



## *Partnerships in Action to End Child Trafficking in Peru*

### **EVALUATION REPORT**

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# ► EVALUATION REPORT

Partnerships in Action to End Child Trafficking  
in Peru – PER/17/51/USA

Independent Final Evaluation

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## Lista de Siglas y Acrónimos

CAR	Residential Care Centre
CARE	Specialised Residential Care Centres for Trafficking in Persons
CEBA	Alternative Basic Education Centre
CEM	Emergency Centre for Women
CEPLAN	National Centre for Strategic Planning
CETPRO	Technical-Productive Education Centre
CHS	Alternative Human and Social Capital
CMNPTPTIM	Permanent Multisectoral Commission against Trafficking in Persons and Smuggling of Migrants
CONFIEP	National Confederation of Private Business Institutions
CPC Partnership	Child Protection Compact Partnership
DEMUNA	Municipal Ombudsman's Office for the Protection of Children and Adolescents
DIRCTPTIM	PNP's Directorate against Trafficking in Persons and the Illicit Smuggling of Migrants
DPE	Special Protection Directorate
FISTRAP	Specialized Prosecutor's Office for Crimes of Trafficking in Persons
GET Ahead	Gender and Entrepreneurship Together
IDL	Legal Defence Institute
IML	Legal Medicine Institute
INABIF	National Comprehensive Programme for Family Welfare
J-TIP	U.S. Department of State's Office to Monitor and Combat Trafficking in Persons
LGTBIQ+	Lesbian, gay, transgender, transsexual, bisexual, intersex, queer, and other identities and orientations.
MEF	Ministry of Economy and Finance
MIGRACIONES	National Superintendence of Migrations
MINEDU	Ministry of Education
MININTER	Ministry of the Interior
MINJUSDH	Ministry of Justice and Human Rights
MINSA	Ministry of Health
MP	Public Ministry
MRE	Ministry of Foreign Affairs
MTPE	Ministry of Labour and Employment Promotion
OIM	International Organization for Migration
OIT	International Labour Organization
ONG	Non-governmental Organization
PIP	Public-Private Investment Project
PJ	Judiciary
Plan Nacional	National Plan against Trafficking in Persons 2017-2021
PNP	National Police of Peru
PNUD	United Nations Development Programme
POA	Annual Operating Plan
Política Nacional	National Policy against Trafficking in Persons and its Forms of Exploitation to 2030

PRONABEC	National Scholarship and Educational Loan Programme
Proyecto	"Partnerships in Action to End Child Trafficking in Peru" Peru
Proyecto Piloto	Economic Integration Pilot Project
PUCP	Pontifical Catholic University of Peru
SUNAFIL	National Superintendence of Labour Inspection
UCAVIT	Central Unit for Victim and Witness Assistance of the Public Ministry
UNODC	United Nations Office on Drugs and Crime
UPE	Special Protection Unit
USPNNA	Child and Adolescent Protection Services Unit

## ► Executive Summary

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### **Summary of the purpose, logic and structure of the project**

The project “Partnerships in Action to End Child Trafficking in Peru” (Partnerships), implemented by the ILO from 2018 to 2024, addressed the urgent need to combat child trafficking in a country where this phenomenon persists as a structural issue rooted in social, cultural, and economic factors. With a final budget of \$7.94 million provided by J-TIP from the U.S. Department of State, the project aimed to strengthen the Peruvian government’s capacity to address child trafficking through its three fundamental dimensions: prosecution, protection, and prevention. The project operated primarily in Lima, Cusco, and Loreto, regions selected due to their high incidence of cases, and later expanded its reach to Madre de Dios and Puno in response to new needs identified during implementation.

From its inception, the project tackled structural deficiencies identified in previous assessments, such as the justice system’s limited capacity to prosecute trafficking cases, the lack of specialised services for victims, and the absence of effective prevention mechanisms. The logical framework of the intervention focused on establishing a solid foundation for institutional change by strengthening regulatory and technical capacities, aiming to coordinate inter-institutional efforts through a multisectoral approach.

### **Purpose, scope and methodology of the evaluation**

The final evaluation aimed to analyse the project's results in terms of its alignment with the proposed objectives, the factors influencing its implementation, and the prospects for sustainability. In addition, the evaluation sought to identify lessons learned, good practices, and recommendations applicable to future projects.

The temporal scope of the evaluation covered the entire project cycle, from its inception in October 2017 to its conclusion in December 2024, with a particular focus on the active implementation period between October 2018 and July 2024. Geographically, the evaluation primarily focused on the priority regions of Lima, Cusco, and Loreto, although some specific activities in Madre de Dios and Puno were also considered.

The methodology employed was criterion-based and summative, grounded in the OECD evaluation principles. Twenty-three questions were designed, organised into eight criteria: relevance, coherence, effectiveness, efficiency, impact, sustainability, lessons learned, and best practices. The evaluation team applied a theory of change-driven approach, combining qualitative and quantitative methods, although contextual limitations led to a primary reliance on qualitative information. A total of 60 interviews and focus groups were conducted, involving 101 participants from various key institutions and organisations.

### **Key findings and conclusions**

#### **Relevance**

The Partnerships Project has stood out for its proper alignment with the needs identified in both the initial assessments and the emerging events during its implementation. The flexibility to incorporate new territories, actors and approaches, such as the victim-centred approach and trauma-informed care, demonstrates its relevance. Furthermore, its responsiveness to unforeseen challenges, such as the COVID-19 pandemic and the Venezuelan migration crisis, reinforces its relevance in the dynamic context of Peru.

Relevance was enhanced by the participatory approach demonstrated by the project, evident in the inclusion of national counterparts, who were involved both in the adapted design and in the implementation of the project. This allowed the actions to be perceived as legitimate and contextually appropriate, while also facilitating flexibility.

Although the project design has a clear logical structure, limitations were observed in the Theory of Change and in the Logical Framework Matrix, such as the lack of intermediate steps in some causal chains and an inconsistent prioritisation between outcomes. However, the development of a new theory of change towards the end of the project helped strengthen strategic coherence by integrating a cross-cutting capacity-building approach. This limited the design's ability to capture the full complexity and scope of the actions developed, as well as the subsequent

magnitude of the results achieved. These tools, while useful, lacked the necessary precision to connect all levels of results and link outputs directly to the intended impacts.

### **Coherence**

The Partnerships Project has demonstrated high coherence with national strategies in the fight against trafficking in persons, particularly with the National Policy against Trafficking in Persons and its forms of exploitation by 2030. However, following the donor's guidelines and with the aim of avoiding duplication with other initiatives funded by the donor, the action in the prevention area was given less priority. Its contribution to the implementation of regulatory and operational instruments consolidates its alignment with national policy frameworks.

### **Effectiveness**

The management mechanisms used enabled the building of strategic alliances and adaptation to changing contexts. The multi-level coordination strategy was crucial in mitigating the effects of high staff turnover in public institutions, ensuring the continuity of actions.

The Partnerships Project placed great importance on monitoring activities and outputs, dedicating a significant number of resources to this effort. However, the monitoring system revealed vulnerabilities, primarily related to the outcome indicators, which failed to capture the actual changes driven by the project. Although very detailed quarterly reports are available, some information is scattered and poorly structured, making it difficult to conduct integrated analyses.

The results obtained highlight significant progress in the components of prosecution, protection and prevention, particularly in the first two, thanks to the action of the ILO. Acting as a facilitator, the ILO provided technical support, tools, and resources, while allowing state entities to adopt the changes.

Effects demonstrating the application of the knowledge acquired across all components have been identified. Among the factors that contributed to the achievement of results are the presence of clear governmental commitment, albeit without adequate public funding; the project's duration and scale; and the availability of highly qualified and recognized technical resources dedicated to the project.

### **Efficiency**

The efficient use of available resources was a distinctive feature of the project, which operated with a small but highly skilled team. Budget management was oriented towards the completion of activities and outputs, although it was not always explicitly reflected in terms of final outcomes or gender considerations. Despite these limitations, the team demonstrated a high degree of commitment and flexibility to adapt to the demands of the context and counterpart institutions.

The final budget of the Partnerships Project, compared to other ILO projects, shows a similar structure and distribution. However, in this case, there is a slightly higher allocation of resources to activities directly aimed at achieving the project's outputs and outcomes.

### **Impact orientation**

The Partnerships Project laid a solid foundation for creating a sustainable impact in the fight against trafficking in persons. The transfer of knowledge and materials to key institutions, such as the Ministry of Women and Vulnerable Populations (MIMP) and the Ministry of the Interior (MININTER), along with the institutionalisation of approaches and tools, including regulatory protocols and operational guidelines, ensures its long-term continuity.

Some of the changes promoted by the project, both expected and unexpected, have the potential to continue to have an impact in the medium and long term and to continue to produce changes. Obviously, this does not mean that all problems have been resolved. However, the Partnerships Project has acted as a natural coordinator for Peruvian institutions and a facilitator of actions previously identified by those institutions. This has enabled it to serve as a catalyst for change at multiple levels, which, once again, can be interconnected to strengthen progress.



## **Sustainability**

The project's approach to sustainability focused on promoting institutional ownership of the developed products and tools, ensuring their institutionalisation, strengthening staff training to replicate knowledge, and transferring tools and resources to national platforms. This approach demonstrates a sustained effort to ensure the continuity of the interventions.

Sustainability faces significant challenges, such as structural limitations in the capacity of beneficiary institutions and differences in levels of ownership. High staff turnover in public institutions and limited budgetary resources are additional factors that may jeopardise the continuity of the achievements and represent significant<sup>1</sup> threats. However, in the case of the Public Ministry, staff turnover has not prevented the continuation of activities that were initiated.

The persistence of these challenges means that additional efforts will be required from agents with responsibilities in this area to consolidate some of the progress achieved. Even so, Partnerships has set a precedent for how to address trafficking in persons in Peru. Furthermore, the existence of a wide and diverse group of individuals who have gained valuable experiences, even beyond mere professional learning, forms a foundation that is difficult to reverse.

### **Lessons learned, best practices and recommendations**

#### **LA.1 Economic reintegration**

Work in this area must adopt a comprehensive and collaborative approach involving public institutions, civil society organisations, the private sector, and adolescents themselves along with their families. This approach should aim to create opportunities for adolescents, placing them in a better position to pursue their life projects while addressing their many facets.

#### **LA.2 Measures to mitigate turnover. The case of the PNP**

In collaboration with the United Nations system agencies with which the project developed a close partnership, UNODC and IOM, it proposed to the competent authority the need to issue a resolution ensuring that trained police officers remain in their roles. Direct coordination with police leadership and partnerships with UN agencies proved to be key factors in advancing the issuance of the ministerial resolution. This approach not only reduces the loss of resources and time invested in training, but also lays a foundation for improving operational performance and the long-term fight against trafficking in persons.

#### **BP.1 Collaborative work**

The project engaged in collaborative work with national counterparts at various levels, contributing to increased ownership of products and outcomes. This involved the project providing technical assistance, resources, and expertise, while primarily acting as facilitators. Facilitation encourages the involvement of stakeholders and is based on the idea that cooperation is both beneficial and necessary for ownership.

#### **BP.2 Inter-institutional workspaces**

The project established inter-institutional working spaces as a strategic solution to overcome challenges in dialogue and joint efforts among the main organisations dedicated to combating trafficking in persons and assisting and protecting its survivors. This facilitated the creation of efficient communication and coordination mechanisms, promoting practical and sustainable tools that enhanced joint operational capacity. The spaces led to more effective responses to the challenges identified throughout the project and also consolidated trust-based relationships between the participating institutions, strengthening their ability to act in a coordinated manner.

<sup>1</sup> The issue of high staff turnover can be partially mitigated by the role of champions or strategic leaders identified and empowered by the project, who have acted as change agents capable of advancing its objectives.

### **BP.3. Learning through experience**

The project aimed to promote changes in the actual practice of practitioners, which has been enhanced by the application of experiential methodology. Particularly noteworthy are the organisation of forensic workshops based on role-playing and real-life scenario simulations, workshops on biased decisions influenced by gender stereotypes to avoid them, courses for judges focused on rulings, and individual mentoring sessions to address legal interpretation questions regarding trafficking cases in a confidential manner.

### **BP.4 Identification of champions**

The project aimed to identify and empower strategic leaders, known as champions within the framework of the Project, in both state institutions and the private sector. Due to their hierarchical position and/or high prestige within their sectors, these leaders had significant influence over the members of their organisations. Through technical training and strategic support, these leaders positioned themselves as change agents capable of promoting the project's objectives. Leadership was also identified in the private sector, particularly to support reintegration initiatives.

#### **R.1. Focusing the Project design on the changes to be promoted rather than on the activities to be implemented**

For future ILO projects or other agencies in the area of human rights or child protection, it is recommended to prioritise designs that focus more on the desired results or structural changes to be promoted. From these, the outputs to be produced, as well as the necessary conditions, should be derived. At the same time, this approach should help define the activities through which these outputs will be achieved. All of this should be done using tools such as robust and up-to-date Theory of Change frameworks, along with clear monitoring systems that link outputs, results, and impact.

#### **R.2 A monitoring system better aligned with the desired changes**

The recommendation applies to any entity implementing initiatives that require the definition of a monitoring system: it is essential to design it in a way that completely tracks progress towards achieving results and supports decision-making. Additionally, for future projects or public policies, national institutions responsible for implementing anti-trafficking policies (Public Ministry, MIMP, MININTER) should develop more integrated and impact-oriented monitoring systems, ensuring proper disaggregation of training data. This would facilitate measuring progress toward strategic objectives, even after the completion of international cooperation projects.

#### **R.3. Maintain the multilevel coordination structure**

This structure, which maintained open communication at three institutional levels (political, executive, and technical), has been a highly effective management strategy that allowed for the continued implementation of activities, even amid the frequent changes within Peru's institutions. Following its success in the Partnerships Project, it is recommended that national institutions maintain multilevel coordination structures tailored to their internal needs, with the aim of strengthening governance and improving the implementation of anti-trafficking public policies. This will help minimise the effects of high staff turnover and enhance inter-institutional coordination. In this regard, the MTPE emerges as a potential facilitator of dialogue and coordination.

#### **R.4. Continuing efforts to increase state resources**

It is recommended that, on one hand, MININTER continue advocating for the approval of a results-based budgeting programme that would allow for ongoing improvements in operations and ensure their sustainability in the medium and long term. On the other hand, a recommendation is made for the ILO, recognising its potential active role in this process due to its technical capacity and international advocacy experience. In this way, the ILO, in collaboration with its constituents, could facilitate technical dialogue spaces and working groups to advise and support the competent ministries (MININTER and MIMP) in identifying and designing sustainable budgeting mechanisms and resource mobilisation schemes from the private sector.

#### **R.5. Periodic adaptation of actions to the needs and demands of practitioners**

It is recommended that national counterparts consider establishing periodic consultation mechanisms with public policy practitioners to continuously adjust their strategies, accompanied by technical assistance when necessary.

#### **R.6. Continuing the actions of the Partnerships project**

It is recommended that national institutions, under the coordination of the Multisectoral Permanent Commission against Human Trafficking and Migrant Smuggling (CMNPTPTIM), incorporate the successful lines of work from the Partnerships Project, such as capacity building, interinstitutional collaboration, and engagement with the private sector, into their regular agendas. This should be carried out using national resources and fostering strategic partnerships, with a sustainability-focused approach aligned with the priorities outlined in the National Policy against Trafficking in Persons.

