin, the regional evaluator and the team leader will have joint responsibility for drafting a country report, and may wish to share this with national evaluators as a model report.

68. The background of the evaluation **team leader** should include:
    - Relevant background in social development
    - Relevant regional experience
    - Extensive experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects in the international context
    - Extensive experience in evaluations in the UN system or other international contexts
    - Experience in the area of children's issues, including child labour and child trafficking issues, and rights-based approaches in a normative framework.
    - Experience at policy level and in the area of education and legal issues would also be appreciated
    - Familiarity with and knowledge of specific thematic areas
    - Fluency in English and French and possibility to facilitate workshops in both languages
    - Experience facilitating workshops for evaluation findings

69. The background of **regional evaluator** should include:
- Relevant background in social development
- Extensive experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects in the international context.
- Extensive experience in evaluations in the UN system or other international context
- Relevant regional experience preferably prior working experience in the sub-region
- Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
- Experience at policy level and in the area of education and legal issues would also be appreciated
- Familiarity with and knowledge of specific thematic areas
- Fluency in English and French and possibility to facilitate workshops in both languages
- Experience facilitating workshops for evaluation findings

70. Evaluation **team members** (national evaluators) experience should include:
- Relevant background in social development
- Experience in design, management and evaluation of development projects
- Working experience in the programme countries to be visited
- Fluency in English for evaluation team member working in Ghana and fluency in French for other evaluation team members
- Experience in analysis and report writing in a development context

71. The **evaluation team leader** will be responsible for:
- Undertaking a desk review of the project files and documents,
- Conducting a telephone briefing with IPEC DED, Geneva and as appropriate have telephone discussions with officers from DANIDA, USDOL, USDOS, and ILO/IPEC headquarters
- Developing evaluation instruments and a format for the national reports to be written by the evaluation team members
- Preparing for and participating in an evaluation meeting with the regional evaluator and the programme's chief technical advisor (CTA) in Cotonou at the outset of the evaluation.
- Conducting site visits in Benin with the regional evaluator and, with the participation of the regional evaluator, writing a country report to serve as a guide or model for other national reports
- Modifying evaluation instruments and national country report outlines based on first site visits
- Determine the division of final report writing tasks (e.g., themes and/or sections) in consultation with the regional evaluator
- Undertaking field visits to Burkina Faso and Mali and supervising the national report writing for these countries
- Facilitating a two-day evaluation workshop in Senegal or Benin
- Drafting the evaluation report incorporating inputs from evaluation team members
- Finalizing the report with stakeholder comments
- Reviewing and providing input into translation of the final report

72. The **regional evaluator** will be responsible for:
- Undertaking a brief desk review of the project files and documents
- Participating in an evaluation meeting with the team leader and programme's chief technical advisor (CTA) in Cotonou at the outset of the evaluation
- Conducting site visits in Benin with the team leader and contributing to the writing of a country report to serve as a guide or model for other national reports
- Assisting the team leader with modifications of evaluation instruments and national country report outlines
- Assisting the team leader in the modification of evaluation instruments and a format or model report for the national reports to be written by the evaluation team members
- Undertaking field visits in Togo and Ghana and supervising the writing of national reports in these countries and the report by the national consultant in the Ivory Coast
- Participating and provide support to the team leader in debriefing workshop in Senegal
- Drafting sections of the evaluation report incorporating inputs from evaluation team members
- Assisting the team leader in finalizing the report
- Reviewing and providing input into translation of the final report

73. The five national evaluation team members will be responsible for:

- Undertaking a desk review of the programme files and documents with particular emphasis on country-specific documents
- Accompanying team leader or regional evaluator on field visits and conducting independent site visits as appropriate.
- Drafting country-specific reports under supervision of team leader or regional evaluator based on standard format stipulated by evaluation team leader. Reports should include findings from the field visits and desk review and should be submitted to the team leader and regional evaluator for synthesis in the final report.
- Preparing PowerPoint slides for use in the evaluation workshop.

74. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of programme offices in Dakar. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

75. It is expected that the evaluator will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

76. **Timetable and Workshop Schedule**

77. The total duration of the evaluation process including submission of the final report should be within one month from the end of the stakeholder workshop.

78. The evaluation, including stakeholder workshop, will take place from February 20th through April 18, 2008.

79. The provisional evaluation timetable is as follows:

Potential site visits

Benin: Zakpota, Agbangnizoun, So Ava, Kpomasse, Dangbo

Burkina Faso: Ouagadougou, Fada, Ioba

Côte d'Ivoire: Dabou, Cocody, Bonoa, Grand Bassam, Mafere, Abouasso, Abobo, Région d'Issia

Ghana: Greater Accra (Ga West District) visits, Visits with partners (UNICEF, MOWAC, IOM, Ministry of Employment), Kumasi, Tamale

Mali: Bamako, Kolondieba, Koutiala, Koulikoro

Togo: Primarily Lomé, with some visits to early implementing partners (TBD)

WEEK	DATES	Team Leader	Regional Consultant	National Consultants				
				Ghana	Togo	CDI	Burk	Mali
1	25-29 Feb	Desk review in consultants' home residence	Desk review, Interview, (technical and logistic) with project manager (CTA)					
2	3-8 Mar	Briefing, Preparation in Cotonou ; Site visits						
3	10-11 Mar	Mod of evaluation instruments , Prep of country report , Air travel to Burkina						
	12-14 Mar	Preliminary discussions with relevant national program coordinators						
	15 Mar	Briefing with national consultant, BF	Travel to Ghana	Field work				
4	17-21 Mar	BF site visits (20th is Maouloud)	Ghana site visits	↓		Field work	Field work	
	22 Mar	Air travel to Mali	(Easter Sunday is March 23). Ground travel to Ghana on 24 March			↓	↓	
5	24-30 Mar	Mali site visits	Ghana site visit, Ground travel to Togo (29 or 30 March)	↓		↓	↓	Field work
6	31 Mar-2 Apr	Dakar, meeting with relevant ILO / IPEC staff; final review of documentation	Togo site visit	Report writing	Field work			↓
	3-5 Apr	Analysis Writing	Ground travel to Benin Analysis/ Writing		↓	Report writing	Report writing	
7	7-12 Apr	Analysis Writing	Analysis Writing		↓			↓
8	14-18 Apr	Stakeholder workshop, analysis and integration of section drafts, national reports			Report writing			Report writing
9-11	30 Apr	Draft evaluation report submitted to DED						
	6-20 May	Draft report circulated to LUTRENA Team and comments consolidated by DED						
12-13	30 May	Report finalized with comments						
15	14 May	Final report translated and circulated to stakeholders and donors						

80. **Sources of Information and Consultations/Meetings**

Available at HQ and to be supplied by DED	• **Project document** • **DED Guidelines and ILO guidelines**
Available in project office and to be supplied by project management	• **Progress reports/Status reports** • **Technical and financial report of partner agencies** • **Other studies and research undertaken** • **Financial information of the project** • **Definitions related to indicators (from TPRs)** • **Mission reports of project staff** • **Awareness raising material produced by staff** • **Synthesis report of interim and independent evaluations** • **Material produced as part of the recent activities (e.g., consultant desk review, February 2008 workshop)** • **Reports of workshops and trainings implemented by the project** • **Trafficking fact sheets and general information produced by IPEC** • **Relevant conventions on C. 138 and 182 and annexed recommendations** • **General documents on child labour produced by ILO-IPEC and other partners** • **IPEC's thematic evaluation on trafficking and sexual exploitation of children** • **Reports and materials from other relevant organisations on trafficking in West and Central Africa** • **General document on international meeting and commitments on this issue (e.g. EU-Africa Summit on Trafficking of Human Being, Stockholm, 2002; follow up meeting to the Summit, Florence 2003)** • **Materials published by LUTRENA including DVD and CD-ROM** • **Action Programme Summary Outlines Project files** • **National workshop proceedings or summaries** • **Country level planning documents** • **SPIF documents**

Consultations with:

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

81. **Final Report Submission Procedure**

For independent evaluations, the following procedure is used:

- The **evaluator** will submit a draft report to **IPEC DED in Geneva directly without copy to other stakeholders**

- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

82. **Resources**

The resources required for this evaluation are:

For the evaluation team leader:

- Fees for a consultant for 45 work days
- Fees for travel from consultant's home to Benin, Burkina Faso, Mali, and Senegal in accordance with ILO regulations and policies
- Fees for local DSA per ILO regulations for Benin, Burkina Faso and Mali, and Senegal

For the regional evaluator

- Fees for a consultant for 45 work days
- Fees for travel from consultant's home to Benin, Burkina Faso, Togo, Ghana, Ivory Coast, and Senegal in accordance with ILO regulations and policies
- Fees for local DSA per ILO regulations for Benin, Burkina Faso, Togo, Ghana, and Senegal

For national evaluation team members (five persons)

- Fees for consultants for 58 work days (ten to twelve days per consultant)
- Fees for travel within consultants home countries
- Fees for local DSA per ILO regulations for Burkina Faso, Ghana, Ivory Coast, Mali, and Togo in accordance with ILO regulations and policies

For the evaluation exercise as a whole:

- Fees for local travel in-country in selected project countries
- Translation of the report.
- Stakeholder workshops in Senegal

A detailed budget is available separately.

83. **Management**

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

Annex to ToRs:List of recent action programmes, mini programmes, workshops, and research

DANIDA COMPONENT

(Source: Technical Progress Report (TPR) – LUTRENA/DANIDA January 2006 to December 2006)

LUTRENA Project, BL 21, DANIDA, RAF/01/07P/DAN

No.	Action Programme/ Research number	Int. Ident. Numb.	Title	Impl. Agency	Total ($) Amount	Payment			TPR			Start date	Final date	Observations	
						1st	2nd	Final	1st	2nd	F			Balance $	Status [25]
BENIN															
1	P.34.003.100.007	MP1/BJ/DAN	Awareness raising materials	GRADH	4.982	Date:					TR ok				C
						Amount					FR ok				
2	P.34.003.100.007	PA2/BJ	Prévention du trafic à Savalou et réhabilitation sociale des enfants victimes du trafic dans la zone de cultures vivrières de Glazoué (Thio et Ouédémé)	ESAM	**DAN : 19.450**	Date: 31.12.03	Date:	Date:	TR ok	TR Ok	TR Ok	Nov. 2003	June 2005		C
						Amount 19.450	Amount	Amount	FR OK	FR OK	FR OK				
3	P.34.003.100.007	PA3/BJ	Projet de renforcement des activités des Centres d'Accueil des EVT[26] interceptés ou rapatriés	SCIDH	DAN: 19.103	Date: 31.12.03	Date:	Date:	TR	TR Ok	TR OK	Nov. 2003	June 2005		C

[25] C : completed,
Ok : on-going
[26] EVT : Enfants Victimes de Trafic

No.	Action Programme/ Research number	Int. Ident. Numb.	Title	Impl. Agency	Total ($) Amount	Payment			TPR			Start date	Final date	Observations	
						1st	2nd	Final	1st	2nd	F			Balance $	Status [25]
			(CEO : Carrefours d'Ecoute et d'Orientation de Calavi et Ste Rita Cotonou)			Amount 19,103	Amount	Amount	FR OK	FR Ok	FR OK				
4	P.34.003.100.007	PA6/BJ/DAN	Adoption et opérationnalisation d'un Plan national d'action de lutte contre la traite des enfants au Bénin	DFEA	30.000	Date: Dec. 05	Date: pending	Date	TR Ok	TR	TR	Août 2005	June 07		OK
						Amount 10.000	Amount pending	Amount	FR Ok	FR	FR				
5	P.34.003.100.007	PA8/BJ/DAN	Appui à la création d'un Centre pilote d'accueil d'enfants victimes de traite dans une région frontalière à haut risque et réhabilitation d'au moins 200 enfants victimes de traite	Tomorrow Children	**75.000**	Date: Sept. 05	Date: Pending	Date	TR Ok	TR Ok	TR	Août 2005	March 07		OK
						Amount 20.000	Amount Pending	Amount	FR Ok	FR Ok	FR				
6	P.34.003.100.007	PA9/BJ/DAN	Prévention et lutte contre la TRAITE et l'exploitation des Enfants par la mise en œuvre d'un programme d'éducation alternative et de réinsertion socioprofessionnelle dans les départements de l'Atlantique et du Zou	CROIX ROUGE	**200.000**	Date: Sept. 05	Date: Mai 2006	Date	TR Ok	TR OK	TR	Août 2005	October 07		OK
						Amount 20.000	Amount 160.000	Amount	FR Ok	FR OK	FR				
7	P.34.003.100.007	PA14/BJ/DAN	Elimination de la traite des enfants à travers le renforcement de la capacité des écoles à assurer un suivi rapproché des enfants vulnérables en situation de haut risque d'abandonner l'école	MJCD	110.000	Date: Sept. 05	Date: Pending	Date	TR Ok	TR Ok	TR	Août 2005	March 07		OK
						Amount 20.000	Amount Pending	Amount	FR Ok	FR Ok	FR				

BURKINA FASO															
8	P.34.003.100.007	PA8/BF/DAN	Mobilisation communautaire contre la traite des enfants et réinsertion durable de 200 enfants victimes ou exposés à la traite, au niveau de la région frontalière de l'Est du Burkina Faso	Tin Tua	90.000	Date: Août 2006 Amount 20,000	Date: Amount	Date: Amount	TR FR	TR FR	TR FR	Août 2006	June 07		
9	P.34.003.100.007	PA9/BF/DAN	Promotion de l'éducation formelle et/ ou non formelle de 500 enfants victimes ou exposés à la traite dans la Province du Ioba au Sud-Ouest du Burkina Faso	SOSSI BF	245.973	Date: 03.10.05 Amount 20,000	Date: 06.03.06 Amount 108,376	Date: pending Amount pending	TR Ok FR Ok	TR Ok FR ok	TR FR	Août 2005	October 07		OK
10	P.34.003.100.007	PA10/BF/DAN	Lutte contre la traite des enfants exploités dans les champs de coton de la région frontalière de l'Est du Burkina Faso	MASSN (Ministère de l'Action Sociale)	120.000	Date: 25.10.05 Amount 20,000	Date: Pending Amount Pending	Date: Amount	TR FR	TR FR	TR FR	Oct. 07	June 07		
11	P.34.003.100.007	PA11/BF/DAN	Appui à la mobilisation et le renforcement des capacités des employeurs et des travailleurs du secteur du transport routier dans la lutte contre la traite des enfants au Burkina Faso	COBUFADE	75.000	Amount 20,000 Date: Oct. 2005	Amount 47,500 Date: May 2006	Amount Date:	FR Ok TR Ok	FR Ok TR Ok	FR TR	Août 2005	March 07		OK

GHANA															
12	P.34.003.100.007	MP1/GH/DAN	Awareness Creation through Information Campaign on the Mode, Nature and Future Implications of Child Trafficking in Ghana (Complementing AP/1/GH)	Child Labour Unit - Labour Department	5000	Date: 29.09.03 Amount 5000	Amount	Amount			TR OK FR OK	Sept 03	Nov. 03		C
13	P.34.003.100.007	MP2/GH/DAN	Vigilance and Surveillance Committees capacity building and child trafficking awareness creation, in 8 communities in the Bawku East District of the Upper East Region (Complementary AP/2/GH)	GNCRC UER Chapter	4.550	Date: 29.09.03 Amount 4,500	Date: Amount	Date: Amount	TR Ok FR Ok	TR Ok FR Ok	TR Ok FR Ok	Sept 03	Nov. 03	0	C
14	P.34.003.100.007	AP3 GH	Broad sensitization campaign and school reinsertion of ex-trafficked children in selected schools in CT areas of Tuba, Krom, Lamgba, Oshiyie, Kokrobitey and Bortianor	PACF	DAN: 9.500	Date: 14.12.03 Amount 5,730	Date: 23.11.04 Amount 11.470	Not yet Not yet	TR Ok FR OK	TR ok FR OK	TR Ok FR OK	Aug. 2003	Dec. 2004	0	C.
15	P.34.003.100.007	AP6/GH/DAN	Reintegration of at least 70 trafficked Children into their families and capacity building of the rescue centre staff.	ACHD	19,100	Date Amount 18,000	Date Amount	Date Amount	TR FR ok	TR FR ok	TR FR	Sept 2003	Dec. 05	1,900	C
16	P.34.003.100.007	AP7/GH/DAN	Capacity building programme for security personnel at selected border posts	RFG	60,000	Date: Dec. 05 Amount 20,000	Date: 16.06.06 Amount 36,000	Date: Amount	TR ok FR ok	TR Ok FR Ok	TR FR	Dec 05	Dec. 06		C