#### **R7. Adaptation of the CARE model**

The CARE centres have an operational model, but their results have been highly inconsistent. INABIF, with the support of the MIMP, should lead the transfer and adaptation of the CARE best practices identified in Cusco through this evaluation to other regions, considering contextual differences and strengthening national quality standards.

#### **R.8. Extending knowledge of the Project's outputs and encouraging their use**

It is recommended that all participating institutions (including the Ministry of Labour) undertake an exercise to recognise and disseminate the Partnerships Project's outputs, promoting their use in training and policies (mention in courses, presentations, and events, or the creation of videos for institutional websites and intranet). This recommendation is particularly directed at the Regional Governments of Cusco and Loreto, which are currently implementing a PIP that is likely to be continued by another.

#### **R.9. Disseminating the Partnerships Project**

The ILO, in collaboration with key institutional counterparts (MININTER, MIMP, Public Ministry, Judiciary, among others), should coordinate a comprehensive dissemination plan to share the results, learnings and best practices of the Partnerships Project. This plan should include both institutional and non-institutional media (such as the radio programme by IDL used in the early stages of the project), prioritising accessible communication strategies targeted at different audiences, such as the private sector, academia, civil society, and multilateral organisations. Specific actions could include media interviews, publications on social media and institutional digital platforms, and the organisation of events to share results. Additionally, it is recommended to create easily shareable communication materials, such as short videos, infographics, and newsletters, highlighting the project's achievements and challenges.

## ► Acknowledgements

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The evaluation team would like to express its deepest gratitude to all the individuals and institutions who, with their support and valuable information, made a significant contribution to the development of the evaluation process. In particular, we would like to acknowledge the ongoing and dedicated collaboration of the staff at the ILO Office for the Andean Countries in Lima, including the project team, whose willingness and support were essential to the success of this work.

We also extend a special thanks to Cybele Burga, Regional Evaluation Officer, for her invaluable support throughout the entire process. Their technical guidance, timely feedback, and commitment to excellence were essential elements that enriched the development and outcomes of this evaluation.

### **NOTE on the use of inclusive language**

The use of non-discriminatory language between men and women is a commitment of the evaluator. In order to avoid graphic overload when clarifying the presence of both sexes, the document employs “beneficiary”, “collaborator”, etc., with the understanding that all such references equally represent both men and women, unless otherwise specified. This approach aims to balance clarity and inclusivity while maintaining readability in the text.

## ► Project context and background

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**Trafficking in Persons** is understood as the recruitment, transportation, transfer, harbouring, or receipt of persons through the threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power or of a vulnerability situation, or the giving or receiving of payments or benefits to achieve the consent of a person having control over another, for the purpose of exploitation. Such exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery, servitude or the removal of organs..." (United Nations, 2000, Article 3, paragraph a)<sup>2</sup>.

Although trafficking in persons has common definitions, its characteristics differ across national and international contexts. As a multi-diverse country, understanding the characteristics and persistence of human trafficking in Peru requires recognising that it is multi-causal and stems from structural causes deeply embedded in society, culture, and institutions. Among the **structural causes** are various vulnerability factors that contribute to its existence: poverty, discrimination and exclusion, low educational levels, family dysfunction, informal and precarious employment, machismo, and the high prevalence of violence against children and adolescents. Cases involving the LGBTBI community, indigenous communities, and Afro-descendants are frequently concurrent among victims of trafficking in persons. False job offers are the most frequent way of recruitment, in 72% of cases, according to the National Observatory of Civilian Security of the Ministry of the Interior. Similarly, trafficking is associated with early marriages, unions, and disappearances of individuals.

In the last seven years, the incidence and persistence of trafficking in persons has worsened due to factors such as the socio-political crisis, international migration, the existence of organized criminal gangs, and the procurement of victims through social networks (CHS and USAID, 2024). In the specific case of migration, according to the International Organization for Migration (IOM), in June 2024 1.5 million Venezuelan migrants and refugees reside in Peru. In 2023, Peru was the country with the second highest number of Venezuelan migrants and refugees, following Colombia. Thus, in the last eight years, there has been a 500% increase in the number of migrants who are victims of human exploitation-related crimes: while in 2014 only 48 foreign victims of trafficking in persons were recorded, in 2022 the figure rose to 271 cases, many of them being Venezuelan migrants (CHS and USAID, 2024). Among the migrant population are women of different ages, children, and adolescents who are lured and/or transported with false promises of work, with the sole purpose of subjecting them to various forms of exploitation or other acts related to this crime. While forced labour also affects adults and children, trafficking for sexual exploitation **predominantly affects women and girls**, with a lesser impact on boys<sup>3</sup>.

## Characteristics of trafficking in the regions of the CPC-ILO Project intervention

Peru is considered a country of origin, transit, and destination for men, women, children, and adolescents, where victims are uprooted to be easily exploited in distant places. Trafficking in persons is present throughout the country, although it is most prevalent in Lima, accounting for 30.1% of reported cases, followed by Callao (7.6%), Loreto (10.3%), Cusco (5.6%), and Madre de Dios (6.3%) (MININTER, 2017<sup>4</sup>). In fact, this has been the main criterion for defining the intervention sites of the project, which are listed below.

<sup>2</sup> UN. (2000). Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.

[https://www.ohchr.org/sites/default/files/Documents/ProfessionalInterest/ProtocolTraffickingInPersons\\_sp.pdf](https://www.ohchr.org/sites/default/files/Documents/ProfessionalInterest/ProtocolTraffickingInPersons_sp.pdf)

<sup>3</sup> U.S Department of State (2023). "2023 Trafficking in Persons Report: Peru". <https://www.state.gov/reports/2023-trafficking-in-persons-report/peru>

<sup>4</sup> MININTER (2017). National Plan Against Trafficking in Persons 2017-2021, approved by Supreme Decree No. 017-2017-IN.

## Loreto

The victims, mostly of Peruvian nationality, are women from the northern jungle region. Iquitos (Loreto) is an important place for the recruitment of victims of trafficking in persons and its destinations are Puerto Maldonado (Madre de Dios), Ucayali and regions of the northern coast of the country. In the border area with Colombia, forced labour is carried out by criminal organizations such as the FARC or factions associated with drug trafficking, especially for coca cultivation and harvesting (CHS, 2024).

## Metropolitan Lima

It is considered a destination region for trafficking. Sexual and labour trafficking, as well as forced begging, are made visible. It is currently closely linked to the phenomenon of internal and external migration, where victims are separated from their families and environments, suffering from both family and state neglect and abandonment. They are recruited from peripheral areas and districts of Lima, where the socioeconomic level is low and levels of violence are more pronounced, or they are transported from other regions and countries.

## Cusco

It is characterised as a region of origin (from indigenous rural communities), transit, and destination for trafficking. It occurs primarily in the form of labour and sexual exploitation. Girls and young women are exploited in households through domestic work and are often recruited to work in hotel cleaning but end up in sexual exploitation. Men are recruited for informal labour exploitation in mechanics, mining, bakeries, and other businesses. Another form of exploitation is sponsorship, where the exploiters are relatives or acquaintances, and the victims work in household tasks under conditions of slavery.

## Madre de Dios and Puno

Madre de Dios, located in the Peruvian Amazon, is a region heavily impacted by illegal gold mining, which has created a conducive environment for sexual and labour exploitation. Illegal mining workers often live in precarious conditions, which fosters trafficking in persons, especially of women, adolescents, and girls. Victims are often sexually exploited in mining camps under conditions of abuse, violence, and threats.

Puno is a region of the Peruvian highlands bordering Bolivia. It is both a destination and transit point for internal and international migrants, with a large informal economy and both legal and illegal mining, which increases vulnerability to trafficking. People living in extreme poverty and Indigenous communities, particularly women and girls, are the main targets of trafficking networks for purposes of labour exploitation, sexual exploitation, and domestic servitude.

## The socio-political crisis in Peru

The years of the project's development have coincided with a series of external circumstances that have affected the overall actions in the country and, in particular, the activities with the public sector. Specifically, since 2016, Peru has experienced a period of political and social instability, as evidenced by the fact that no Peruvian president has completed their term (there have been six presidents in the last six years), and in the current government of President Dina Boluarte, in less than two years of management, there have been 57 ministers and 38 cabinet changes.

## Country's actions on trafficking in persons

Although the crime and social phenomenon of human trafficking is very old in Peru, its addressing by public policies **is relatively recent**. Since the ratification of the **Palermo Protocol** by the Peruvian state (23 January 2002) and its

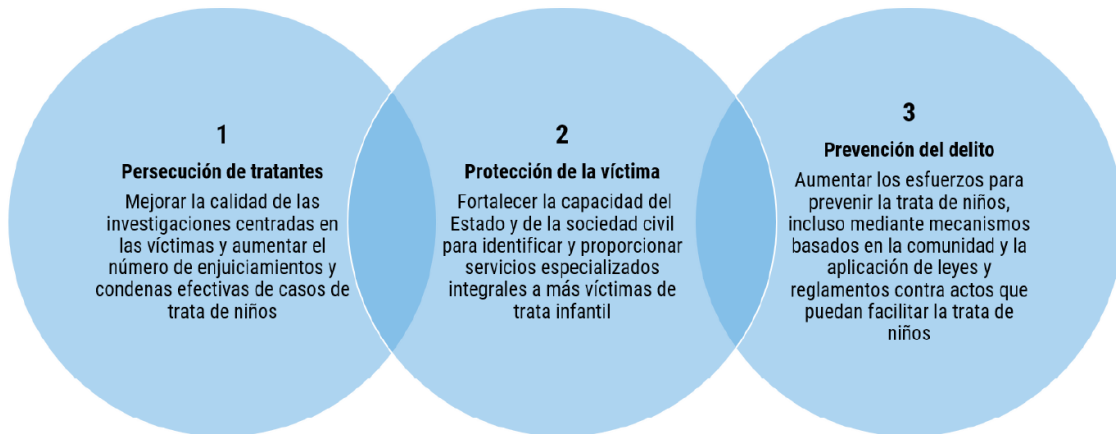
entry into force on 25 December 2003, progress in adopting policy measures and legal adjustments has been gradual throughout the decade, up until 2019, considering the period of this evaluation.

Throughout the report, reference will be made to the regulatory and other actions undertaken by the country in this area in recent years.

## ► Project Description

In 2017, the governments of Peru and the United States signed the **Cooperation Alliance for the Protection of Children and Adolescents** (hereinafter, CPC Peru) with the purpose of strengthening the institutional capacities of the State and civil society to combat child trafficking. This initiative is a multi-year plan that has the **“3 Ps” fundamental approach** (prosecution, prevention, and protection, Illustration 1) in the fight against trafficking in persons.

**Ilustración 1. Enfoque de las “3 P”**



**Description of Figure 1.** The three components or '3 Ps' of the project are represented by three overlapping circles, each intersecting with the others, symbolising their interconnection. Each circle contains the title of the component and a brief description: (1) Prosecution of traffickers, improving the quality of victim-centred investigations, and increasing the number of prosecutions and effective convictions in cases of child trafficking; 2) Victim protection, strengthening the state's and civil society's capacity to identify and provide comprehensive specialized services to more child trafficking victims; and 3) Crime prevention, increasing efforts to prevent child trafficking, including community-based mechanisms and the enforcement of laws and regulations against acts that may facilitate child trafficking.

In this context, the Project **“Partnerships in Action to End Child Trafficking in Peru”** (hereinafter, Partnerships), was approved, which has been officially implemented by the ILO from July 2018 to December 2024 in the regions of **Lima, Cusco and Loreto**, with some specific activities in the regions of **Madre de Dios and Puno**. Funded by the Office to Monitor and Combat Trafficking in Persons (J-TIP) of the U.S. Department of State, the **final budget** allocated to the project is USD 7,940,000, following four cost extensions.

Its **general objective** is to strengthen the capacity of the Peruvian government to eradicate child trafficking, through the achievement of **3 specific objectives**, each of which leads to a component of the project:

- **Objective 1.** Improve the capacity of the criminal justice system to investigate, prosecute, and convict traffickers, maintaining a victim-centred approach.
- **Objective 2.** Improve coordination among stakeholders to provide effective and comprehensive assistance, protection, and reintegration to child victims of trafficking in Lima, Cusco, Loreto, and some activities in Madre de Dios, with special attention to the gender dimension.
- **Objective 3.** Promote a strategic and coordinated approach to prevent child trafficking in Lima, Cusco, and Loreto, with special attention to its gender dimension.

The project considers all **cases of child trafficking** as any human trafficking offenses processed under Peruvian law where the victims are minors, as well as cases of child sexual exploitation or child abuse related to human trafficking that meet the definitions of the Palermo Protocol and the U.S. Trafficking Victims Protection Act (TVPA). This also



includes cases of domestic servitude, forced criminal activity, begging, and forced labour that meet the same definitions.

The initial **public institutions benefiting** from the project are the Permanent Multisectoral Commission Against Trafficking in Persons and Smuggling of Migrants (CMNPTPTIM or Multisectoral Commission), the Judiciary, the Ministry of Justice and Human Rights (MINJUSDH), the Ministry of the Interior (MININTER), the Public Ministry, the Ministry of Women and Vulnerable Populations (MIMP), the Ministry of Health (MINSA), the Municipality of Metropolitan Lima, the Regional Governments of Cusco and Loreto, and the National Police of Peru (PNP).

**Project management** is led by a six-person team based in Lima, reporting to the Director of the ILO Office for the Andean Countries. The project has collaborated with three implementing partners at different stages: the Legal Defence Institute (IDL), Alternative Human and Social Capital (CHS Alternativo), and the Centre for Social Research and Popular Education (Alternativa).

Approved in 2017, the Partnerships Project has been linked to the outcomes of each biennial ILO Programme and Budget (P&B). For the 2024-2025 P&B, it aligns with Outcome 1 ('Strong and modernised normative action for social justice'), Output 1.4 ('Increased capacity of constituents, partners, and stakeholders to respect, promote, and realise fundamental principles and rights at work'), and Indicator 1.4.2 ('Number of Partnership 8.7 pioneer countries that have taken action on child labour, forced labour, or trafficking in persons'). It is **also linked to SDGs 5.5<sup>5</sup>, 8.3<sup>6</sup>, 8.7<sup>7</sup> and 16.2<sup>8</sup>**.

In line with the project's objectives, the actions carried out to date aim to **strengthen the capacities of Peruvian institutions** involved in any of the lines of action against trafficking in persons, specifically focusing on child trafficking. The actions undertaken to strengthen victim protection, prosecute crimes and perpetrators, and promote prevention have been extensive and diverse.

The **persecution component** sought to strengthen the criminal justice system since, despite efforts to adapt the Peruvian legal framework to international recommendations and standards against trafficking in persons, the number of prosecutions and convictions in Peru remained low compared to the number of cases identified. The prosecution strategy was based on **three lines of action**:

1. **Understand the baseline situation**, gaps, and needs of justice institutions, and gather data on the crime.
2. **Build learning processes and capacity-building efforts** through a three-tiered strategy: strengthening institutional academies, creating new training environments with innovative methodologies, and facilitating joint training sessions between institutions (primarily the National Police of Peru, Public Ministry and Judiciary).
3. **Develop resources and promote spaces** to help **improve normative interpretation**.