17	P.34.003.100.007	AP10/GH/DAN	Elimination child trafficking from selected districts in Northern and Upper East regions of Ghana through improved capacity of schools to monitor vulnerable children at risk of dropping out	RAINS	240.000	Date: 25.08.05 Amount 20,000	Date: 05.01.06 Amount 196,000	Date: Amount	TR ok FR ok	TR Ok FR Ok	TR FR	September 2005	Oct. 07		Ok
18	P.34.003.100.007	AP11/GH/DAN	Preventing child trafficking through formal education of trafficked and at risk children and reduce school drop out rate.	PACF	80.000	Amount 20,000 Date : 25.08.05	Amount 56,000 Date : 28.02.06	Amount 4,000 Date : Aug.06	FR ok TR OK	FR Ok TR Ok	FR Ok TR Ok	September 2005	August 2006		C

Action programmes, Mini Programmes and Researches in the pipeline (BL 21 / DANIDA)					
Internal Number	**Proposed title or purpose**	**Area of intervention**	**Proposed Implementing agency**	**Date**	**Budget (USD)**
	BENIN				
To be determined	Appui à la mise en œuvre d'un plan d'action média de lutte contre la traite d'enfants au Bénin	Media Mobilization	RETRAME (Media Network)	Autumn 2007	25,000
	BURKINA FASO				
AP-14/BF/DAN	Renforcement des acquis et des capacités du SNTRV-B dans la lutte contre la TDE au Burkina Faso	Capacity building	SNTRV-B (syndicat national des transporteurs routiers et de voyageurs du Burkina Faso)	*April 2007*	96,000
	GHANA				
AP-9/GH/DAN	Combating child trafficking through the development and testing of awareness raising campaign tools and methodologies to test awareness raising campaign launched in key demand sectors, industries and geographic areas of Kumasi metropolis	Sensitization campaign	SRA	*April 2007*	120,000
AP-12/GH/DAN	Sustainable prevention of child trafficking through formal education of 24 trafficked and 648 at high risk children in the Ga West District	Formal education for Children at risk	Parent and Child Foundation	April 2007	120,000

Annex to ToRs: LIST OF TRAINING, INFORMATION, COMMUNICATION ACTIVITIES IMPLEMENTED BY THE PROJECT

BL 32, RAF/01/07P/DAN - 28.02.2007

Pays	LB	Activité (Cadre Logique)	Titre	Agence d'Exécution	Durée	Date début	Date fin	Budget (USD)	Observation
Bénin		Atelier	Renforcement des capacités des journalistes du RETRAME	Lutrena	2 j	10 octobre 2004	11 octobre 2004	**5443**	Finalized
		Atelier	Formation et sensibilisation des parlementaires sur la traite d'enfants	Lutrena	2 j	10 Déc	11 Déc	**5642**	Finalized
		Atelier	Médias mobilisés pour traiter la demande d'EVT dans un cadre des droits de l'homme	Lutrena	3 j	6.07.2005	8.07.2005	**5.500**	Finalized
***Burkina* Faso**		Atelier	Rencontre de suivi de l'accord de coopération entre la guinée et le mali en matière de lutte contre la traite des enfants	LUTRENA	3 jours	31/10/2006	02/11/2006	**2.500**	Finalisé
		Atelier	3ème réunion spécialisée sur la traite et l'exploitation des enfants	LUTRENA	3 jours	20/11/2006	22/11/2006	**9.500**	Finalisé
Ghana									
		Training A 161	3 days international training workshop for security agencies	LUTRENA	3 days	20.10.03	23.10.03	**DANIDA =15.500**	Finalized (Nigeria+ Ghana)
		Training	Two days workshop to present, discuss, analyse and make recommendations to the draft trafficking in persons prevention bill Accra (Ghana)	LUTRENA	2 days	03.03.2004	04.03.2004	**6.680 DANIDA**	Finalized
		Training	Two days workshop for LUTRENA Implementing agencies in Ghana	LUTRENA	2 days	March 06	March 06	**1,604**	Finalized

SRC		4 Planification	SPIF Nationaux - SRC/LUTRENA (Planification stratégique) GHANA BENIN BURKINA FASO	 IPEC LUTRENA LUTRENA	 3 days 2 days 2 days	 25.05.04 28.06.04 08.07.04	 27.05.04 29.06.04 09.07.04		 Finalisé Finalisé Finalisé
		Atelier	LSM4	IPEC LUTRENA	5 days	30.05.05	03.06.05	**20.000**	Finalisé
		Atelier	LSM5	LUTRENA	4 days	06/12/2006	09/12/2006	**0.00**	Finalisé

USDOL COMPONENT

List of ongoing and pipeline Action Programmes, Mini Programmes and Researches

USDOL, RAF/01/P51/USA & RAF/04/P58/USA

Source: Technical Progress Report (TPR) –LUTRENA September 06 – March 07, Annex 5 and 7

RECAPITULATIF des ACTIVITES de FORMATION, INFORMATION, COMMUNICATION EXECUTEES et/ou FINANCEES par le PROJET LUTRENA

Pays	LB	Activité	Titre	Agence d'Exécution	Durée	Date début	Date fin	Budget (USD)	Observation
Bénin									
I. Burkina Faso									
	LB 32.29	Formation	Renforcement des capacités des partenaires du Projet.	LUTRENA	3jours (3 sessions de formation)	27.05.05	Février 2006	USD 1.765 APE 2005-18792	Finalisé

	32.22	Atelier	Mobilisation des médias « la formalisation du réseau des communicateurs burkinabé contre la Traite des Enfants (RCB/TDE) et l'élaboration d'un plan stratégique de communication 2005-2007 ».	LUTRENA	3jours	28.06.05	30.06.05	USD 9.954 APE 2005-18756	Finalisé
Côte d'Ivoire									
	32.21	Atelier	Atelier national de planification stratégique de l'addendum 2005-2007	LUTRENA	3 jours	17 02.05	19 02.05	USD 6.213 APE 2005-18628	Finalisé
	LB. 32.24	Atelier	Formation des inspecteurs de travail	LUTRENA MFPE ICI	3 jours	30/11/05	2/12/05	USD 8.627 APE 2005-19103	Finalisé
	LB 32.21	Formation	Formation des Agences d'Exécution du Projet LUTRENA sur la conception, la mise en œuvre, le suivi et l'évaluation des Programmes d'Action.	Ex-Coll LUTRENA IPEC BSR/BIT	45 jours	À définir	À définir	USD 30.000	En cours d'élaboration
Gabon									
	32.29	Séminaire	Planification participative (SPIF)		2 jours	12/05/05	13/05/05	USD 3.060 APE 2005-18736	Finalisé

	32.29	Séminaire	Participation Lutrena/Gabon au 4 ème staff meeting		4 jours	30/05/05	02/06/05	USD 3.088 APE 2005-18765	Finalisé
	32.28 + 32.25	Renforcement des capacités	Réunion des experts chargés de la préparation technique de la conférence d'Abuja	CEEAC UNICEF LUTRENA	5 jours	Mai 2006	Mai 2006	USD 101.546 APES 2006-18899/18900/18901/18902/18903/18904/18905	Finalisé
	32.24	Renforcement des capacités	Réunion des experts nationaux relative à la participation Gabonaise à la conférence d'Abuja sur la traite des femmes et des enfants	UNICEF LUTRENA ALISEI	5 jours	27/06/06	01/07/06	2.759 USD APE 2006-18901	Finalisé
Guinée									
	LB. 32.26	Atelier + Conference	Séminaire des experts pour la finalisation de l'Accord bilatéral de Coopération entre la Guinée et le Mali en matière de lutte contre la traite des enfants + Rencontre pour la signature de l'Accord de Coopération entre la Guinée et le Mali en matière de lutte contre la traite des enfants	MPFEF LUTRENA	3 jours 1 jour	13.06.05 16.06.05	15.06.05 16.06.05	USD 8650 APE 2005-18832	Finalisé

	LB. 32.29	Atelier + Conférence	Séminaire des experts + Rencontre pour la signature de l'Accord Multilatéral de coopération en matière de lutte contre la traite des enfants en Afrique de l'Ouest (9 pays)	MPFFE RCI MPFEF Guinée LUTRENA	2 jours 1 jour	25.07.05 27.05.06	26.07.05 27.07.05	USD 1713 APES 2005-18753 18784	Finalisé
Mali									
	LB 32.29	Atelier	Séminaire des experts pour l'examen du projet d'Accord Multilatéral de Coopération en matière de lutte contre la traite des enfants	MPFFE RCI MPFEF Mali LUTRENA	3 jours	10.05.05	12.05.05	USD 2 221 APE 2005-18754	Finalisé
	LB 32.27 32.29 32.27 32.29 32.29 32.29	Atelier	Séminaire des experts pour l'examen du projet d'Accord Multilatéral de Coopération en matière de lutte contre la traite des enfants	MPFFE RCI MPFEF Mali LUTRENA	3 jours	10.05.05	12.05.05	USD 35576 APE 2005-18738 18766 18787 18789 18790 18791	Finalisé
	LB 32.24	Communication, mobilisation des medias, conférences	Semaine nationale de sensibilisation sur le travail et la traite des enfants au Mali	MPFEF LUTRENA	5 jours	25/12/05	31/12/05	USD 10 152 APE 2005-19120	Finalisé
	LB 32.22	Renforcement des capacités	Formation des réseaux des médias sur la couverture médiatique de la traite des enfants	RECOJOTE LUTRENA	3 jours	Juin 2006	Juin 2006	USD 10 000	Reporté

	LB 32	Atelier	Atelier national de restitution/validation des résultats de l'étude sur la traite des enfants entre le Mali et le Sénégal : dimensions internes, phénomènes transfrontaliers, rôles et responsabilités du secteur privé.	CNPM LUTRENA	1 jour	05 mai 2006	05 mai 2006	USD 7 500 APE- 2006-18720	Finalisé
	LB 32	Séminaire	Session d'information, de sensibilisation et de formation de l'Association des Enfants et Jeunes Travailleurs (AEJT - Mali) sur la traite des enfants à l'occasion du 12 juin, Journée Mondiale contre le travail des Enfants	AEJT LUTRENA	1 jour	30 juin 2006	30 juin 2006	USD 5 000 APE – 2006 - 19015	Finalisé
	LB 32.27	Atelier	Atelier d'évaluation du Projet LUTRENA au Mali et au Burkina Faso (LIEGE)	LUTRENA	2 jours	10 juillet 2006	11 juillet 2006	USD 7000 APE 2006-19142	Finalisé
	LB 32	Séminaire	Rencontre de suivi de l'accord de coopération entre la guinée et le mali en matière de lutte contre la traite des enfants	MPFEF LUTRENA UNICEF EAC	3 jours	6 novembre 2006	8 novembre 206	USD 2000 APE 2006-18856	finalisé
	LB 32.25	Renforcement des capacités	Formation du personnel des centres d'accueil du Mali et de la Guinée sur la prise en charge des enfants victimes de la traite	MPFEF LUTRENA	3 jours	15 novembre 2006	17 novembre 2006	USD 15 247 APE 2006-18865	Finalisé

Nigeria									
	LB 32.13	Formation	Two-day training workshop on trafficking in persons for NAPTIP Investigators, Immigration and Police Officers was held from May 9 – 10, 2005 in Kaduna.	LUTRENA APE 2005-12125	2 jours	09.05.2005	10.05.2005	USD 22.560 APE-2005-12125	Finalized
	LB 32.29	Sensibilisation	Two-day sensitization training for Lawyers, Judges and Law Educators on Judicial Framework of Child Trafficking took place in Calabar	LUTRENA APE 2005-18747	2 jours	30.06.2005	01.07.2005	USD 17.150 APE 2005-18747	Finalized
Togo									
	32.22	Atelier	Appui au renforcement des capacités des médias en matière de lutte contre la traite des enfants au Togo	LUTRENA	8 mois	Mai 2005	Décembre 2005	USD 9.983 APE 2005-18757	Finalisé
	32.23	Atelier	Formation des organisations d'employeurs et de travailleurs et appui à la mise en place des plans d'actions spécifiques et commun de lutte contre la traite des enfants au Togo	LUTRENA	3 jours	Juin 2005	Juin 2005	USD 30.000 APE 2005-18831	Finalisé
	32.25	Atelier	Recyclage des animateurs et responsables des centres d'accueil pour enfants victimes de la traite et appui à l'amélioration des conditions matérielles d'accueil dans 05 centres régionaux	LUTRENA	2 jours	Août 2005	Août 2005	USD 13.000 APE 2005-18899	Finalisé

	32.24 + 32.25	Formation	Formation des agents de police routière, de gendarmerie routière, des agents des services des Eaux et Forêts et des Douanes sur la traite des enfants ainsi que sur la législation y relatives et des organisations d'employeurs	LUTRENA	3 jours	Septembre 06	Décembre 2006	USD 36.175 APE 2006-18866	En cours
SRC *(CR +SRC1 + SRC2)*									
	LB. 32.27 32.29 32.27	Evaluation, Planification Formation	LSM4 – Bamako (Mali)	CR-CSR12+CSR2+ CN/Mali (LUTRENA)	4 jours	30.05.05	02.06.05	USD 20107 APES 2005-18737 18767 18788	Finalisé
	32.26 + 32.28 + 32.29	Conférence Interministérielle	Regional Ministerial Conference (Abuja/Nigeria)	ECOWAS-CECAS-UNICEF-UNODC & ILO	2 days	July 6 2006	July 7 2006	USD 82.898 APES 2006-19026/19027/19028/19029/19030/19031/19032/19038/19039/19124/19114	Finalisé
	32.27	Evaluation, Planification Formation	LSM-5 (Dakar/SENAGAL)	CR-CSR12+CSR2+ CN/TG (LUTRENA)	4 jours	Novembre 2006	Novembre 2006	USD 34.050 APES 2006-19399/19419/19384/19421/19381/19380/19400/2007-18146	Finalisé

Annex to ToRs: List of Quantitative and Qualitative Studies & Consultations

(Completed & Ongoing - USDOL / updated 28/02/2007)

BE: Benin; **BKF**: Burkina Faso, **CMR**: Cameroon; **RCI**: Côte d'Ivoire; **GAB:** Gabon; **GUI**: Guinea; **NGA**: Nigeria; **TG**: Togo, **CR**: Regional Coordination

Budget Code	Int. Ident.N	Title	Type	Impl. Agency	Total ($) Amount	Start date	Final date	Duration	Obs.	Language	Hard C	Electron	Internet
BENIN													
P25003100053/ 2003-12374/010 2004-12226/010	R1 BE	La TDE[27] à des fins d'exploitation de leur travail au Bénin : caractéristiques sociodémographiques des enfants victimes	Baseline	OEF	19.931	Nov. 2003	May 2005	18 month	C[28]	French	Yes	yes	Yes
BURKINA FASO													
P25003100053/ 2003-12516/020	R1 BKF	Etude Prospective sur la TDE au Burkina Faso (Restitution, novembre 2003)	Comparative Analysis	University	10.000	Jan. 2002	Jan. 2002	1 months	C	French	Yes	yes	Yes
CAMEROON													

[27] TDE : Traite des Enfants
[28] C : Completed

Budget Code	Int. Ident.N	Title	Type	Impl. Agency	Total ($) Amount	Start date	Final date	Duration	Obs.	Language	Hard C	Electro	Internet
-P25003100053/ 2003-12024/030 2004-12048/030	R1 CMR	Etude sur la TDE au Cameroun (Province du nord-ouest, Mbam, Centre et Littoral)	Comparative Analysis	IRSA	9.995	Jan. 2003	Mars 2004	3 months	C	French & English	Yes	yes	Yes
-P25007100051/ 2006-18711/018 2006-18712/018 -P34004115050/ 2006-95180/007	R3 CMR	Consultation pour le Renforcement des Capacités de la Chaîne d'Intervention à l'Application du cadre juridique spécifique de la Traite des Enfants à des fins d'exploitation de leur travail-(Phase de consolidation)	Capacity Building	Ex-Coll	11.561 (USDOL 19.411 (USDOL 14.094 (USDOS	March 2006	June 2006	4 months	Ok[29]	French	Not ye	Not yet	Not yet
COTE D'IVOIRE													
P25003100053/ 2003-12432/040 2004-12257/040	R1 RCI	Etude sur la TDE dans le secteur minier en Côte d'Ivoire (Mine d'Issia)	RA	Ex-Coll	6.000	Oct. 2003	Dec. 2003	3 months	C	French	yes	yes	Yes
P25003100053/ 2003-12448/040 2004-12281/040 2004-12282/040	R2 RCI	Etude sur la TDE dans le secteur informel urbain en Côte d'Ivoire	RA	Ex-Coll	12.836	Nov. 2003	Dec. 2003	2 months	C	French	yes	yes	Yes