The second **component**, focused on effective and comprehensive **protection and reintegration** for survivors, constitutes the central axis in the fight against trafficking in persons. In this case, the project also worked on **three complementary lines of action**:

1. It conceptualised and institutionalised the application of **victim-centred and trauma-informed** approaches, essential for ensuring non-revictimizing care.
2. It provided technical assistance to improve **care procedures and the provision of comprehensive and specialised services**, as well as to create and strengthen Specialised Residential Care Centres for Trafficking

<sup>5</sup> "Ensure women's full and effective involvement and equal opportunities for leadership at all levels of decision-making in political, economic, and public life".

<sup>6</sup> "Promote development-oriented policies that support productive activities, the creation of decent work, entrepreneurship, creativity, and innovation, and encourage the formalisation and growth of micro, small, and medium-sized enterprises, including through access to financial services."

<sup>7</sup> "Take immediate and effective measures to eradicate forced labour, end modern slavery and trafficking in persons, and ensure the prohibition and elimination of the worst forms of child labour, including procurement and use of child soldiers, and, by 2025, end child labour in all its forms."

<sup>8</sup> "End abuse, exploitation, trafficking, and all forms of violence and torture against children."

Survivors (CARE), aiming to guarantee the right of girls and adolescent trafficking survivors to adequate and specialised temporary accommodation.

3. A **pilot project for the economic reintegration** of adolescent trafficking survivors was designed and implemented, and efforts were made to improve **Individual Reintegration Plans** by analysing the available services.

Finally, the **prevention component** focused on **strengthening institutional governance** through communication actions, support for the Multisectoral Commission, and assistance in the creation and implementation of the National Plan and Policy against Trafficking, as well as its monitoring and evaluation system. Lastly, technical assistance was provided to Regional Governments to strengthen their existing coordination bodies, establish Regional Plans, and support the development of Public Investment Projects (PIPs) to secure additional financial resources for implementing actions.

With a seven-year duration, the project has carried out a wide range of actions involving a comprehensive variety of agents, which cannot be fully detailed here due to space constraints. However, it is worth highlighting some of the Project's milestones achieved over these years, such as the four budget extensions approved in 2019, 2021, 2022, and 2023, respectively, and the independent mid-term evaluation published in April 2021. Throughout the report, reference will be made to some of these actions and milestones, with a brief description provided in each case.

## ► Evaluation background

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### Objective, scope, and recipients of the evaluation

This evaluation aims to identify the results achieved by the project, as well as understand how they were achieved, the factors that intervened, and how they impacted counterparts and stakeholders. The goal is to provide evidence and the lessons learned from the findings, conclusions, and the evaluation process itself, to support future decision-making processes for new programming exercises. This dual purpose is translated into the following **specific objectives**:

- Assess the extent to which the project has contributed to improving the capacity of the Peruvian government to eradicate child trafficking within the framework of CPC Peru, considering the scope of the project.
- Identify the contributions of the project to the CPC, national frameworks, and the SDGs, as well as its synergy with other projects and programmes in the country related to human trafficking.
- Assess the factors that affected the implementation of the project, how they did so, and whether these factors were adequately addressed and managed effectively.
- Assess the extent to which the project's results will be sustainable.
- Identify lessons learned and potential best practices, particularly regarding intervention models that could be applied in the future and innovative approaches developed within the intervention framework.
- Provide key stakeholders with recommendations or strategic considerations to enhance future programming areas.

This is a **final independent evaluation** that marks the conclusion of the Partnerships Project. Therefore, its **temporal scope** covers the entire history of the project, from its beginning in early July 2018 to the latest results obtained during the evaluation process, although it focuses on the period of actual implementation of activities, from October 2018 to the end of July 2024. The **geographic scope** of the evaluation also aligns with the program's coverage, although the specific actions carried out in Madre de Dios and Puno did not involve observation visits.

The **internal audiences** for this evaluation are: the ILO Office for the Andean Countries, the project team, and the implementing partners (IDL, CHS Alternativo, and Alternativa), as well as Fundamentals/Governance, PARDEV, and EVALUAR. For the ILO Regional Office, Fundamentals/Governance, and PARDEV/EVAL, the results obtained are intended to be used for future projects as well as for internal learning purposes. With regard to the project team and implementing partners, their involvement in the evaluation process has been key due to their direct involvement in the project's development and the volume of information they possess. This evaluation serves as validation of their work, while also providing lessons for future interventions.

Externally, the evaluation includes the donor (JTIP/USDOS) and the range of national institutions that have participated in the implementation and development of the project in various capacities (MININTER, PNP, Public Ministry, Judiciary, MIMP, INABIF, MTPE, SUNAFIL, MINEDU, MRE, MINSA, MINJUSDH, the Regional Governments of Loreto and Cusco, and the involved municipalities). For the donor, this evaluation serves to account for ILO's actions and provides thematic learning for similar interventions in other contexts. For their part, the aforementioned ministries have served as informants for the evaluation. Their involvement in the project has improved their knowledge of the phenomenon and their skills in the field. This is equally relevant for the participating regional governments and municipalities.

Another stakeholder that the evaluation has considered indirectly is the population of Peru itself, as victims or potential victims of human trafficking. Their main interest in the evaluation is to contribute to ending the incidence of the phenomenon in the country, rescue those currently in this situation, and strengthen institutional capacities for the reintegration of victims.

## Evaluation timeline

This evaluation has followed a work plan in accordance with the Initial Report of the evaluation, which was approved at the time. This work plan was organised into an initial phase of preparatory activities, which culminated in the aforementioned Initial Report (August 2024).

Subsequently, fieldwork was conducted, resulting in a brief report outlining the activities carried out (October 2024). The fieldwork spanned three weeks, from September 17 to October 18, 2024, although the bulk of the data collection took place between September 23 and October 4, when the entire evaluation team was on site.

In parallel, the collected information was refined, analysed, and interpreted, resulting in a draft Final Evaluation Report, which underwent various review processes until its final version in December 2024.

This version of the final report is the result of the work carried out by the evaluation team up to early December 2024 and the incorporation of feedback received from the primary users of the evaluation.

## ► Evaluation Methodology

### Approach, criteria, and evaluation questions

This is a criterial, **summative evaluation**, as all the questions posed are linked to an evaluation criterion. The work carried out during the inception phase resulted in **23 evaluation questions**, organised into eight criteria inspired by those defined by the OECD Development Assistance Committee. A summary table of the evaluation questions is provided below, while the complete evaluation matrix can be found in Annex 1 of this report.

**Table 1. Evaluation questions sorted by criteria**

Criterion	Evaluation questions and sub-questions
RELEVANCE	PE1. To what extent has the project adapted to and addressed the needs and priorities of target groups (including national stakeholders), as well as final beneficiaries (child victims of trafficking), considering the evolving context (socio-economic, political, and institutional environment in Peru), including the impact of COVID-19?
	PE2. Have the victim-centred approach (VCA) and trauma-informed care been considered in the strategies addressing the differentiated needs of children and adolescents (C&A) victims of trafficking?
VALIDITY OF THE INTERVENTION DESIGN	PE3. To what extent are the project's design elements (objectives, outcomes, outputs, activities) and their underlying theory of change logical, coherent, and comprehensive in addressing the relevant priorities and needs, particularly for children and adolescents (C&A) from various marginalized groups?
	PE4. Have the recommendations from the Mid-Term Evaluation been effectively addressed? If not, why?
COHERENCE	PE5. Have the project's strategies and actions remained consistent and relevant to the governmental frameworks on trafficking in persons?
	PE6. To what extent has the project leveraged synergies and partnerships with various stakeholders (e.g., public institutions, NGOs, international organizations) to enhance effectiveness and impact, and maximize its contribution to the government framework on trafficking in persons, particularly regarding children?
EFFICIENCY IN RESOURCE UTILIZATION	PE7. To what extent has the project been efficiently managed in terms of finances, human resources, and timeline, considering the changing institutional and political context?
	PE8. Cost-effectiveness and value for money of the project's interventions, considering both the financial investments and the results achieved.
EFFECTIVENESS OF MANAGEMENT MECHANISMS	PE9. To what extent were the project's management and governance mechanisms, including adaptive management practices, effective in maximising opportunities to achieve the intended results and objectives?
	PE10. Does the follow-up and evaluation system provide quality information to track progress toward results across all relevant variables and, therefore, capture the effectiveness of the interventions?
	PE11. How were gender-related needs addressed?
	PE12. To what extent were the knowledge-sharing, technical assistance, and communication activities effective in increasing the project's credibility and profile in the country and in the regions where it operated?

Criterion	Evaluation questions and sub-questions
EFFECTIVENESS	PE13. To what extent has the project achieved the intended outcomes across its various components and areas of action?
	SPE13.1 To what extent did the project address the need to enhance stakeholder capacities and overcome the challenges they face?
	SPE13.2. What impact have these interventions had on improving the detection, investigation, and prosecution of trafficking cases, as well as on the protection of victims?
	SPE13.3. Do these results reflect an improvement in terms of gender equality and non-discrimination?
	PE14. What results has the project produced as a consequence of its actions that were not anticipated in its design?
	PE15. What factors supported the results achieved, and to what extent have political circumstances (e.g., frequent leadership changes and staff turnover) impacted implementation? How were these challenges overcome? [7]
IMPACT ORIENTATION	PE16. What are the most significant results or changes to which the project has contributed in terms of impact, including observable long-term impacts on gender equality and the inclusion of children from various marginalised groups?
	PE17. Has the project generated any unforeseen positive or negative impacts? If so, what are they, and how have they affected the overall results of the project?
SUSTAINABILITY ORIENTATION	PE18. What strategies were adopted to ensure the sustainability of the results achieved by the project?
	PE19. To what extent has the project strengthened the capacity of local institutions and stakeholders to independently sustain anti-trafficking efforts?
	PE20. What activities have national institutions implemented to sustain the results over time?
	PE21. Are there any results or practices from the project that are likely to be scaled up or replicated by the government or other stakeholders? If so, what are they, and what factors contribute to their scalability?
	PE22. To what extent are the benefits of the project likely to continue after its completion?
TRIPARTISM	PE23. What are the potential benefits and challenges of including workers' and employers' organisations in future similar projects, considering the current limitations and the government's predominant focus?

As can be observed, the vast majority of these questions refer to the results dimension of the Partnerships Project, in line with its objectives. However, questions on implementation and design are also included, allowing for a better understanding of some of the factors that facilitate the achievement of both expected and unexpected results. For this reason, it was proposed to incorporate, at least partially, a **theory-based approach**, which allows for understanding and testing the program's internal logic and causal mechanisms. This approach facilitates the analysis of results at different levels, ensuring a comprehensive perspective (output-outcome-impact)

Similarly, the interviews conducted included questions derived from the Outcome Harvesting (OH) methodology, aimed at identifying changes directly or indirectly linked to the project. Given the characteristics of the evaluation, it was deemed appropriate to also apply a **usage-focused approach** to maximise the alignment of the results obtained with the needs of the main stakeholders and users of the evaluation.

The **cross-cutting approaches** applied in the evaluation were primarily those of gender equality, non-discrimination, and human rights. Given the nature of this intervention, the gender equality and non-discrimination approaches were particularly prominent. Although explicitly included in only one question of the Terms of Reference, they gained greater visibility at the indicator level following the operationalisation process during the inception phase. These approaches have been applied throughout all phases of the evaluation, from the context analysis—taking into account the specificities of the most vulnerable groups—to the analysis of results disaggregated by gender. This also included an information-gathering process that aimed for balanced involvement between men and women and the collection of gender-disaggregated data. At this point, it is important to note that no data collection techniques involving trafficking victims were conducted in order to avoid revictimization.

Regarding tripartism, which is inherent to all ILO actions, it was specifically incorporated in response to the evaluation question addressing this topic (Evaluation Question 23)

This evaluation has followed the ILO policy guidelines for results-based evaluation, as well as Checklist 3 of the ILO EVAL policy guidelines, 'Preparation of the Inception Report'; Checklist 4, 'Validation of Methodologies'; and Checklist 5, 'Preparation of the evaluation report'.

## Sources and methods for data collection

From a methodological perspective, the application of mixed methods, both quantitative and qualitative, was proposed, leveraging information produced by the project as well as primary data collected by the evaluation team, which was also expected to exhibit this dual nature. However, the online survey initially planned could not be conducted due to feasibility issues. As a result, the data collected was exclusively **qualitative**, although it was supplemented by the quantitative information generated by the project itself. When selecting data sources and collection methods, Red2Red prioritised those that would yield the most relevant data for an evaluation of this nature, aiming to understand the reasons behind the achievement (or lack thereof) of results, as well as the factors that may have influenced such outcomes.

**Individual interviews** were reserved for key informants at the central, regional, and local levels, particularly for individuals who had successively held the same position and for whom it was deemed inappropriate to respond jointly. On the other hand, **group interviews** were conducted with individuals from the same institution, even if they belonged to different areas. **Focal groups** were primarily conducted with CARE staff to gather in-depth ideas and opinions on the changes in practices they implement. They were also used with groups of consultants, representatives from academia, or members of the Network of Trainers created through the project.

The data collection instruments used were questionnaire templates, developed based on the indicators defined during the operationalisation of the evaluation questions, as outlined in the evaluation matrix. A base model was created and adapted for each interview according to the profile of the interviewee or interviewees. This base model is very extensive but allows the evaluation team to adapt it to each case. To facilitate the traceability of information, the questions used, designed to translate the indicators into questions that facilitated data collection, indicated the corresponding indicator code.

It should be noted that, at least for the questions related to the project's results, which were the majority, the questions were inspired by the Outcome Harvesting method. This means they were formulated in a very open-ended manner, allowing for the identification of any changes driven by or contributed to by the project.

Given the characteristics of the information to be collected and the evaluation context, a purposive sampling approach was used, both institutionally (including all or most agents who could provide information on the different aspects of the project) and temporally, aiming to reconstruct the knowledge, experiences, and opinions of individuals who had held various positions throughout the project's history. Territorially, information was collected from all the regions where the project carried out activities. However, for the field visits, it was decided to focus only on the regions where the project's performance had been most intensive (Cusco, Lima, and Loreto), although some interviews were also conducted in Puno and Madre de Dios, as well as in other regions of the country.

Consequently, it is considered that the information collected represents the entirety of the actions and results of the Partnerships Project. The extent of the information collection is shown in the volume of people consulted throughout the evaluation, which reached 101 between individual and group interviews and focal groups, as shown in the table below (see Annex 2 where its distribution by institutions is provided).

**Table 2. Summary Table of Research Techniques Conducted**

Type of technique	Number conducted	Number of participants <sup>9</sup>
Individual interview (in-person)	12	12
Individual interview (online)	19	19
Focal group (in-person)	14	42
Focal group (online)	15	28
<b>TOTAL</b>	31 individual interviews 29 group interviews and focal groups	<b>101 persons</b>

Additionally, **in situ observation** was conducted at the locations visited by the evaluators during the fieldwork, particularly in specialised shelters, as the terms of reference (ToR) (see Annex 3) stipulated that no techniques should involve child or adolescent victims in order to avoid revictimization. The objective of the observation was to complement the information gathered through interviews and groups. It focused on the facilities, the presence or absence of girls and their distribution, as well as the decoration of the centres (posters, crafts made by them, organisational charts, etc.). Ultimately, the aim was to analyse the coherence between the visual and verbal information.