[29] Ok : on going

Budget Code	Int. Ident.N	Title	Type	Impl. Agency	Total ($) Amount	Start date	Final date	Duration	Obs.	Language	Hard Co	Electron	Internet
P25003100053/ 2004-12106/040	R3 RCI	Utilisation et exploitation économique (y compris l'exploitation sexuelle à des fins commerciales) des enfants dans le cadre de l'actuelle crise socio-politique que traverse la Côte d'Ivoire, en particulier dans les zones d'accueil des déplacés et réfugiés.	RA	UNHCR	11.617	Feb. 2004	April 2005	4 months	C	French	Yes	yes	Yes
P250.07.100.051/20 2005-18826/013	R4 RCI	Identification des domaines d'intervention de la lutte contre la TDE en Côte d'Ivoire via l'enquête et développement d'une base de données sur le travail des enfants (ENTE), Module sur la TDE[30]	Baseline	INS	34.155	August 2005	May 2006	10 months	Ok[31]	French	n/a	n/a	n/a
GABON													
P25003100053/ 2003-12028/050 /8885$ P25003100053/2004-1	R1 GAB	Création d'une banque d'informations sur la traite et le travail des enfants au Gabon.	Baseline	PIONNIERS	17.769	Jan. 2003	May 2005	5 months	C	French	CD-Ro	yes	Yes
P25007100051/2006-1	R2 GAB	Consultation pour la documentation des réalisations, des bonnes pratiques et des leçons apprises du Projet LUTRENA au Gabon.	RA	Ex-Coll	19.777	January 2006	March 2006	1 month	C	English French	Yes	Yes	n/a
GUINEA													

[30] TDE : Traite des Enfants
[31] Ok : On going

Budget Code	Int. Ident.N	Title	Type	Impl. Agency	Total ($) Amount	Start date	Final date	Duration	Obs.	Language	Hard C	Electron	Internet
P25003100053/200512 P25007100051/ 2006-18748/003	R1 GUI	Etude de base sur le travail des enfants en Guinée – Phénomène de la TDE nationale et transnationale entre le Mali et la Guinée	Baseline	Private Re	19.000 9.976	Sept. 2005	Feb 2006	6 months	Ok	French	n/a	n/a	n/a
MALI													
P25007100051/ 2006-18716/003 2006-18717/003 2006-18718/003 2006-18719/003 2006-18720/003 2006-18721/003 2006-18722/003 2006-18723/003	R1/ ML+SN	Etude sur la traite des enfants au Mali et au Sénégal : dimensions internes, phénomènes Transfrontaliers, rôle et responsabilités du secteur privé.	RA	Ex-Coll	 18.000 12.000 12.000 17.200 7.500 11.500 12.500 18.000	March 2006	May 2006	3 months	C	French	Yes	Yes	Not yet
NIGERIA													
P25003100053/ 2003-12184/080	R1 NGA	Child Trafficking in Asewele, Ondo State	RA	Ex-Coll	11.471	May 2003	Jan. 2004	9 months	C	English	Yes	Yes	Not yet
P25003100053/ 2004-12116/080	R2 NGA	Occupational Health and safety survey of trafficked children in the mines JOS, Plateau State	RA	CEENAB Ex-Coll	12.684	March 2004	Sep. 2004	6 months	C	English	Not ye	yes	Not yet

Budget Code	Int. Ident.N	Title	Type	Impl. Agency	Total ($) Amount	Start date	Final date	Duration	Obs.	Language	Hard C	Electron	Internet
TOGO													
P250031000053	R1 TG	Consultation sur la mise en place d'un mécanisme de centralisation des informations et données statistiques sur le Phénomène de la TDE.	Baseline	Ex-Coll	2.604	Mai 2002	Juillet 2002	3 months	C	French	No	yes	Not yet
REGIONAL													
P25007100051/2006-1 P25007100051/2006-1 P25007100051/2006-1 P25007100051/2006-1 P25007100051/2006-1 P25007100051/2006-1 P25007100051/2006-1	RR2/Bonn	Documentation des réalisations, des bonnes pratiques et des leçons apprises relatives aux « Comités Locaux de Vigilance » de lutte contre la traite des enfants, mis en place par le Projet LUTRENA au Burkina Faso, en Côte d'Ivoire, au Mali et au Togo	Research	Ex-Coll	58.721	July 06	Sept. 06	3 months	Ok	French	Yes	Yes	Yes
P25007100051/2005-1 P25007100051/2006-1 P25007100051/2006-1 P25007100051/2006-1	CR CTMS	Conception d'un système d'Observation et de suivi des la traite des enfants. (CTMS) « Child Trafficking Monitoring System)	Designing	Ex-Coll	14.645 16.280 16.263 415	Nov. 2005	March 2006	5 months	Ok	French	Yes	Yes	Not yet

Studies & Consultations in the pipeline (BL 21 / P51-USDOL)					
Internal Number	**Proposed title or purpose**	**Area of intervention**	**Impl. Agency**	**Date**	**Budget/(USD)**
	BENIN				
RR3/Gulf of Guinea	"Phénomène de la demande, Dimensions transfrontalières et Interactions sous régionales entre l'Afrique de l'Ouest du Centre dans le Golfe de Guinée"	Research	Consultant	*II. June 2007*	To be determined

Annex to ToRs: Ongoing and pipeline Action Programmes: Cameroon

(BL 21, USDOS)

Source: Technical Progress Report (TPR) – USDOS [09/2006 to 02/2007] Annex 1, 4

Action Programme/Researches number	Int. Ident. Numb.	Title	Impl. Agency	TPR			Dates		Obs.
				1st	2nd	F	Start	Final	Status
P34004115050/ 2005-80711/8201	MP2 CAM	Mini-programme relatif à l'atelier de sensibilisation et de formation des responsables des travailleurs et des autorités communales	FENTEDCAM	-	-	TR yes	04 March 2005	05 March 2005	C
				-	-	FR yes			
P34004115050/ 2004-70452	PA2 CAM	Programme d'Action de sensibilisation et de communication pour l'adoption d'un cadre juridique et réglementaire sur la lutte contre la traite des enfants au Cameroun et la promotion de structures de suivi de son application.	ASSEJA	TR ok	TR -	TR Ok	08 March 2005	February 2006	C
				FR ok	FR -	FR ok			
P34004115050/ 2006-96509	PA3/CAM	Prevention, réhabilitation et reinsertion socio-économique des enfants victimes de la traite	MAEVA-SEV	TR ok	TR -	TR Ok	Août 2006	Janvier 2007	D
				FR ok	FR -	FR ok			
P34004115050/ 2006-97537	PA7/CAM	Rehabilitation of victims of child trafficking, prevention and monitoring of child trafficking	NOAH'S ARK	TR ok	TR -	TR Ok	September 2006	Février 2007	D
				FR ok	FR -	FR ok			

Pipeline Action Programmes					
No.	**Proposed title or purpose**	**Area of intervention**	**Proposed Implementing agency**	**Date submitted**	**Proposed Budget**
1.	Lutte contre la traite des enfants au Cameroun, par l'implication des acteurs du secteur de l'économie informelle et les regroupements des femmes des secteurs annexes au commerce	15 départements	trade union **FESCOS-CAM**	December 2005	210.451,00 $
2.	Prévention, réhabilitation et réinsertion socio-économique des enfants victimes de la traite	02 départements	trade union **FENTEDCAM**	December 2005	63.897,00 $
3.	Programme d'action en église de lutte contre la traite des enfants à des fins d'exploitation de leur travail	Organisation religieuse (11 églises membres) 07 millions de fidèles	Conseil des Eglises Protestantes du Cameroun (**CEPCA**)	March 2006	115.987,00 $
4.	Programme d'action de scolarisation/alphabétisation et d'insertion socio-économique des enfants victimes de la traite, dans les pêcheries, les carrières de sable et les marches de bois : dans les zones de mangroves de l'estuaire du Cameroun	Yoyo I ; Yoyo II; Douala 2ième et Douala 3ième	NGO **SERDEV**	May 2006	36.818,73 $
5.	Support of 70 ex-victims and withdrawal, rehabilitation and reintegration of 150 victims of child trafficking	Mezam Division NorthWest province Cameroon	Association **NKUMU FED FED**	January 2006	