Extensive use was also made of **secondary sources** (see bibliographic annex, which includes the documents subjected to some form of document analysis), many of which corresponded to products generated within the framework of the project or to which the project had contributed.<sup>10</sup> In this regard, no specific selection of secondary sources was made (except for those of a contextual nature); instead, an attempt was made to cover as much information as possible. In the case of project information, the products and materials developed were broadly reviewed, along with the budgetary and monitoring information. Due to time constraints and to optimise the inquiry process, cumulative sources were preferred over reports covering shorter periods.

The majority of the primary data collection was conducted over three weeks (September 17 to October 4), using both in-person and virtual methods. From September 23 to October 4, the entire team remained in Peru, where they were able to apply most of the planned techniques in Lima, as well as in the regions of Cusco and Loreto.

Given the characteristics of the data collected, the analysis was primarily qualitative (discourse analysis, thematic analysis, comparative analysis, evolutionary analysis, etc.). However, for the quantitative data provided by the project, descriptive statistical analysis was used (primarily bivariate contingency tables).

From another perspective, the analysis was based on the triangulation of data from various sources and informants to strengthen the evidence base for constructing the findings. Quantitative data from the project was also triangulated with qualitative information obtained through the various data collection techniques. Finally, having a team of three evaluators with very diverse backgrounds facilitated second-level triangulation.

## Ethical considerations

Red2Red is responsible for safeguarding ethical aspects at all stages of the evaluation, in accordance with the **Code of Conduct for Evaluation** in the **United Nations System** and the 2020 **Ethical Guidelines** of the 2020 United Nations Evaluation Group (UNEG). This involves ensuring informed consent, protecting the privacy, confidentiality,

<sup>9</sup> Participants have been counted only once, even if they took part in more than one technique.

<sup>10</sup> The catalogue of resources and materials can be accessed at:  
[https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40americas/%40ro-lima/documents/publication/wcms\\_910777.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40americas/%40ro-lima/documents/publication/wcms_910777.pdf)



and anonymity of participants, guaranteeing cultural sensitivity, respecting participants' autonomy, ensuring fair selection (including women and socially excluded groups), and safeguarding that the results obtained do not harm participants or their communities in any way.

Additionally, Red2Red has its own ethical code, which includes the values of integrity, commitment to quality and professionalism, confidentiality, and respect for dignity, personal integrity, and human rights. These ethical considerations were taken into account in the design of the evaluation, data collection and analysis, and the preparation of the report:

- **Confidentiality and protection of participant anonymity.** It was ensured that involvement in the various techniques was voluntary and anonymous. To this end, individuals identified as informants were provided with an explanation of the evaluation's purpose and the activity being conducted, as well as the concepts of confidentiality and informed consent, to allow them to decide whether they wanted to participate in the process.
- **Respect for cultural differences.** The evaluation team had experience in the field and in working with the participating populations, which facilitated a respectful approach.
- **Rigour in information handling** through triangulation of sources and techniques. Thus, the analysis and findings of the evaluation are presented without referencing individual reflections that could be associated with specific individuals. Similarly, direct quotes used have been anonymised.

Additionally, Red2Red **promotes the involvement of all stakeholders**, ensuring their right to be involved in matters that concern them and enhancing the value and validity of the evaluation findings. However, it will be ensured that no one is placed at risk or harmed by participating in the evaluation, safeguarding their rights and well-being. In fact, in this case, direct consultation with trafficked persons was avoided, to ensure their non-revictimization.

## Limitations and potential biases of the evaluation

The overall assessment of the adequacy of the work carried out and its potential to support the analysis and results of the evaluation is very positive. However, the evaluation team faced some challenges, some of which had already been anticipated in the Initial Report. Mitigation measures were in place and were successfully implemented. The following are some of the challenges that persisted.

One of these challenges was the high turnover in Peruvian institutions, which led to an increase in the number of techniques used, thereby expanding the volume of information to process, though not necessarily its value. The multiplicity of individuals in a single position results in the collection of 'historically' fragmented information. Additionally, in cases involving individuals who had been out of the positions through which they participated in the project for some time, their recollection of data had begun to fade (though not their impressions). For instance, they were not fully certain about what had been carried out with the ILO compared to activities related to other agencies. This challenge was addressed by increasing the data collection efforts, conducting multiple interviews not only for each of the main institutions involved in the project but also for each key position that had been directly engaged with its activities. The workload increased compared to the initial plan, but the challenge posed by staff turnover was successfully overcome.

The main limitation refers to information about participants, especially in training and learning processes. The absence of an integrated database that would group the data of all those who had participated in capacity-building processes (or, at least, in learning processes) would have allowed the planned survey to be carried out. It is true that it is known that labour mobility is not exclusive to management positions, so if the database had existed, it would be outdated. However, at least there would be data on the distribution of participants. In order to overcome this limitation, the information on output and outcome indicators has been thoroughly analysed, which has made it possible to overcome this limitation, at least partially.

Another important limitation is that, although the application of qualitative techniques has shown this evaluation team that there have been many changes brought about or encouraged by the project, it is often difficult to know the extent of these changes. For example, the outcome indicators referring to increased knowledge show that there

were 6,352 participations<sup>11</sup> in training processes. However, only 2,786 of these participants completed the pre-test and post-test (51.5%), which means that the indicator does not reflect the total result. According to project sources, the reason is that this 51% is focused in some courses and programmes where their completion was compulsory (e.g. to gain access to a certificate). It is also noted that not all training processes included testing, by their very nature (e.g. radically experiential learning). These reasons explain why the information is not complete, but do not increase the information base.

The Partnerships project has generated a huge amount of information and it has taken a long period of time to understand the relevance of what has been achieved and the multiplicity of its effects, which has meant that there has not been as much time available for the elaboration of this evaluation report as the evaluation team would have wished, in order to obtain a more compact final report.

<sup>11</sup> There was no mechanism to detect *double-counting* so it is not possible to know how many individual persons went through training processes.

## ► Main Findings

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### Relevance

#### 1. Project adaptation to the needs and priorities of the target groups and final beneficiaries

*F1. The project builds on existing diagnoses of trafficking in persons in Peru, develops a baseline, and focuses on analysing the capacity-building needs of institutions responsible for the prosecution of crime and the protection of victims, using ad hoc strategies (case studies and situation reports).*

*F2. Throughout its development, and always within the CPC framework, the project remained flexible in order to adapt to the needs that were identified. Adaptation occurs through the incorporation of new territories, actors and activities or lines of action, as well as through joint work with institutional counterparts, in order to remain relevant.*

*F3. The Project has also shown a great capacity to respond to unforeseen events, such as the increase in immigration or the outbreak of the COVID-19 epidemic, which generated a response on different fronts.*

The following is a detailed analysis of the extent to which the project has addressed and adapted to the needs and priorities of the target audiences, including both national stakeholders and final beneficiaries (children and adolescents victims of trafficking) in an evolving context in Peru. This analysis focuses on the flexibility, relevance, and adaptive capacity of the project to respond to contextual changes, such as socio-economic, political and institutional conditions, as well as unforeseen events.

#### Diagnostic strategy

According to different sources, a specific diagnosis was not carried out for the design of the project, but was based on the one included in the National Action Plan against Trafficking in Persons 2017-2021 (hereinafter, National Plan), in force at the time, which concludes that trafficking in persons is explained, on the one hand, by the existence of structural risk factors such as poverty or vulnerability, but, on the other, by the **limited capacity of the Peruvian State** to prosecute traffickers, protect victims and prevent crime. It is precisely this aspect that is addressed centrally by the Partnerships project.

Once the project was underway, a baseline study was commissioned, which took into account human rights, gender, interculturality, children and adolescents, and public policy approaches. However, in essence, **ad hoc analyses were carried out** that allowed the actions to be outlined, based on the status of specific problems that the project wished to address. For example, in the protection component, what actors call 'situation reports' were conducted to, e.g., verify that the victim-centred approach (VCA) was not being implemented or to identify the status of residential care centres (CARs) or private shelters. In the words of the project team, the aim of these activities was to identify:

*[...] what types of services should be implemented, and the study reflected the state they are in, what type of services were provided, how they were provided and the gap that existed.*

In the prosecution component, three case studies were developed, which consisted mainly of the analysis of sentencing decisions that were being carried out. In addition, two of the three studies included prosecutorial folders. Its results were used as a tool to identify strengthening needs among the institutions involved in this component and to validate and confirm the needs that were identified by the institutions themselves. In this way, specific training programmes could be adjusted according to the requirements expressed by the Prosecutor's Office, the courts and

the National Police. This approach allowed training to be aligned with the operational reality of each institution, which in practice can be considered an identification of needs<sup>12</sup>.

With regard to the gender mainstreaming and the various axes of vulnerability, to the extent that the Project is based on the National Plan, it can be said that it contemplates this concept, since the latter, in defining the problem, addresses the gender mainstreaming as an indispensable axis for action against the violence perpetuated through this crime<sup>13</sup>. In addition, the baseline states that the **fight against trafficking must be approached taking into account aspects such as gender, interculturality, human rights, human security and development**, among others<sup>14</sup>.

For its part, the diagnosis included in the National Policy, of a later date, points out that most of the victims of trafficking are young women, often minors, and that the predominant purpose of the crime is sexual exploitation. In addition, the diagnosis asks about the possible over-representation of women and girls in the registers of victims. It also mentions that other population groups (such as adult males) may be under-represented due to biases in reporting and state intervention. The Policy also identifies that trafficking is not neutral, and addresses various vulnerability factors such as age, gender, being LGBTI, economic status, geographic location, disability or migration.

There is no documentary evidence to affirm whether the ad hoc analyses carried out at the beginning of the project took into account gender and vulnerability factors, especially considering that they cannot be considered as a formal diagnosis, although their presence in the design of the project is noted, as will be seen later.

### **Expansion of territorial coverage and enlargement of key actors**

The Partnerships project has demonstrated its flexibility from different points of view. For example, it showed a strong ability to expand its geographical coverage and multi-sectoral approach, **incorporating new regions, actors and initiatives/lines of action** as needs arose in the national context. Initially focused on priority areas, the project later included highly vulnerable regions like Madre de Dios and Puno and actors such as the Ministry of Education (MINEDU), the Ministry of Foreign Affairs (MRE) or the Legal Medicine Institute (IML), among others, which were not initially part of the project's framework.

This expansion made it possible to address areas with a high incidence of trafficking and to strengthen cooperation with institutions in other sectors. The insertion of MINEDU was a direct response to the need to address prevention and education from a social reintegration perspective for trafficking survivors, which was not contemplated in the original logical framework, and which emerged from the space for dialogue promoted by the CPC in 2022. The insertion of the IML arose from the emerging discussions in the workshops with prosecutors and judges, who mentioned that the reports prepared by the IML, instead of supporting the Prosecutor's Office, seemed to contribute elements to the defence of the accused. This ability to adapt and expand the project reflects a deep understanding of the complexity of the trafficking phenomenon and a strong commitment to a multidimensional approach to tackling it, as well as a willingness to adapt to specific needs as they were identified.

### **Participatory approach and collaborative design**

This willingness to adapt to the needs of institutional counterparts (direct beneficiaries) has existed since the beginning of the project when, once the ILO proposal was approved by the donor, an initiation phase took place during the first six months of 2018, which served to confirm and redefine priorities, components and activities, adjusting them to a greater extent to the needs felt by the Peruvian State. This collaborative approach was

<sup>12</sup> Not only. The fact that three case studies have been carried out over the life of the project has also enabled the identification of changes over the period, identifying the extent to which crime, in all its complexity, is better understood.

<sup>13</sup> The national plan states on page 27 that this approach "will enable victims - especially women - to be positioned as individuals with rights. In this way, it will allow us to understand the vulnerability situation in which women find themselves in society, in the face of economic, social, cultural and political inequalities. It will also help to adopt the most appropriate actions to reduce the problem and provide policies, programmes and projects for prevention and care that seek to restore the rights of victims, in a comprehensive and central manner, addressing recommendations that include records disaggregated by age and gender; and to understand the economic impact of trafficking in persons in sectors such as the sex industry, the informal economy, domestic service, child exploitation, forced labour and even illegal adoptions, taking into account the specific needs of the victims"

<sup>14</sup> Solid, evidence-supported baseline for effective measurement of project impact and success: Partnership in action to end child trafficking in Peru; Output 3 Final Report, Lima, December 2018, p- 38.

maintained throughout the project, as evidenced by the active involvement of national actors in the design and execution of activities. It was repeatedly emphasised in the interviews that the project maintained a collaborative approach, without imposing external agendas, but on the contrary, **worked in a joint and consensual manner with national institutions**.

This approach facilitated the introduction of activities not initially envisaged, such as technical assistance for PIP in regional governments or the economic reintegration pilot project. Constant involvement and mutual consultation also made it possible to **adapt plans efficiently to emerging needs of the context and changing priorities** of each institution, aligning the objectives to their real capacities.

This way of proceeding, moreover, facilitated a better response to changes in the institutional policy environment, becoming in practice a continuous diagnosis, a living tool that consolidated the participatory and adaptive approach of the project.

### **Responsiveness to unforeseen events**

Finally, the project demonstrated its ability to respond to unforeseen events such as the **Venezuelan migration crisis**, which increased the vulnerability of new groups of people to trafficking. In response to this change, the Ministry of Foreign Affairs requested the reinstatement of the repatriation component of the project, an activity that had been eliminated in the initial reformulation. This adaptation demonstrated the project's ability to react flexibly and in a timely manner to significant contextual changes, ensuring a more comprehensive response.

Of particular note is the **response to the COVID-19 pandemic**, which represented an unexpected challenge that required a rapid and adaptive response from the project. During this critical period, the project demonstrated a remarkable ability to adjust its activities to the emerging needs of direct and indirect beneficiaries. In this regard, the information collected establishes that the project managers were in permanent contact with the personnel on the ground, especially in Loreto and Cusco<sup>15</sup>, promptly understanding the need to obtain resources to provide therapeutic support to personnel working in the field, as well as masks and other reinforcements.

According to some of the informants, this attention to mental health not only contributed to reducing the stress of practitioners, but also reinforced their commitment and capacity to act effectively in the management of critical cases. Investing in the well-being of operational staff shows a deep understanding of the importance of a resilient and emotionally prepared workforce in the fight against trafficking.

Adapting the project to the pandemic and **taking advantage of the possibilities offered by e-learning** provided a learning experience that was used in later phases of the project. Thus, training tools were developed, incorporating them into the different institutions. Along the same lines, the project implemented a series of actions in the Specialized Residential Care Centres (CARE) that allowed the continuity of training activities through the financing of internet connection and the provision of masks and audiovisual equipment. This measure not only ensured continuity of learning and capacity building, but also facilitated communication between girls, adolescents and young women with their families, which was crucial to mitigate the negative effects of isolation and emotional stress derived from confinement.

These actions were complemented by the inclusion of a self-care module in one of the project's products: the Training Guide on Crisis, Care and Management of Children and Adolescents Victims of Trafficking. This module was specifically designed to address the emotional burden experienced by justice practitioners and CARE staff, who, due to the pandemic, were required to reside permanently in the centres. The training in self-care and trauma management was an innovative and thoughtful response to the extreme conditions faced by practitioners during this period, underscoring the project's commitment to the mental health and well-being of its field staff.