6.	Prévention, réhabilitation et réinsertion socio-économique des enfants victimes de la traite	Zones d'exploitation de sable sur les bords de la Sanaga entre Batchenga et Monatélé et Yaoundé II.	Fondation Emmanuel et les Enfants deshérités (**FEED**)	March 2006	61.145,00 $

Workshops: Cameroun USDOS

Pays	LB	Activité	Titre	Agence d'Exécution	Durée	Date début	Date fin	Observation
Cameroun								
	32.	Atelier	Atelier de sensibilisation des parlementaires camerounais sur la traite des enfants	LUTRENA	01 jour	09.07.05	09.07.05	Finalisé
	32.	Renforcement des capacités	Atelier de renforcement des capacités des groupes religieux sur le plaidoyer aux fins de l'adoption d'une législation spécifique sur la prévention et la répression de la traite des enfants et de la mise en place de structures de suivi de son application	LUTRENA	03 jours	09.08.05	11.08.05	Finalisé
	32.	Atelier	Atelier national de validation du cadre juridique sur la traite des enfants au Cameroun	LUTRENA	2 jours	08/09/05	09/09/05	Finalisé
	-	Revue du système	Conception d'un système d'Observation et de suivi des la traite des enfants. (CLM-TDE) « Child Trafficking Monitoring System »	LUTRENA	5 jours	23/01/06	27/01/06	Finalisé
	32.	03 Ateliers répartit: - Atelier de restitution, - Atelier de validation, et - Atelier de formation	Renforcement des capacités de la chaîne d'intervention à l'application du cadre juridique spécifique de la lutte contre la traite des enfants à des fins d'exploitation de leur travail au Cameroun	LUTRENA	04 mois	01/03/2006	12/12/2006	Finalisé
	32.	Atelier	Atelier de renforcement des capacités des inspecteurs du travail, du Comité Directeur National et du Comité Consultatif sur la traite des enfants au Cameroun	MINTSS	3 jours	September 2004	September 2004	D

ANNEX C Guidelines and Interview guides

Guidelines for national Evaluators

Lutrena overview

The programme ***Combating the Trafficking of Children for Labour Exploitation in West and Central Africa*** **(LUTRENA)** is a multi-donor funded programme covering 12 countries in West and Central Africa, of which 6 West African countries are covered by the current evaluation. LUTRENA aims ***to contribute to the effective prevention and abolition of trafficking in children for exploitative employment in West and Central Africa***, considered one of the worst forms of child labour.

T**he programme as a whole has six strategic axes:**

7. Improving the legal environment at national level;
8. Strengthening capacity of governmental and non-governmental organizations;
9. Action programmes for the prevention and rehabilitation of child victims of trafficking;
10. Improving knowledge about child trafficking;
11. Strengthening networks of child labour advocates (including programme implementers); and
12. Developing a functioning model for bi-multilateral coordination to prevent trafficking of children in the selected countries.

Evaluation as a participatory learning process

An evaluation is an opportunity for external evaluators to join with programme stakeholders to look back at what has been achieved since the start of the programme and how it has been done. It is an opportunity to recognise strategies that have worked well so that they can be used and developed in future initiatives – so an important question to ask is **"What worked and why?".** Responses to this question need to be detailed enough to be useful and to give **concrete examples** to illustrate the points being made. Similarly it is important to recognise when an intervention hasn't worked so well and to ask **"Why didn't this work? What could be done better or differently in the future?"**

Another important question is **"What has changed?"** This helps to establish the impact of programme activities – but it is also important to ask what has contributed to change, because there may be a number of factors other than the programme. When talking about awareness raising or training a good question is **"How have your ideas changed? Do you think differently about x now?"** And then **"Has this had any influence on the way you behave?"**

The report needs to make it clear whose opinion is being expressed (trafficked child, parent, teacher, government minister..). Quotes from different stakeholders to back up the evaluator's analysis bring the report to life.

We, as evaluators, need to have a humble approach – if people see us as experts they may not think their opinions are important enough to express. So even if we have years of experience we need to come across as open, ready to learn and interested in what people have to tell us. An evaluation is not the time to tell people how we think they should behave or do their work – but an opportunity to encourage discussion about how to build on successes, resolve difficulties and possible courses of future action.

We can play a useful role by helping people to appreciate the value of the work they are doing. Many of the challenges are considerabe and programme implementation has its frustrations. Even where an approach has not been particularly successful those who have been involved are well placed to explore why and make suggestions for improvement. Most of human development has come from learning from what didn't work!

As external evaluators we need the active commitment of the programme team to be able to do our job, so one of our most important tasks is to build rapport and develop a relationship based on mutual trust and understanding of what we and they bring to the evaluation process. It can be useful to search out and emphasise the positive aspects of any intervention because it leads us into an upward spiral of hope and optimism as opposed to being overcome by the enormity of he problems we have to deal with.

Evaluation Methodology

Each national evaluation needs to identify which priority stakeholders to meet with based on the Lutrena initiatives in the country concerned. The list might include any or all of the following: **Children, Community members (**Parents, teachers, village surveillance committees/community leaders) **government representatives** (national and local**)**, **legal authorities,** trade unions, \Action Programme (**AP) implementing agencies, IPEC Lutrena staff,…** . Priority groups are in **bold.**

National Lutrena staff will be the best guide but evaluators should ensure that priority groups are included in the field work schedule.

Over the evaluation as a whole the evaluation team should aim to explore the degree to which Lutrena's six strategic axes (see above) have been covered by activities in the country concerned and how successful these initiatives have been. The TDR and report outline offer more guidelines concerning the areas to be covered.

Notes about Field Work

Introductions

Before starting each field work interview the evaluator and all those taking part need to introduce them selves and explain their role in relation to child trafficking initiatives and Lutrena.

Objective of the visit

The evaluator needs to explain the purpose of his/her visit and express appreciation for the time people have put aside to for the meeting. It is important to put people at ease and explain how important their contribution is – because they are the ones who know most about how the programme has affected their lives. This is their opportunity to contribute and be heard. Explain that you (the evaluator) are there to facilitate a learning process so that lessons can be learned for the future. This is also the moment to mention that no individual will be identified in the final report so they should feel free to express an opinion.

Asking questions

Develop a list of 10-20 key questions that you want to discuss during any one meeting, based on the role played by the individual or group that you are talking with. (See sample question guides). Use your list as a guide, not as a questionnaire where all boxes must be ticked. Encourage people to express their ideas and suggestions – particularly about future plans and how they intend to carry forward work to combat child trafficking. What can they do with the resources they have and what resources are lacking?

An external evaluator is never going to know as much about the programme as those who have been living with it over several years – so be ready to listen, ask follow up questions and really explore what people think and why they think like that – an idea that initially can seem bizarre will normally have a logical explanation – if one takes the time to ask!

Small group interviews

You will need to think about the appropriate composition of groups for your discussions. You need to hear, for example, the ideas of women in a community as well as those of men, of children as well as of adults. Children often find it more difficult to express their ideas in a public place with a lot of onlookers, or in a group of adults, or in front of their head teacher – so try to ensure that you have an

appropriate space to talk. You might want to ask groups to use drawing or role play– if you have some creative approaches feel free to use them!

Confidentiality
Please make it clear during your interview introductions that information will not be directly attributed to any individual in the report and stress that we hope to learn from people's experience so they can feel free to say what they think without being identified. Quotes from children, parents, teachers, local/ national government… are particularly useful so please indicate the source of the quote without giving names: for example: "boy in x project" or "border police officer" "Minister of Labour".

Photos
If you have access to a digital camera and can provide one or two photographs that "speak" they will be a valuable addition to the report. Please don't send more than three – accent on high quality of content! Ask yourself "what does this photo say to me?"

Details of interviews – please see the annex in the report outline for the information that we need about who has taken part in discussions during the evaluation.

Interview Guides

PERSONNEL LUTRENA – NIVEAU NATIONAL

Pouvez-vous nous parler de l'incidence de la traite dans ce pays ?
Quelles sont les zones d'intervention du projet Lutrena dans le pays ?

- Quelles PA existent dans ces zones ?
- Quelles sont les réalisations importantes dans ces zones ?