In summary, **the project has demonstrated a significant level of adaptability to address the needs and priorities of the target audience and, indirectly, the ultimate beneficiaries**. The implementation of specific activities and the consideration of the contextual needs of vulnerable groups have been crucial in addressing the

<sup>15</sup> Loreto was one of the regions with the highest mortality level globally.

trafficking situation in Peru, especially in light of the impact of COVID-19, which exacerbated pre-existing vulnerabilities within the population.

## 2. Incorporating the Victim-Centred Approach (VCA) and Trauma-Informed Care (TIC)

*F4. The Partnerships Project designed and implemented a series of mutually reinforcing actions to enhance the understanding and adoption of these approaches by various national practitioners relevant to trafficking in persons.*

*F5. The Partnerships Project has fostered a transformative process, evolving from the complete absence of these approaches within Peruvian institutions and their practices to their integration into mandatory tools, which are now implemented by individuals who have fully adopted them.*

*F6. In general, based on the testimonies gathered, the actions across the entire care chain in prosecution and protection now incorporate the VCA and TIC as part of their duties. This knowledge is highly regarded, as its application has enhanced the quality of care provided and the approach to survivors.*

At the outset of the Partnerships project, the needs of trafficking victims or survivors **were neither adequately addressed nor prioritised by practitioners** in prosecution or protection. Moreover, the Victim-Centred Approach<sup>16</sup> (VCA) and Trauma-Informed Care<sup>17</sup> (TIC) were largely unknown in Peru. In fact, there was no policy, guideline, or regulatory framework on these approaches, nor were they included in the National Plan.<sup>18</sup> Consequently, it was decided to **carry out an initial assessment**, which was documented in the "Report on the Situation of Knowledge and Application of the Victim-Centred Approach throughout the Protection and Criminal Process." This report was prepared **in coordination with the project counterparts**, focusing on its components of prosecution and protection. The objective of the report was to identify gaps in institutional knowledge, attitudes, and practices, as well as in policies, procedures, physical spaces, and resources. This form of intervention and collaboration has been a consistent feature throughout the project, as previously mentioned, and has allowed the strategy to be tailored to the needs of the institutions.

For the preparation of the report on gaps, a **three-stage process** was followed: (i) conceptualisation, (ii) institutionalisation, and (iii) concretisation of the victim-centred approach, with work carried out collaboratively and in coordination with the entities involved in prosecution and protection at each stage. In the first stage of conceptualisation, the **approaches were defined, along with how they should be operationalised** by state actors. All of this was included in the publication: "Victim-centred approach. Applied to the victim of trafficking in persons".

In the second stage, regulatory institutionalisation, the aim was to ensure that its application was recognised and made mandatory during the care of trafficking survivors. To this end, the project designed 16 normative and operational instruments in which these approaches were included for the first time, and which were issued and approved by 12 decentralised state institutions across all three levels of government. As can be seen in the table below, they consist of policies, protocols, guidelines, operational models, plans, manuals, and public investment projects, **which are now mandatory for the implementation by practitioners of these services**. The entire process aimed to ensure that state entities **would adopt the approach** and apply it in their professional roles, thus transforming processes to be victim-centred, taking their needs into account, something new for the institutions responsible. The following are the instruments:

<sup>16</sup> The Victim-Centred Approach is a method of assisting victims of trafficking that prioritizes their needs, rights, dignity, well-being, and safety. This approach is applied from the moment of rescue and throughout all subsequent interactions.

<sup>17</sup> Trauma-Informed Care is an approach that recognises and responds to the psychological, emotional, physical, and social effects of trauma on individuals, specifically victims of trafficking in this case. It seeks to provide a safe, empathetic, and respectful space that facilitates the recovery and strengthening of resilience in affected individuals.

<sup>18</sup>As of 2021, it was incorporated into the 'National Policy against Trafficking by 2030', to which the Partnerships Project made a substantial contribution.

1. Intersectoral Protocol for the Prevention and Prosecution of Trafficking in Persons, and the Protection, Care, and Reintegration of Victims (updated version).
2. Guideline for CARE Accreditation and Reaccreditation.
3. Victim Assistance Guide for CARE Staff.
4. Training Guide on Crisis Management, Care, and Management of Child and Adolescent Survivors.
5. Guide for the Preparation of the Individual Reintegration Plan for Victims of Trafficking.
6. Manual for Intervention in Shelters for Children and Adolescents Without Parental Care or at Risk of Losing Them (MIMP).
7. Manual for Municipal Security Personnel and Municipal Inspectors.
8. Operational Model for the Assistance, Care, and Protection of Children and Adolescents Without Family Protection through Specialized Shelters for Trafficking Cases.
9. Plan Against Trafficking in Persons and Smuggling of Migrants in the Province of Lima (2023-2025).
10. Metropolitan Lima Plan Against Trafficking in Persons and Smuggling of Migrants (2020-2023).
11. 2022 Annual Operating Plan of the Cusco Regional Network Against Trafficking in Persons and Smuggling of Migrants
12. Regional Plan of Action for Children and Adolescents, Cusco (2022-2024).
13. National Policy Against Trafficking in Persons and Its Forms of Exploitation to 2030.
14. Intrasectoral Protocol for the Prevention, Detection, Care, and Reintegration of Victims of Trafficking.
15. Cusco Public Investment Project, entitled "Improvement of the Service for the Prevention of Trafficking in Children and Adolescents in the Seven Provinces of the Cusco Department".
16. Valuation table of Legislative Decree No. 1297 for Special Protection Units (UPE).

In addition, and once again in collaboration with the involved institutions, the project developed seven checklists containing specific guidelines to operationalise these approaches, thereby facilitating their integration into the actions of the various institutional roles. Training materials (video tutorials, online courses, and five checklist awareness-raising videos) were also developed for the criminal justice system and CARE.

In order to keep them **available to Peruvian institutions**, the training courses were transferred to the Ministry of Women and Vulnerable Populations (MIMP) and uploaded to the learning platforms created for regional governments and the National Comprehensive Program for Family Welfare (INABIF). In addition, these training materials are currently available in the schools of the Public Ministry, SERVIR<sup>19</sup>, the National Police, and the School of the Judiciary. The Project was able to train 1,623 justice practitioners and care providers on how to apply these approaches in their work.

*The project has first made these issues visible, secondly, aimed to identify what these factors are, and thirdly, sought to make an effort to train with a key perspective: the victim-centred approach. This is the area of expertise not only for the professionals (which is why so many have received training), but also for the infrastructure, the environment, and even the tools, such as interview guides, for example.*

Interviewees from a variety of institutions state<sup>20</sup> that they have improved their knowledge and affirm that **the application of these approaches is one of the key lessons they have learned from the project**. In particular, reintegration service practitioners expressed that, before the implementation of the Trauma-Informed Approach (TIA)/TIC approaches, **there was no appropriate method for addressing survivors**, one that reflected a deep understanding of the trauma they had experienced, their individual journeys, and how they had responded. In particular, the reasons behind their potentially aggressive or violent reactions were not understood, often leading to further victimisation and hindering their reintegration process.

<sup>19</sup> National Civil Service Authority (SERVIR).

<sup>20</sup> Police officers, prosecutors, psychologists from the IML, judges, and staff from the CAREs and UPEs.

The project provided technical assistance to these practitioners to address the specific needs of each victim or survivor during their support and guidance, emphasising that each individual reacts differently. To this end, profiles were not created nor were procedures standardised, but training was provided in the necessary skills for a personalised approach.

In particular, the staff at the Specialized Residential Care Centres for Trafficking in Persons(CARE) had no prior training in TIA, nor were there guides or procedures for their application. For example, 127 sessions were held with international experts on psychological first aid, during which **all the staff of these centres**—both managerial, administrative, operational, and service personnel—**were trained** in techniques for supporting trafficking survivors in crisis situations and in trauma-informed approaches, particularly in relation to complex aspects. As a result, most of the CARE staff who participated in this evaluation say they feel prepared to address trauma and are confident in handling crisis situations thanks to this training.

Additionally, to focus on sustainability, the project also trained staff from the UPE and INABIF, enabling them to replicate the training for new staff members. In addition, a virtual classroom was developed to build capacity.

Consequently, these approaches **have been integrated into the discourse** of the informants, who appreciate the inclusion of the VCA approach in their procedures and report that it has improved their handling of trafficking victims or survivors, stating that **the quality of their work has increased**. Service practitioners state that these approaches have contributed to other improvements, such as better articulation, which has facilitated inter-institutional collaboration and coordination between regional and national anti-trafficking teams that now share the same approach; more welcoming harbouring spaces in some cases; interviews and processes tailored to address the specific needs of victims; and a greater willingness among victims to provide their testimony to the authorities. However, this **does not mean that the approaches have been incorporated uniformly in all cases**, nor that it is no longer necessary to continue strengthening them.

Additionally, **an Ethics Committee was formed** within the MIMP, composed of representatives from CARE, INABIF, MIMP, and the ILO, **to ensure the protection and respect of the rights of adolescent survivors of trafficking** through a victim-centred and trauma-informed approach.

Efforts to integrate these approaches have also been made within the prosecution component. For example, in the case of justice practitioners, the TIA/TIC were incorporated into training, technical assistance, and mentoring sessions for the Public Defence Lawyers of Victims at MINJUSDH, UDAVIT, the PNP, the Public Ministry, the Judiciary, the Emergency Centres for Women (CEM) of the MIMP, and the Municipal Ombudsman's Offices for the Protection of Children and Adolescents (DEMUNA). Likewise, it was achieved that **this approach would be incorporated into the procedures** of the National Police, the Public Ministry, and the Judiciary at various stages, both in the handling of the survivor and during the prosecution and judicial decision-making process. The results are perceptible, as mentioned by the following representative of the Public Ministry.

*We have changed the perspective of the judges with the help of the project. That is, the ILO has not only trained the prosecutors but also the judges, which was what we needed. So, they [the judges] not only started addressing trafficking in a better way, but also changed their perspective regarding the victim and adopted a victim-centred, trauma-informed approach. They began to recognise that those 'trivialities' were not trivial at all, but rather crimes as serious as violating the dignity of these girls. They became more cautious in their speech and when issuing their judgements.*

This work went hand in hand with the capacity building of IML practitioners, who now consistently incorporate the approach and care of trafficking survivors during medical-forensic interviews, including the two VCA/TIC approaches.

## Validity of the Intervention Design

### 3. Logic, coherence and completeness of the project design



F7. Neither the Logical Framework Matrix (LFM) nor the Theory of Change (ToC) employed by the project can fully capture the entirety of the actions undertaken or the significance of their outcomes, which is often the case with projects of this scale and duration.

F8. The ToC employed by the Project includes elements that could have been enhanced, such as the adequacy of causal linkages for achieving the objective or the establishment of a hierarchy among outcomes that appear to be on the same level.

F9. The updated ToC, prepared in the final stage, reflects the capacity-building strategy underpinning the project's design and highlights its logic, which is consistent across all components, aiming to achieve the objectives and consolidate the results.

## Estructura lógica de la intervención

### Logical Structure of the Intervention

In addition to the interviews conducted and other documentary sources, this analysis focused on the project's final Logical Framework Matrix (LFM), provided by the project team, and the Theory of Change (ToC) diagram that was in force for most of the project's duration, documents that provide a complementary perspective on the intervention. In relation to the ToC, **certain elements have been identified that could be strengthened:**

1. Each of the products (or *outputs*) corresponds to a result (or *outcome*), although in practice, this two-way relationship is not fully realised as such. For example, in the prosecution component, the performance of Case Analysis (outputs 1.1.1 to 1.1.3) does not necessarily lead to an improvement in the criminal justice system (outcomes 1.1.1 and 1.1.2). While it may contribute to this, the link remains too distant.
2. Still within the prosecution component, the relationship between *output* 1.2.3 and its related *outcome*<sup>21</sup> is reversed. The output is defined as "The capacity of the Legal Medicine Institute to contribute to criminal cases of trafficking in persons has improved," while the outcome states, "IML officials are sensitised, trained, and have access to specialised tools to better prepare forensic reports in cases of child trafficking."
3. Another issue is that, at times, although a logic of contribution is identified between the lower and higher levels, the distance between them is too vast, resulting in a lack of "intermediate steps" that would bring them closer together, thereby increasing the likelihood of contributing to the achievement of the result (even if the assumptions are fulfilled). The following are three examples:
  - Between *output* 3.1.1 (Regional Action Plans that include specific actions against child trafficking, in line with the new National Action Plan [...]) and the *outcome* "Improvement of the capacity for action and coordination of the regional commissions to implement their regional plans against trafficking in persons locally", there is a direct relationship: having Regional Plans is an essential factor for their implementation, but their mere existence does not guarantee that they will be implemented.
  - The same applies to output 3.3.1, "The actions of the National Action Plan 2017-2021 against child trafficking are being implemented", compared to the outcome "Improved capacity of the Multisectoral Commission to take action against child trafficking based on the National Action Plan". Again, there is a direct relationship between the two, but the implementation of the Plan, although it contributes to the outcome, is too weak if it is not accompanied by other actions or if other outputs are not available<sup>22</sup>.
  - There are also examples in the protection component, although perhaps the clearest is output 2.3.1, "A mental health protocol has been developed to assist victims of child trafficking, which is being implemented by the Ministry of Health," and the outcome, "The institutional capacities and framework of

<sup>21</sup> The outputs and the outcomes to which they relate share the same code, which could lead to confusion. In fact, the outcomes level should have one less digit (objectives level, 1 digit; outcomes level, 2 digits; outputs level, 3 digits; and finally, the activities level, which is not represented in the ToC, 4 digits).

<sup>22</sup> And this is the case even if the defined assumption is fulfilled: "The availability of institutions and stakeholders to share information for the effective implementation of the National Policy data collection system."

the Ministry of Health to offer specialised mental health services to victims of child trafficking have been improved.”

- There are a number of other issues, already highlighted in part by the mid-term evaluation. For example, in component 1, the outcomes 1.1.1-1.1.2 mentioned above are of a higher level than the rest of the outcomes in this component, which, when considered together, would contribute to the achievement of the former<sup>23</sup>. In fact, this outcome has a very similar formulation to that of the component's objective<sup>24</sup>, so it could practically be eliminated by adapting the formulation of the objective. These differences in level are also evident in other parts of the ToC. For example, in the protection component, outcome 2.2.1.1 (“Greater number of victims receiving comprehensive specialised services”) is derived from the achievement of the other outcomes in this line<sup>25</sup>.
- Another issue that draws attention is the **ratio of activities, outputs, and results**. In general terms, the number of activities is usually greater than the number of outputs (or at least equal), and these, in turn, are typically more numerous than the outcomes. However, this is not the case in this instance. Upon reviewing the logical framework matrix, we observe that a total of 14 activities are defined, which generate 20 outputs that contribute to 22 outcomes. The reason for this distribution likely stems from the structure of the LFM, which first defines the activities and then derives the outputs and outcomes, in contrast to the usual approach. According to the information gathered, this is the format typically used by J-TIP, so it should be followed in all cases.
- On the other hand, this structure **does not clearly reveal the entirety of the project's actions**. While this is common in a project of the duration and scale of Partnerships, it may give the impression that the project was more limited than it actually was. Precisely, this was one of the reasons why, in the final year of implementation, the project team, taking advantage of the arrival of a new monitoring officer, undertook a reflective process that led to the development of a new theory of change, whose main utility, however, was different:
- *Of course, you have a theory of change for the entire chain of results, which spans from activities to outputs and outcomes. But in a capacity-building project, what is the underlying or cross-cutting element that runs through it? [...] What impact does it have? I mean, why are we doing what we're doing, right? [...] We had a really insightful discussion about how we want the counterparts to first receive a range of knowledge services, then take ownership of that knowledge, and finally apply it to shape public policy in a different way.*
- This **new ToC clearly outlines the strengthening strategy or capabilities that underpin the design of the Partnerships project**. This goes well beyond the initial definition it is based on, which views capacity building as the “empowerment of local actors through learning and the generation of knowledge and tools,” although it doesn't contradict it either. What this theory of change reflects is that the transformation process promoted by the project, which aims to “increase the capacity of the Peruvian government to eradicate child trafficking (NNA) within the framework of the CPC,” is based on a general assumption that has been established as follows:
- *The Project **generates knowledge [and awareness] and provides tools** to local counterparts through [the range of activities conducted and the resulting outputs (product level)]. This knowledge and these tools **are adopted by local counterparts** through [top-tier outcomes] and are **subsequently applied** by them,*

<sup>23</sup> **Outcome 1.2.1:** “Increased capacity of specialised law enforcement agencies and the judiciary to detect, investigate, prosecute, convict and sentence traffickers of children for sexual and labour purposes”; **Outcome 1.2.2:** “Learning mechanisms and resources are institutionalised/adopted for law enforcement agencies, prosecutors and judicial schools to deal with child trafficking cases and to increase their knowledge and skills”; **Outcome 1.2.3:** “IML officials are sensitised, trained and have access to specialised tools to better prepare forensic reports on child trafficking cases”; and **Outcome 1.3.1:** “Standardised and specialised interpretation of legislation on TIP and TC at the national and international level to create case law, including specialised bibliography available to justice practitioners to support resolutions and legal documents.”

<sup>24</sup> **Outcome 1.1.1-1.1.2:** “Improving prosecutions and convictions in the criminal justice system, both quantitatively and qualitatively, of cases of child trafficking, with special attention to the gender dimension of the victim” / **Objective 1.** “Improve the capacity of the criminal justice system to investigate, prosecute, and convict traffickers, while maintaining a victim-centred approach.”

<sup>25</sup> **Outcome 2.2.1.2:** “Increase in the number of state and temporary spaces equipped and staffed to provide comprehensive specialised services to victims”; **Outcome 2.2.1.3:** “Improving the knowledge of CAR practitioners on the provision of specialised services and high-quality conditions”; **Outcome 2.2.2:** “Specialised assistance services are standardised in all CARs.”

leading to second-tier outcomes. If all of this happens, **then the objective** defined in each of the components **is achieved**.

The activities, outputs, first- and second-level outcomes, and targets differ across the components, but **the logic of the action remains the same**, which significantly strengthens the intervention as a whole.

The **order chosen for these elements** (knowledge → appropriation → application) differs slightly from the usual sequence in capacity-building models, which typically anticipates application before appropriation (new knowledge is produced, then applied, and as a result, consolidated and appropriated). However, this change in order **could work better in an institutional environment like Peru's**, where it is difficult to apply new knowledge if it has not been previously institutionalised.

In conclusion, it is important to note that most capacity-building models distinguish three levels at which action must be developed to achieve sustainable results. These three levels are the individual, the organisational or institutional, and the social or enabling environment. The first theory of change did not allow for a clear identification of these levels, whereas the second seems to focus primarily on the institutional level, but also on the individual level, particularly through the acquisition of knowledge and skills by the practitioners of justice and protection systems. The level of the enabling or supportive environment is much less prominent, although it was also addressed through a radio communication strategy in a medium that already had a wide audience matching the target profile. There, the topics to be promoted for the project were presented with an informative approach, creating a foundation that would facilitate their acceptance. She was supported by mini radio segments, which were later translated into Quechua, as well as a workshop with journalists to improve the way news is delivered.

These activities also have less prominence because they fall under component 3, prevention, which has been the least prioritised for the project, as it was already addressed by other interventions approved under the CPC framework.

### Evolution of the Intervention

As mentioned in previous sections, the Partnerships project has been **continuously evolving** throughout its development, adapting to the needs of its counterparts, **all while remaining within the framework of the objectives set and what was agreed upon within the CPC framework**. Beyond this evolution, there have been moments where more significant changes occurred, which also led to extensions in both duration and budget. Annex 4 contains a table with detailed information, but a summary version is provided below:

**Table 3. Budget extensions**

	Fecha de aprobación	Presupuesto acumulado
Initial reformulation	May 2018	\$4M
1st Extension with additional funds	September 2019	\$5,7M
2nd Extension with additional funds	August 2021	\$6.9M
3rd Extension with additional funds	2022	\$6,940,000
4th Extension with additional funds	August 2023	\$7,940,000

*Source. Quarterly reports and Cost Extension Project narratives.*

**All the reformulations involved significant changes**, whether budgetary, in duration, content, or a combination of all three. It should be noted that in the first extension, the regions of Puno and Madre de Dios were incorporated into the project, and in the second, new partners were added (such as the Legal Medicine Institute, which had not been initially planned), along with the pilot project for economic reintegration, as well as the opportunity for LGBTI minors who are victims of trafficking to access the Foster Families programme for their temporary placement. Similarly, in this extension, some changes were made based on the recommendations of the mid-term evaluation, such as the reorganisation of certain activities between components (for example, repatriation activities were moved

from the prevention component to the protection component, where they were more closely aligned). The reasons for incorporating these issues are varied, but they almost always relate to the identification of new needs that the project can address.

The fact that the project was evolving **does not mean the process was straightforward**, as any change to an activity required the donor's approval, making it necessary to justify it carefully." This mechanism ensures that the changes occurring in a project like this, whose duration and budget have nearly doubled, remain aligned with the agreed-upon logic and the results it aims to achieve.

### Groups of children and adolescents in vulnerability situation

A Project that seeks to contribute to improving the capacity of the Peruvian government to eradicate child trafficking is, in itself, directed at a population group with particular challenges, as these children and adolescents often face many other forms of vulnerability. Additionally, territorial targeting takes place in regions with a higher volume of trafficking cases, which also impacts these needs.

Furthermore, the project explicitly incorporates a gender mainstreaming in all its components, at the objective level (components 2 and 3), outcomes (all components), and outputs (components 2 and 3). This gender mainstreaming is also extended in component 2, protection, to the LGBTI victims group, whose sexual orientation adds an additional layer of vulnerability in relation to trafficking in persons. The outcome is directly aimed at strengthening the support provided to them within the framework of services for trafficking victims.

## 4. Incorporation of Mid-term Evaluation Recommendations

*F10. The mid-term evaluation recommendations were fully implemented, addressing the areas for improvement that had been identified, although it was only the final recommendation that was fully carried out.*

*F11. One of the applied recommendations was the definition of a broad range of assumptions at the different levels of results (from outputs to outcomes, from outcomes to the achievement of objectives, and from these to the ultimate impact of the intervention).*

*F12. The management response developed by the Project team provided well-reasoned justifications for the part of the recommendations that was not implemented. This was due to the duplication of activities, the resulting increase in workload, and the fact that they did not align with the needs and requirements of the donor.*

The Mid-Term Evaluation of the Partnerships Project was conducted amidst the COVID-19 pandemic, close to the original completion date scheduled for December 2021, although a new budget extension was already in progress. This evaluation made four recommendations, which were further broken down into more specific ones. The table below presents the recommendations, summarised and reorganised according to the criteria of this evaluator's team, along with the actions taken by the project in response to these recommendations and the reasons why some were not implemented.

**Table 1. Response of the Partnerships Project to the recommendations of the mid-term evaluation**

Recommendations	Action taken by the Project
<p><i>R1. Review the vertical logic of the logical framework to highlight its contribution to achieving results at the higher levels of the project.</i></p> <p>Review of the logical linkages between outputs, immediate outcomes, and intermediate outcomes.</p> <p>Construction of the sequence of assumptions at the various levels of the results chain, understood as external factors that could jeopardise the achievement of objectives.</p>	<p>The ToC was strengthened, addressing inconsistencies identified in the mid-term evaluation and defining assumptions. These assumptions incorporate those suggested in the recommendations but go beyond them by applying a broader perspective across all levels of the intervention logic.</p> <p>This recommendation did not align with the donor's requirements, which mandated that the project conform to</p>

Recommendations	Action taken by the Project
<p>Formulation of a component for cross-cutting or governance activities, including, inter alia, support to the CMNPTPTIN for regional governments.</p>	<p>its 3P model, nor had it been agreed upon in this form with the Peruvian government. As a result, it was not addressed by the project. Therefore, the actions recommended for inclusion in the governance component were retained in their original locations, particularly in Component 3, Prevention.</p>
<p><i>R2. Implement a follow-up system of results (both intermediate and at the component and purpose levels) using SMART indicators.</i></p> <p>Starting from the purpose level, define what is meant by 'strengthened capacity,' and then cascade this down to the lower levels.</p> <p>Goal setting</p> <p>Define Key Performance Indicators (KPI)</p>	<p>The project began conducting annual measurements of the outcome indicators, accompanied by a description of the calculation method and providing additional information on the level of results achieved. However, the recommendation to establish a parallel monitoring system was not accepted, as it was not required by the donor and would have significantly increased the workload of the project team.</p>
<p><i>R3. Leverage coordination spaces with projects having similar objectives, strengthening involvement channels and promoting joint meetings.</i></p> <p>With the BRIDGE Project, alternative CHS, and with the central, regional, and local governments.</p>	<p>Although this recommendation was formally accepted in part, the project team questioned it, stating that coordination spaces were already being utilised, particularly with the BRIDGE Project. However, these spaces were not used regularly but rather when the need arose and whenever the action framework approved by the project permitted it.</p>
<p><i>R4. Prioritise a clear exit strategy from the Project, reinforcing the activities that are most delayed in each component.</i></p>	<p>The project team rejected this recommendation, as it was expected to continue the implementation of the project, which it did. However, in practice, it was ultimately accepted in its entirety, as a specific sustainability and exit strategy was developed in later stages and was further updated in 2024.</p>

## Coherence

### 5. Coherence of the project's strategies and actions

*F13. There is a high degree of alignment between the Partnerships Project and the strategies of the Peruvian government, particularly with the National Plan on Trafficking and the National Policy. However, there is greater alignment with the axes of prosecution and protection than with that of prevention.*

*F14. The project was updated and adapted to the new strategic framework and supported the adaptation of practitioners working in the area of trafficking, offering them assistance throughout the process.*

The Partnerships Project was designed with consideration of the framework of the National Plan against Trafficking in Persons 2017-2021, <sup>26</sup>in force at the time of the convention between the Peruvian State and the United States of America, signed in June 2017. The National Plan did not have a baseline nor establish specific services, but it did include a diagnosis that identified fifteen key factors explaining the issue of trafficking in persons in Peru. At that time, **the project aligned with the National Plan**, as it carried out actions within the framework of eleven of the factors identified by it.

<sup>26</sup> Approved by the National Council for Criminal Policy (CONAPOC) of the Ministry of Justice and Human Rights (MINDUJSH) in 2015.

Subsequently, in 2021, the “National Policy Against Trafficking in Persons and Its Forms of Exploitation to 2030” (National Policy) was approved, with the technical assistance of the Project throughout its design and approval process. Specifically, technical assistance was provided to MININTER, as the governing body, as well as to the other state entities involved, to help them adapt to the guidelines of the National Centre for Strategic Planning (CEPLAN), ultimately leading to their approval.

The National Policy, which became the guiding instrument for State intervention on trafficking in persons from that point onward, introduced significant changes compared to the 2017-2021 Plan. For example, it guides and organises State intervention around three central axes: the prevention of trafficking, the prosecution of crime, and the protection of victims; following the same 3Ps paradigm used by J-TIP and the Project, particularly in the areas of prosecution and protection.

The action of the Partnerships Project in the prevention axis (Component 3) is much less extensive than in the other two. This was done at the direction of the donor, to avoid overlaps with other projects approved within the framework of the CPC, which were primarily focused on this type of action. In fact, Component 3 of the Project primarily focuses on strengthening the governance of the fight against trafficking in persons, with an emphasis on MININTER as the governing body of the National Policy and its monitoring system, as well as support for the CMNPTPTIM and the regional working groups. Although it does include clearly preventive elements, such as the communication campaign described in previous sections, it is primarily a component of governance<sup>27</sup>. For all these reasons, **Partnerships is not aligned with the first priority objective of the policy**: “expand preventive surveillance against trafficking in persons and its forms of exploitation in contexts with at-risk and vulnerable populations,” whose lead agency is the National Superintendence of Labor Inspection.

However, Partnerships **does align with the other two priority objectives** of the National Policy: the second (“Improve the functioning of the system of prosecution, criminal sanctions, and supervision to combat trafficking in persons,” for which the Public Ministry, the National Police, and the Judiciary are responsible) and the third (“Strengthen the care and reintegration process of victims of trafficking in persons,” for which the Ministry of Women and Vulnerable Populations (MIMP) is responsible).

It also incorporates other aspects established in the National Policy, such as services, and the gender, intersectionality, intercultural, and human rights approaches. These approaches are directly related to elements of the causal structure of persistent trafficking victimisation. Likewise, the Project is framed within two of the three direct causes of the National Policy: 2) “Insufficient capacity of the members of the criminal prosecution and control system to report, strategically prosecute, and adequately punish the crime of trafficking in persons,” and 3) “Weak institutionality for the detection, rescue, and recovery of victims of trafficking in persons.”

The National Policy, like the National Plan, addresses trafficking in Peru as a persistent problem, aggravated by structural factors<sup>28</sup>, and acknowledges the limitations faced by state practitioners in tackling this multidimensional phenomenon. These include insufficient screening mechanisms in public services, deficiencies in protection infrastructure (such as shelters), a lack of multidisciplinary teams to support victims, and limited capacity to implement reintegration measures. With regard to the criminal prosecution system, it highlights a low proportion of sentencing decisions compared to the number of cases investigated, reflecting deficiencies in the detection, reporting, and prosecution of this crime. As can be seen, all these factors are addressed, in one way or another, by the Partnerships project, so **its alignment with the Policy can be considered quite broad**<sup>29</sup>, at least in its components of prosecution and protection.

Not only that, the National Policy also emphasises the importance of coordinating efforts with different sectors of the State and incorporating relevant actors in the process of formulating and monitoring the policy, indicating an

<sup>27</sup> This component also includes work with regional governments in their prevention efforts, which will be described elsewhere in the report.

<sup>28</sup> Such as poverty, economic inequality, labour informality, illicit economies (drug trafficking, illegal mining), irregular migration, and the growth of criminal organisations.

<sup>29</sup> As will be seen below, the Partnerships Project was already in place when the Policy was designed and played a key role in advocating for its approval and publication, as well as for the inclusion of the VCA and the TIC within it.

intention to include diverse perspectives under approaches that take into account the particularities of each axis. **This effort to coordinate with different practitioners has always been present in the project** under evaluation, so from this perspective as well, it can be considered that Partnerships has demonstrated a high degree of coherence.