Selon vous, qu'est-ce qui aurait changé au niveau national par le fait du projet Lutrena ? On peut élargir la question par rapport aux axes stratégiques :

1. L'amélioration de l'environnement légal au niveau national ;
2. Le renforcement des capacités des organisations gouvernementales et non gouvernementales ;
3. la mise en œuvre de plans d'action pour la prévention et la réhabilitation des enfants victimes de trafic ;
4. L'amélioration de la connaissance de la traite des enfants ;
5. Le renforcement des réseaux d'acteurs luttant contre le travail des enfants dont les agences d'exécution ;
6. La conception d'un modèle fonctionnel et opérationnel de mécanismes de coordination bi/multilatérale pour la prévention du trafic des enfants dans certains pays.

Quelle initiative a mieux réussi ? Pourquoi ? Qu'est-ce qui a contribué le plus à la réussite ?
Qu'est-ce qui a été le plus difficile ? Pourquoi ? Qu'est-ce qui pourra permettre une exécution plus aisée dans l'avenir ?

A. Conception et Planification

1. Comment le programme national a été conçu et planifié ?
2. Est-ce que les objectifs du programme étaient réalistes ? Qu'est-ce qui le montre ?
3. Quel a été l'apport du SPIF dans la vie du projet à l'échelle nationale?
4. Dans quelle mesure est-ce que l'aspect genre a été pris en compte dans la planification et l'exécution du projet ? (Exemples concrets)

B. Gestion et administration

1. Quels aspects de la gestion du programme a posé les plus grands défis ? (Disponibilité des fonds – Définition des cahiers des charges – Système de suivi efficace – Disponibilité des données nécessaires – Appui /conseil et supervision utiles …..)

2. Comment s'exerce la coordination régionale sur votre projet national ? (Facilitation, dynamisme, blocage, lourdeur administrative) Perspectives ?
3. Pouvez-vous partager quelques unes des difficultés rencontrées ? de quelle manière peut-on les prévenir, voire les enrayer ?

C. Partenariat et collaboration

1. Comment les AE ont été sélectionnés ? (Identifier les critères de sélection)
2. Quels besoins de renforcement de capacités sont récurrents au niveau des AE ? Comment le programme y fait face ?
3. Jugez de la qualité des services apportés aux aux bénéficiaires directs?
4. Quelles formes de collaboration / partage d'informations est-ce que le projet Lutrena entretien avec le programme national (le cas échéant) ?
5. Quelles formes de collaboration / partage d'informations est-ce que le projet Lutrena entretien avec d'autres initiatives qui luttent contre la traite/travail des enfants dans le pays ? (Exemples concrets)
6. Quelles sont les ressources autres que celles du projet que vous avez pu collecter ou utiliser ?
7. Quel type de collaboration avez-vous avec les syndicats ? Avez-vous développé des PA ? Si oui dans quels domaines ?
8. Quelles sont les relations avec les organes gouvernementaux ? Dans quelle mesure est-ce que la traite et le travail des enfants ont été intégrés dans les programmes de développement national (DSRP, EPT, etc.) ?

D. Suivi et évaluation

1. De quelle manière est organisé le suivi des enfants bénéficiaires ? (Description du système, des acteurs, des supports utilisés, périodicité…)
2. Quelles sont les forces (faiblesses) du dispositif de suivi ? Comment l'améliorer ?
3. Comment se fait la collecte des données au niveau national ? (Nombre de filles/garçons retirés / prévenus par bailleur – USDOL/ USDOS / DANIDA)
4. Dans quelle mesure est-ce possible de suivre les enfants individuellement ? Est-ce qu'il existe des bases de données à cet effet? Comment sont-elles mises à jour ?

E. Réalisations

1. Quelles ont été les principales réalisations du projet au niveau des politiques nationales? Comment est-ce que ces politiques se répercutent sur le terrain ?
2. Quelles sont les indices d'une base de connaissance solide au sujet de la traite des enfants dans le pays ? Au niveau national ? Local?

F. Pertinence, Efficacité et Efficience

1. A quel besoin national ou local est-ce que le projet essaye de trouver une réponse ? Dans quelle mesure peut-on dire que la réponse est appropriée ou non ?
2. Quelle est la procédure de définition des besoins des bénéficiaires ? Dans quelle mesure est-ce que le programme répond-il aux besoins réels des bénéficiaires?
3. Que peut-on dire de la disponibilité des ressources pour l'exécution des actions retenues ?
4. Est-ce que les objectifs des composantes du programme ont été réalisés à temps? Si oui, de quelle manière cela a été fait ? Si non, quelles ont été les causes du retard ?

G. Réplication et Pérennité

1. Quel changement profond peut-on dire que le projet a apporté aux bénéficiaires ?
2. En quelle mesure est-ce que les changements introduits pourront-ils être maintenus à la fin du projet ?
3. Quelles propositions peut-on avancer pour une conception et une mise en œuvre plus efficientes d'un projet similaire à Lutrena ?

4. Quels sont les obstacles qui persistent à l'éradication complète de la traite des enfants dans le pays ? Quelles sont les priorités pour l'avenir ?

ENFANTS

L'idéal est de faire des entretiens dans des groupes de 6-10 enfants comprenant des filles et des garçons. On peut aussi faire avec des entretiens individuels. Tant que possible il faut le faire sans la présence des adultes ou autres observateurs, à l'exception d'un interprète si nécessaire. Dans ce cas, choisissez quelqu'un avec qui les enfants se sentent à l'aise.

Commencer par les présentations, et l'explication de l'objet de la visite.

Mise à l'aise

Poser des questions sur les activités courantes des enfants en fonction de leur situation :

1. Qui peut m'expliquer qu'est-ce que vous faites ici ? (dans l'école ou le centre - une journée typique - Il faut les faire parler au maximum et montrer un intérêt dans leurs réponses.

Connaissance / compréhension de la traite /travail des enfants

2. Avez-vous entendu parler de la traite d'enfants ? Qu'est-ce que ca veut dire ?
3. Qui peut m'expliquer quel travail est bon pour un enfant et quel travail n'est pas bon ? Pouvez-vous me dire pourquoi ?
4. Est-ce que tous les enfants que vous connaissez vont à l'école ? Si non, pourquoi pas ? Qu'est-ce qu'ils font pendant la journée ?
5. Quels sont les dangers qu'il y a à quitter la famille pour voyager /travailler seul ? Comment pouvez-vous vous protéger contre ces dangers ?

Droits des enfants

6. Est-ce que vous avez entendu parler des droits des enfants ? Qui peut me parler de ces droits ? Comment avez-vous eu ces informations ?

Changement à cause du projet

7. Qui peut me dire ce qu'est le projet Lutrena ?
8. Quels sont les changements que le projet a apportés depuis son démarrage ? (A l'école - dans la communauté – avec vos parents?
9. Qu'est-ce qui a changé dans vos idées/ comportement depuis le démarrage des activités?
10. Poser d'autres questions sur les changements en fonction de la situation :
    a. Qualité d'éducation? (chercher des exemples concrets)
    b. Aces à l'éducation- Plus d'enfants inscrit à l'éducation qu'avant?
    c. Traite / travail d'enfants : Est-ce que la situation a changé? (détails, exemples…)
    d. Est-ce que la formation est adaptée aux besoins/réalités ?

Est-ce qu'il y a un club d'enfants initié par le projet Lutrena ici ? Qu'est-ce que vous faites dans ce club ? Quelles sont les activités les plus intéressantes ? Qu'est-ce que vous pensez qu'on devrait ajouter ? Pourquoi ?

Idées et Propositions des enfants

11. Quelles sont vos idées pour faire passer des messages par rapport à la traite / travail des enfants ? Comment le projet peut-il mieux vous aider ?
12. De quelle manière pouvez-vous contribuer à la lutte contre la traite des enfants ?
13. Quels d'autres types de projet seront utiles ?
14. Quelles activités pouvez-vous toujours poursuivre après la fin du projet ? Comment voyez-vous l'avenir ?

COMMUNAUTES

Les questions de ce groupe de répondants doivent être modulées par rapport à la composition du groupe (Parents, enseignants, Comités Locaux Villageois...)

Introduction : Présentations, objectif de la visite…

1. Quelles sont les structures d'éducation dans votre communauté ?
2. De quelle manière est-ce que les parents d'élèves sont impliqués dans la gestion de ces structures ? Quels rôles jouent-ils précisément ?
3. Quelle est l'importance de l'éducation à votre avis ? Que pense-vous de celle qui est donnée à vos enfants ?
4. Qu'est-ce qui est fait ici pour encourager les parents à envoyer les enfants à l'école ?

Activités des groupes

5. Selon vous qu'est-ce que la traite des enfants ? Quelles sont les expériences que vous en avez eues ? Pouvez-vous citer quelques dangers qui menacent les enfants qui partent d'ailleurs pour chercher le travail ?
6. Quelles sont les activités que vous développez ici pour lutter contre cette traite ?
7. S'il y a des membres d'un CLV il faut leur demander d'expliquer :
   - l'origine, l'organisation et fonctionnement du groupe
   - les résultats de son travail
   - les réactions face à leurs interventions
   - le suivi des enfants dans la communauté
   - les liens avec des groupes similaires
   - des liens avec les structures gouvernementales /les autorités locales

La présence du projet Lutrena

8. Qu'est-ce que le projet Lutrena a apporté dans la communauté ?
9. Quelles sont les activités initiées par le projet ? Quels ont été les effets ou les changements introduits par le projet ? (Plus d'enfants inscrits à l'école ou dans des programmes alternatifs ? Moins de déplacement d'enfants ? Plus d'opportunité pour les enfants dans la communauté ?)
10. Quel rôle revient aux parents (et aux enfants) au sein des activités ?
11. Que dit la loi pour protéger les enfants et punir ceux qui les exploitent ?
12. Quelles sont vos idées pour lutter contre la traite /travail des enfants ? Qu'est-ce que vous pouvez faire dans ce sens ?
13. Que peuvent toujours faire les organisations locales à la fin du projet ?
14. Quels sont vos espoirs pour vos enfants dans l'avenir ?

MINISTERES (Structures centrales ou déconcentrées des ministères)

1. Pouvez-vous nous dire de quelle manière se manifeste la question de la traite et le travail des enfants dans votre pays ?
2. Quelles sont les mesures qui ont été engagées face à cette situation ?
3. Quelles sont les difficultés de mise en œuvre de ces mesures ?
4. Dans quelle mesure est-ce que la traite et le travail des enfants sont pris en compte dans les politiques nationales ? (spécifiquement dans les dossiers DSRP et EPT)
5. Pouvez-vous nous dire comment la collaboration avec le Projet Lutrena a été engage ? En quoi consiste-t-elle?
6. En quels aspects particuliers est-ce que la collaboration avec le Projet Lutrena vous est utile? Pouvez-vous nous parler de quelques résultats obtenus ?
7. Qu'est-ce qui aurait pu permettre de meilleurs résultats ?
8. De façon particulière, en quoi est-ce que le projet participe au renforcement des capacités des agents de votre ministère (ou d'autres) ?
9. Combien de PA avez-vous mis en œuvre dans le cadre de l'appui du Projet Lutrena ? Pouvez-vous nous dire comment ils évoluent (ou ont évolué) ?

10. Quelle(s) approche(s) de conception utilisez-vous pour la conception des PA ? (Centralisée, participative, prescrite, etc.)
11. Quels sont les aspects spécifiques relatifs à l'approche genre ?
12. De façon pratique, pouvez-vous nous dire de quelle manière les bénéficiaires finaux (sont) seront avantagés par votre PA ?
13. Que pouvez-vous nous dire de la cohérence entre vos objectifs en tant qu'institution et ceux du projet Lutrena ? (En matière d'environnement légal, développement local, éducation, protection, etc.)
14. Quels sont les résultats ou les effets les plus visibles de votre collaboration avec le projet Lutrena ? De quelle manière, si c'est le cas, est-ce que la question de la traite intervient dans les discussions nationales sur le travail décent ?
15. Quels sont, selon vous, les points les plus forts (faibles) du Projet Lutrena ?
16. Quelles sont les bonnes pratiques que nous pouvons retenir de votre collaboration avec le Projet Lutrena ?
17. Pouvez-vous nous parler de l'efficience du projet par rapport aux ressources engagées ?
18. Quels autres projets de votre direction ont un meilleur rapport investissement/résultat ?
19. Quelle stratégie avez-vous mis en place pour un impact durable des activités découlant de votre collaboration ?

POLICE GENDARMERIE

1. Pouvez-vous nous dire de quelle manière se manifeste la question de la traite des enfants à votre niveau (national, régional, local) ?
2. Quels sont les mesures qui ont été engagées face à cette situation ?
3. Quelles sont les difficultés de mise en œuvre de ces mesures ?
4. Quelles difficultés sont particulièrement liées à votre situation (zone, direction, localité)
5. Dans la pratique de tous les jours, lesquelles mesures sont les plus pertinentes ?
6. Quelles sont vos rapports avec le Projet Lutrena ?
7. De façon particulière, en quoi est-ce que le projet participe au renforcement des capacités de votre corps ?
8. Pouvez-vous nous dire l'importance du projet dans la conception nationale de la politique anti-traite ?
9. Quels sont les effets de vos actions (concertées avec le projet) sur les bénéficiaires directs du projet ?
10. Quelle est l'évolution des statistiques en matière d'enfants victimes de traite ? (Base de données ? Système de collecte ?)
11. Quels types d'interventions sont les plus efficaces ? Comment pourraient-ils être hissés au niveau national ?
12. Quels sont, selon vous, les points les plus forts (faibles) du Projet Lutrena ?
13. Quelles sont les bonnes pratiques que nous pouvons retenir de votre collaboration avec le Projet Lutrena ?
14. Pouvez-vous nous parler de l'efficience du projet par rapport aux ressources engagées ?
15. Quels autres projets, selon vous, ont un meilleur rapport investissement/résultat ?
16. Quelle stratégie avez-vous mis en place pour un impact durable des activités découlant de votre collaboration ?

AGENCES D'EXECUTION

1. Pouvez-vous nous dire de quelle manière se manifeste la question de la traite des enfants dans vos zones d'intervention ?
2. Quels sont les mesures qui ont été engagées face à cette situation ?
3. Quelles sont les forces et les difficultés de mise en œuvre de ces mesures ?
4. Pouvez-vous nous dire comment la collaboration avec le Projet Lutrena a été engagée ? Quels sont les principaux domaines de collaboration ?

5. Est-ce que c'est la première fois que votre structure travaille dans le domaine de la traite ?
6. En quels aspects particuliers est-ce que la collaboration avec le Projet Lutrena vous est utile ? Pouvez-vous nous parler de quelques résultats obtenus ?
7. Qu'est-ce qui aurait pu permettre de meilleurs résultats ?
8. De façon particulière, en quoi est-ce que le projet participe au renforcement des capacités des agents de votre agence?
9. Combien de PA avez-vous mis en œuvre dans le cadre de l'appui du Projet Lutrena ? Pouvez-vous nous dire comment ils évoluent (ou ont évolué) ?
10. Quelle(s) approche(s) de conception utilisez-vous pour la conception des PA ? (Comment les bénéficiaires sont identifiés et comment la communauté est impliqué dans le développement et l'exécution du projet ?)
11. Quels sont les aspects spécifiques relatifs à l'approche genre ?
12. Quelles sont les méthodes utilisées pour suivre le progrès et le statut du travail des enfants bénéficiaires ? (2 niveaux – pour les TPR comment le nombre d'enfants retirés et prévenus est calculé – à quelle fréquence et par qui ? Comment la communauté suit-elle les enfants vulnérables ?
13. De façon pratique, pouvez-vous nous dire de quelle manière les bénéficiaires (sont) seront avantagés par votre PA ?
14. Quels sont les effets les plus visibles de votre collaboration avec le projet Lutrena sur la politique nationale en matière de traite ?
15. Quels sont, selon vous, les points les plus forts (faibles) du Projet Lutrena ?
16. Pouvez-vous nous parler de l'efficience du projet par rapport aux ressources engagées ?
17. Dans quels autres projets êtes-vous engagés ?
18. Quels sont les projets de votre organisation qui ont un meilleur rapport investissement /résultat ?
19. Quelle stratégie avez-vous mis en place pour un impact durable des activités découlant de votre collaboration avec le projet Lutrena?
20. Quelle est l'évolution des statistiques en matière d'enfants victimes de traite ? (Base de données ? Système de collecte ?)
21. Quels types d'interventions sont les plus efficaces ? Comment pourraient-ils être hissés au niveau national ?