Finally, the analysis of the alignment of the Partnerships Project with Peru's strategic framework on trafficking in persons mentions that, since 2022, MININTER has been responsible for the National Policy Follow-up and Monitoring System for registering its indicators. In the first stage, the Project had already provided technical assistance to MININTER for the design, development, and implementation of this data collection system, as measured by the National Plan. When the National Plan was finalised and the National Policy was approved, the project adapted the system to the latter, ensuring it was functional with the structure and indicators of the new Policy.

The Partnerships Project **also aligns with other existing policy frameworks** that are relevant to the topic, as outlined below.

- The project is aligned with the **National Agreement** of 2002, which represents the set of State policies and defines the path for the sustainable development of the country. Partnerships is framed in three of the 35 State policies: (1) Access to full, dignified, and productive employment (State Policy 14); (2) strengthening the family, and the protection and promotion of children, adolescents, and youth (State Policy 16); and (3) the full enforcement of the Constitution and human rights, and access to justice and judicial independence (State Policy 28).
- Partnerships was also aligned with the **Bicentennial Plan**<sup>30</sup>, which outlined the policy guidelines, priorities, objectives, goals, and strategic actions for development for 2021. The criteria used in the Bicentennial Plan are based on the Universal Declaration of Human Rights, development conceived as freedom, the Millennium Declaration and the Millennium Development Goals of the United Nations, and the State policies of the National Agreement.

The Bicentennial Plan defines six strategic axes, with the Project being framed within axis No. 1, "Fundamental rights and dignity of persons." Specifically, it aligns with policy guidelines 1.1, "guarantee unrestricted respect for constitutional fundamental rights"; 1.2, "institute legal instruments that make the defence of the fundamental rights contemplated in the Constitution more operational"; and 1.3, "eradicate the labour exploitation of children and adolescents."

## 6. Leveraging synergies and partnerships

*F15. The Project has proven its ability to integrate efforts and build partnerships with a wide range of public and private actors, through a coherent strategy of inter-institutional and multisectoral collaboration.*

*F16. These collaborative relationships have fostered exchanges between institutions, enabling the identification of challenges and the definition of joint solutions. At times, they have also helped to expand the scope of action.*

*F17. Partnerships has served as a neutral facilitator, adopting a technical position and promoting the search for consensus. This role was strengthened by the credibility and prestige of the ILO.*

### In relation to the Peruvian public institutions

The Partnerships project has developed **a strong strategy for inter-institutional and multisectoral collaboration aimed at tackling trafficking in persons in Peru**. First, inter-institutional fragmentation, along with the resulting lack of coordination and integration, was identified as a structural barrier in the fight against trafficking in persons. Additionally, the high turnover within the civil service and the need for its strengthening were highlighted. As one of the informants of this evaluation mentioned:

<sup>30</sup> Approved by Supreme Decree No. 054-2011-PCM in 2011.

*We shouldn't be isolated, but at times we're so absorbed in our own agendas. [...] The cooperating entities have become that kind of bridge.*

Additionally, the project established joint working groups, workshops, and training sessions among the various practitioners, which provided an opportunity to share the specific challenges faced by each institution or institutional unit and to collaboratively seek solutions. The project **served as a neutral facilitator, adopting a technical position, and promoting the search for consensus**, with the organisation's prestige also contributing to this process. In this regard, one of the interviewees mentioned:

*The fact that it was the ILO that brought them together lent legitimacy and fostered trust. It was not a biased institution [...]. It was a reputable organisation that inspired confidence in them...*

**Intra-institutional and inter-institutional collaboration helped foster agreements** aimed at improving the approach to cases and enhancing coordination efforts. As an example of the former, in 2019 the ILO organised a national meeting of the Units against Trafficking in Persons of the National Police of Peru, during which, after identifying the challenges they faced as decentralised units, a WhatsApp group was created to exchange information. This was deemed highly effective, according to the assessments provided by the interviewees.

Another example is the collaboration with the IML to organise interventions and reduce the revictimizing effect on survivors of crime, a need that was highlighted by justice practitioners in some of the workspaces created by the project. These initiatives created valuable coordination spaces, which are still necessary to enhance collaboration between the parties.

Work was also carried out with the Ministry of Education on trafficking prevention and on supporting reintegration into the education system, such as the development of a tool to assist teaching staff. At the same time, a meeting of the inter-institutional table was held, during which the teaching teams' resistance to working with trafficking cases was addressed, driven by fear of putting themselves at risk. Through the inter-institutional exchange promoted by the project, the possibility of submitting an anonymous complaint via email to the Specialized Prosecutor's Office for Crimes of Trafficking in Persons (FISTRAP) in the relevant region was established.

These and other examples demonstrate that **the exchange with other units and institutions provides a great opportunity to highlight the challenges and potential alternative solutions**. It also allows for the identification of new opportunities for collaboration, enabling progress to be made.

As mentioned in previous sections, taking into account the effects of staff turnover in institutions, the project team developed a **multi-level strategy** that established **labour relations and coordination** not only with the political and managerial levels of the institutions, but also with the technical level, which is less affected by the turnover resulting from political changes.

*The coherence of the ILO, working at the operational level, engaging in its relationships there and fostering them over the years, was a true demonstration of how this collaboration worked [...] And then we had the champions.*

The second level, already mentioned in the previous direct quote, involved the identification of institutional leaders (champions) who had the ability to motivate the staff of the organizations to which they belonged and who could consequently enhance the impact on the implementation of activities. This capacity for influence stemmed both from the existence of a hierarchical relationship and from the prestige of these figures, who were highly regarded in their sector.

## **In the relation to other institutions**

The project also established important partnerships with **prestigious academic institutions**, both national and international, for the management of various training programmes—from courses to diplomas—promotion of the production of specialised literature, and the dissemination of progress made in improving legal and case law interpretation. These partnerships made the training offered more appealing to the participants and increased the potential sustainability of some of these initiatives, which could be adopted by the country's universities when no other institution was able to take charge.



With **civil society organisations**, two outreaches were used: the allocation of funds for specific activities (as in the case of CHS Alternativo, IDL, and implementing partners) and partnerships (as with Promsex). Given the limited number of NGOs with specialised expertise in the field, one strategy developed was to **engage other organisations with the issue**. This was the case with Caplab and Alternativa, for instance, which focused, respectively, on corporate training and fostering entrepreneurship among women in vulnerability situations. The decision was made based on its potential and the need to establish sustainable partnerships for organisations like INABIF and the MIMP. Within this latter group, collaboration also took place with the organisation *Dignity Health*, addressing issues related to mental health.

There was also **significant synergy in coordinated efforts** with the IOM and the United Nations Office on Drugs and Crime (UNODC), operating **within the United Nations framework** and addressing various dimensions and levels. On the one hand, the three agencies maintained close coordination, established a shared line of work, and gradually identified more specific areas for cooperation to complement their initiatives. While the IOM naturally focused on issues related to migration and protection, it also financed, among other activities and at the request of state practitioners, a forensic camp in Tacna—a region beyond the project's original scope. This initiative replicated those developed by the ILO, representing **an extension of the project's reach and the leveraging of additional resources**. For its part, the UNODC made a greater contribution to the crime prosecution component and the development of technical guidelines. According to some of the informants, coordination between the agencies was initially proposed by MININTER, as the key institution responsible for combating trafficking in the country. This is yet another example of the project's adaptation to the needs of the institutions.

This partnership avoided duplication and promoted the efficient use of resources, ensuring a coherent and complementary intervention that could enhance the impact of the efforts. It even led to the analysis and design of joint actions and the definition of tripartite work plans between the ILO and IOM. As one of the interviewees mentioned.

*I haven't seen this level of coordination and sincerity in collaboration in other countries I've worked in. And it definitely made the process much more efficient and effective for the government as well.*

At the **regional level**, coordination took place with the Ibero-American Research Network on Contemporary Forms of Slavery and Human Rights, as well as the Ibero-American Network of Prosecutors Specialised in Trafficking in Persons. These spaces facilitated important debates on legal advancements in the field, the challenges in interpreting definitions and descriptions of crimes, and the existing controversies. They were also effective in disseminating project outputs, such as studies and specialised literature, fostering the exchange of experiences between practitioners from different institutions, building consensus, and identifying new needs that enriched the outcomes. In addition, the dynamics promoted by the Project helped to reach a consensus among the academic positions, which were later incorporated into the Plenary Accords.

Finally, **ties with the private sector** were established to contribute to the economic independence of trafficking survivors, within the framework of its corporate responsibility policies. To this end, awareness-raising events and presentations were held, during which the reintegration projects they were testing were shared. They were also invited to entrepreneurship fairs, where child survivors of trafficking sheltered in the CARE showcased their products. These outreaches led to the signing of public-private agreements, which enabled the generation of resources for the reintegration of young women and the management of education and training opportunities. This included scholarships, internship agreements, donations for seed funds for entrepreneurship, and support for the strengthening of specialised care centres.

## **In relation to other projects**

Within the framework of the CPC, other projects were approved that implemented actions in different regions or areas by CHS Alternativo and ABA ROLI<sup>31</sup> (such as prevention initiatives in Cusco and Madre de Dios, respectively). In this case, the donor themselves ensured complementarity and the efficient use of resources, preventing the

<sup>31</sup> Initiative for the Rule of Law of the American Bar Association.

duplication of actions. Consequently, in 2021, the ILO and the donor agreed to cease activities aimed at strengthening the staff of the CAREs in Madre de Dios and Puno, the territorial areas where CHS Alternativo had carried out its activities with the funds allocated by the CPC<sup>32</sup>.

It has already been mentioned in other sections that the Partnerships project maintained open communication with the Bridge project, a global initiative on forced labour. However, this evaluator's team is not aware of any systematic cooperation between the two. However, joint action has occurred between the two initiatives when an external factor required it, as was the case with the initiative to consolidate all definitions and descriptions of crimes into a single one<sup>33</sup>.

The project has stood out for its **ability to integrate efforts and build strategic partnerships with key stakeholders**, achieving complementarity with other initiatives. Its collaborative approach enhanced operational coordination, reduced duplication, and expanded available resources, achieving more than it could have with its efforts alone.

## Efficiency in resource utilization

### 7. Efficiency of management mechanisms

*F18. Overall, the management of the Partnerships Project can be considered effective, although there are areas that could be strengthened. For example, the budget could be more results-oriented and better reflect a clearer gender mainstreaming.*

*F19. The alignment between the coding of activities, outputs, and outcomes in the LFM, the budget documents, and the theory of change is not fully consistent. Although it may be considered a minor issue, it could indicate a lack of integrated use of these tools.*

*F20. From a budgetary perspective, Partnerships is primarily a protection project, even though it addresses all three pillars of the fight against trafficking and, at times, does so in an integrated manner.*

*F21. The budget has been managed by a small team, with profiles closely tailored to the tasks they needed to carry out, and the team has remained stable since their initial appointment. This team, its work, and its attitude have been highly regarded by everyone who provided this evaluation.*

*F22. The stability of the representatives from the institutions has been quite variable, generally being more stable at the technical levels than at the managerial levels. To minimise the difficulties arising from rotation, a multilevel dialogue strategy was implemented. However, it has not been able to prevent the increase in workload associated with establishing a new relationship each time a change occurs.*

#### In relation to budget management

The Partnerships Project has a **detailed budget at the activity and output level** (which aligns in many cases), with the level of specific objectives also represented. However, the *outcomes* are not represented in that budget, largely because, as previously mentioned, there is almost a 1:1 relationship between outputs and outcomes. Consequently, **it is difficult to say that the budget is results-oriented**, as the focus is primarily<sup>34</sup> on the activity level.

<sup>32</sup> As of that date, according to the project's systematisation report, "only the involvement of a professional from the CARE in Puno has been included in the training and certification process in GET-ahead and Financial Education, thanks to the interest and request of INABIF and the CARE itself for its future impact and complementarity."

<sup>33</sup> More information can be found on page 55 of this report.

<sup>34</sup> This applies to other projects within the organisation, as none of them manages a separate budget; instead, they all use the IRIS system, which follows an output-based logic without disaggregation. In this case, moreover, the budget formats are those required by the donor.

This does not mean that the management as a whole has not been results-oriented. While its logic, on a day-to-day basis, has also focused on the progress of activities and the production of outputs, specific moments in the annual cycle have typically included reflection on how the work being carried out contributed to the ultimate outcomes pursued by Partnerships, as evidenced by the following direct quotes:

*That is, the perspective of not just focusing on meeting indicators and that's it, but asking ourselves, what more can we do to contribute to the result? [...] And I believe that evolution [...] came from those reflections. [...] What more can we do to shake things up a bit and bring about a change?*

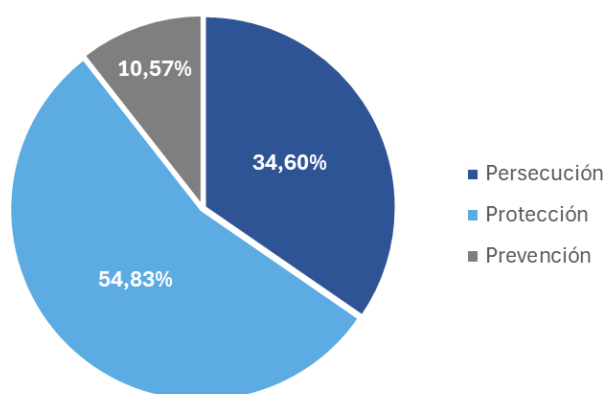
In light of the budgetary modifications the Project has undergone, **each request for an extension is accompanied by an explanatory document** that updates the project narrative and incorporates the proposed changes. Unfortunately, the form required by the donor, in which the justification for the extensions is presented, does not include a specific section for accounting for the proposed modifications; instead, these are spread throughout the document. Therefore, it is not easy to quickly identify the changes compared to the previous version. However, a more detailed reading does allow us to verify that the **proposed extensions are justified**, explaining the reasons that support them. The same applies to smaller changes:

*In terms of funds, [...] we always send an email or include as an attachment either the request we have received or, more often, a document that helps to explain and justify the request.*

The budgetary analysis conducted shows a Project that is very close to completion, with the approved funds fully committed and no significant remaining balances identified. On the other hand, the material implementation of the project is also nearing its completion, so it can be said that **there is a correspondence between the material and budgetary implementation**.

Although this Project follows the 3Ps model, it has already been mentioned that the weight of each of the components is very different. To analyse this, only the direct expenses associated with each of them have been considered<sup>35</sup>, which account for just under 46% of the total budget. This \$3.62 million is allocated across the three components as shown in the table below.

**Chart 1. Distribution of the budget by components**



*Source: Source: Authors' elaboration based on data from the budget tables provided by the project team*

**Description of Chart 1.** It is a pie chart that shows, with segments of different colours, the percentage distribution of the Project budget among each of the three components. In descending order: protection (54.83%), prosecution (34.6%), and prevention (10.57%).

<sup>35</sup> There are other direct costs that are difficult to disaggregate by component, as will be explained in the next chapter when describing the budget structure.

The data show that, from a strictly budgetary perspective, Partnerships is a Project that prioritises the protection component, which accounts for nearly 55% of the total costs, compared to 34.7% for prosecution and approximately 11% for the prevention component. When their relative weight in the total budget is analysed, the figures may vary, but the relationships between these three elements remain consistent.

### Specific allocations for actions that promote gender equality

In the Partnerships Project, it generally incorporates a gender mainstreaming into its actions<sup>36</sup>, but it does not typically allocate specific budget items for this purpose<sup>37</sup>. However, some activities, outputs or outcomes do mention the gender mainstreaming or the needs of different genders, allowing the inference that the budget for developing these products or achieving certain results aims to promote gender mainstreaming.

To conduct this analysis, the information from the ToC has been cross-referenced with the budget tables provided by the project team, which are organised by activities and outputs.<sup>38</sup> It was found that there was no complete equivalence between the outputs listed in the budget table<sup>39</sup> and those in the ToC<sup>40</sup>. However, a certain level of identification between the two was established, allowing for at least an approximate analysis. On the other hand, gender was sometimes mentioned in the description of the objectives (Components 2 and 3) and the Outcomes.<sup>41</sup> Perhaps the clearest example is the result “Strengthened assistance to LGBTI victims of trafficking” (2.5.1). It is understood that this result is fully aligned with the needs and priorities of different genders.

Table 4 below shows the final budget items allocated to these outputs or results, along with the proportion they represent of the total result or component, respectively. Remember that the analysis focuses on the budget directly linked to the project activities.

**Table 5. Allocations for actions that promote gender equality.**

Activity	Executed Amount (USD)	Weight (%)
1.1.1 - Analyse cases and convictions for child trafficking with final judgements and provide international best practices through the Legal Defence Institute.	\$35.234,31	2,82%
<b>Subtotal Component 1</b>	<b>\$35.234,31</b>	<b>2,82%</b>
2.1.1 - Provide technical assistance to the State and other relevant public institutions to establish and/or improve policies and procedures that promote the use of victim-centred approaches throughout the protection and criminal processes, through the CHS.	\$27.3243,18	13,78%
2.4.1 - Provide technical assistance for the implementation of the Intersectoral Protocol for the Prevention and Prosecution of the Crime and for the Protection, Assistance, and Reintegration of Victims of Trafficking in Persons.	\$55.895,85	2,82%
2.5.1 - Provide technical assistance for the implementation of the Intersectoral Protocol for the Prevention and Prosecution of the Crime, as well as for the Protection, Assistance, and Reintegration of Victims of Trafficking in Persons.	\$240.498,45	12,13%

<sup>36</sup> For example, publications, training and communication materials, or methodologies such as Get Ahead and financial education incorporate a gender perspective.

<sup>37</sup> The ILO system (IRIS) only allows the budget to be organised by outputs, without disaggregation by sex. Therefore, it is only possible to identify these items if an output is exclusively related to a gender issue.

<sup>38</sup> Although the results are not included, it has already been mentioned that there is often a direct correspondence between an output and an outcome. Therefore, it is understood that the budget allocated to the output was also intended for the outcome.

<sup>39</sup> ILO\_PJ\_Status\_By\_Activity (years 2018 to 2023).

<sup>40</sup> In general, there are more references to the inclusion of gender issues in the ToC than in the statements of the budget documents.

<sup>41</sup> According to the numbering in the ToC, 1.1.1, 1.1.2, 2.1.1, 2.4.1, and 2.5.1.

2.6.1 Technical assistance to the Ministries of Women and Vulnerable Populations, the Justice and Victim Assistance Unit of the Public Ministry, local officials, and others to improve policies and procedures related to specialised care for child victims of trafficking, particularly LGBTI children.	\$133.806,45	6,75%
<b>Subtotal Component 2</b>	<b>\$703.443,93</b>	<b>35,49%</b>
3.1.1 - Provide technical assistance to the regional commissions of Lima, Cusco, and Loreto to tailor their plans to local needs in addressing child and adolescent trafficking, in alignment with the new National Action Plan.	\$61.092,65	15,99%
<b>Subtotal Component 3</b>	<b>\$61.092,65</b>	<b>15,99%</b>
<b>TOTAL</b>	<b>\$799.770,89</b>	<b>54,30%</b>

Source: Authors' elaboration based on data from the budget tables provided by the project team

As can be seen, **the component with the largest budget allocated to gender-sensitive actions** (at least explicitly) **is Component 2**, as it accounts for 35.5% of its total budget. This is followed by the prevention component, accounting for 16% of the total, and finally the prosecution component, with just under 3%.

This does not imply that other activities are not gender-sensitive or that this approach has not been integrated into practices and outputs; however, it is not substantively reflected in the budget allocated to these actions.

## Human Resource Management

The human resources available to the project **have been limited in number**, even though **their profiles and experience were well-suited to the existing needs**. When the project commenced with a budget of four million dollars, the team was limited to three members: the Project Manager (*Chief Technical Adviser* [CTA]), a National Monitoring Officer, and an Administrative Assistant. It was not until the budget extension in September 2019 that the donor was requested to expand the team. This allowed for the inclusion of a coordinator for each of the components with the highest volume of activities and budget (Components 1 and 2), as well as a bilingual assistant responsible for translating all the documents produced<sup>42</sup>. Of course, **the key members of the technical team have remained stable since their appointment**, with the exception of the Monitoring Officer, a role that has been held by three individuals over the course of the project. However, the first officer served for the longest period, from 2018 to June 2022.

Despite the expansion of the team, the workload remained very high. As a result, it was decided to offer temporary internships for delegable tasks (the maximum duration for an internship at the ILO Andean Office is nine months), allowing interns to handle time-consuming yet delegable responsibilities. Overall, there were four interns throughout the entire implementation of the project.

**The Partnerships project team has been recognised by institutional partners** without exception. The team's main values include their knowledge and technical experience, their determination to push forward the issues, and, on many occasions, their creativity in addressing them. From another perspective, their ability to listen and their flexibility in adapting to the needs expressed by the counterparts institutions also stand out. In fact, **it is one of the success factors of the Project**, as reflected by a significant number of the individuals who contributed to this evaluation.

Expanding on the concept of human resources management, the Project has had **a considerable number of consultants specialising in very specific areas** throughout its development. In other words, although the project team has occasionally had a high workload, the use of consultants has not been aimed at sharing the burden, but rather at providing specific expertise that could not be covered by the team, or that would add greater value if provided by a specialist in the field.

<sup>42</sup>As outlined in the governance section, the donor closely oversees all documents produced within the framework of the project (not only the planned outputs but also management documents), requiring all of them to be written in both Spanish and English.

On the other hand, **the stability of the personnel provided by the institutions to the project has been highly variable**, with some individuals remaining in place for nearly the entire duration, while in other positions, the individuals responsible have changed multiple times throughout the Project's implementation<sup>43</sup>. In fact, this has been a factor that **has significantly increased the workload at all levels**. However, in this case, the main impact was the need to adapt to a new person in charge, whose approach may not have aligned with that of their predecessor. This required the Principal Project Adviser and/or the coordinators of each component to undertake an initial task of introducing the project and its actions, as well as confirming the orientation and priorities of the new managers.

In response to this ongoing circumstance throughout the project, **a multi-level coordination strategy** was implemented, taking advantage of the fact that technical staff in institutions tend to have greater stability. Using their own words:

*[...] We try to maintain connection, relationships, and coordination not only at the level of the department heads or with the deputy ministers or [...]. I feel that each level is necessary for certain things. The deputy ministers and ministers, because they make decisions that cannot be made at the technical level. The directors, because if things don't go through them, nothing happens with the more stable staff. So, it's always been important to have the highly technical person, who is more stable, the director, who changes constantly, and the deputy minister or minister, right?*

In short, **the high turnover of many of the institutional counterparts was a constant challenge**, requiring extra coordination and adaptation efforts to ensure continuity in the work, which has been greatly appreciated by those very same counterparts.

## Deadline Management

The management of deadlines in the project was generally well maintained, although there were challenges along the way that occasionally led to delays. However, since the annual schedules were generally followed, the quarterly monitoring reports were submitted on time, and whenever there was a delay, the team explained the reasons and outlined the steps planned to address it, this did not become an issue with the donor. Therefore, when necessary, some activities could be postponed, even to the next budget year<sup>44</sup>. Finally, when delays or unforeseen events occurred, such as the COVID-19 situation, corrective measures were implemented to mitigate these effects. According to the analysed information, these measures were effective in achieving the desired outcomes, even if they required some rescheduling.

Additionally, the team had to adapt to the donor's requirements for reviewing and approving documents, such as the Terms of Reference or the hiring of external consultants, which took at least two weeks to process. Once this practice was integrated into the project team's management, the impact of these delays was reduced as planned. Finally, the project team came to value this intervention by the donor, as it fostered shared responsibility.

## 8. Profitability and cost-effectiveness of the project's interventions

This is a final evaluation, conducted at a point when the budget has been fully executed and all product and result indicators have reached 100% achievement or higher. Therefore, there is a final overview of the process, as well as budget tables that reflect the state of affairs at the end of each budget year.

*F23. There is no complete correspondence between the naming and coding of the elements (mainly activities and products) listed in the LFM, the ToC, and the financial tables, which leads to some confusion.*

<sup>43</sup> It should be noted, as mentioned in the introduction, that during the project's implementation, Peru has experienced 5 changes of government and 21 changes of Minister of the Interior, resulting in a chain of personnel changes within the institutions.

<sup>44</sup> Turnover among institutional counterparts was one of the factors, for instance, that led to frequent adjustments in the schedules.

*F24. At the end of the Project, there is alignment between the budget implementation and the achievement of the output and outcome indicators, and the stakeholders involved maintain that the budget management was appropriate.*

*F25. A comparison of the expenditure distribution of the Partnerships Project with a similar project from the same organisation shows that their structures are alike, although in the case of Partnerships, there is a slightly higher concentration of expenditure on activities directly linked to achieving outputs.*

## Project financial information as a tool for analysis and learning

The financial information analysed for the project is based on tables generated from the ILO's global financial system (IRIS), covering the entire implementation period from 2018 to 2024. These tables include both the budget and the committed and executed expenditure, as well as the remaining balance for the following period. The information is broken down by outputs and activities, grouped according to the project's objectives, which, in practice, are equivalent to its components. Additionally, the expenses associated with the activities are broken down by category, making it possible to understand the expenditure structure for each activity.

These **tables have maintained the same structure throughout the project, facilitating the analysis** and the monitoring of the budget in a disaggregated manner. As mentioned in previous sections, the outcomes or results are not included, and a lack of alignment has been identified between the levels of the LFM, the ToC, and the financial tables, both in their wording and coding<sup>45</sup>.

**However, the structure of expenditure categories is not very clear**, either in their naming or their method of classification. The most significant case is that of outsourcing, which encompasses agreements with implementing partners as well as various technical or commercial service contracts (such as catering, cafeteria, construction<sup>46</sup> and others). This creates a certain level of opacity that hampers learning. Another example is that this category does not include the hiring of consultants, even though the engagement method also qualifies as outsourcing.

Using the financial information entered into the IRIS system, the Geneva Office (BUD-DC) generates the financial reports that are sent to the donor.

*Locally, the project is unable to provide reports [financial reports to the donor]. Geneva does it, the headquarters. From Geneva they go directly to the donor. In other words, the responsibility for that information is also elsewhere.*

## Alignment between the concentration of budgetary resources and the results achieved

It is not possible to conduct a comprehensive analysis of the alignment between the concentration of budgetary resources and the results achieved, or even the concentration by outputs, because in practice, the project has led to a much larger number of outputs than those reflected in the indicators at various levels. In the previous chapter, the concentration of resources in each of the project components was analysed, and a similar analysis could be done by activity. However, since this is the disaggregation used in the ILO budget tables, it would not add any additional value.

From a purely budgetary management perspective, it can be said that the project's balance is positive, in the sense that both the budget and material implementation have been fully achieved<sup>47</sup>. The project team says they are satisfied with the management of resources, which, in their own words, has allowed them to "go even beyond what was originally planned." This has been possible through the use of leverage strategies, which at times enabled them to access additional resources, even though these did not involve a monetary contribution. For example,

<sup>45</sup> As a general rule, the issue lies in the fact that activities and outputs are positioned at different levels (in the LFM, activities are at level 2 after objectives, whereas in the budget, they are at level 3 after objectives and outputs), which impacts the coding. Even so, it is challenging to establish clear equivalences, as the order of the outputs is sometimes altered, and there is even a case where an ML output appears as an activity in the budget tables.

<sup>46</sup> According to the information gathered, including this type of activity under this category is uncommon, but it was requested by the donor under the heading "Supplies".

<sup>47</sup> In the final months of the project, some results continue to be achieved in terms of the institutionalisation of certain products and outcomes, including those that were still pending.

partnerships have been utilised, which have expanded the scope of the planned activities (such as the translation of materials into Quechua) or allowed for their replication at no cost to the project (as was the case with the tax camps, which were replicated by IOM).

However, this assessment is not exclusive to the project team; other informants provide similar assessments. For example, the donor states:

*The ILO spent its funds appropriately and wisely, and I did not observe any misuse or abuse of resources<sup>48</sup>.*

The Partnerships project has reached a substantial budget (almost eight million dollars), and its duration has extended to nearly seven years. However, the number of products obtained<sup>49</sup> has been limited, and the extensive results achieved seem to justify the scale of the investment.

### Expenditure structure by categories

This analysis has been conducted by aggregating the expenditure categories used in the financial tables to simplify them and facilitate the analysis. The table below illustrates how this grouping was carried out, and the chart below displays the relative weights of each category.

**Table 2. Grouping of expenditure categories**

Grouped category	Categories it groups
Project Team	Project staff, international and national <sup>50</sup>
Consultancies	Hiring consultants both nationally and internationally
Outsourcing	Outsourcing
Seminars	Seminars <sup>51</sup>
Programme support costs	Indirect costs (14%) and NICRA.
Other expenses	Other expenses related to personnel (general services and interns), travel, grants, furniture and equipment, communications, and other general operational costs.

<sup>48</sup> Literal quote translated from English.

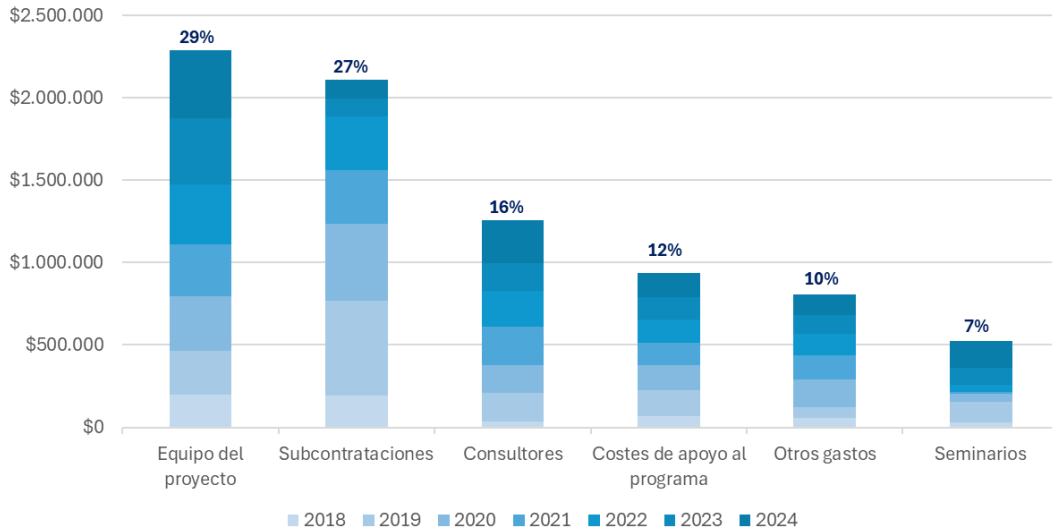
<sup>49</sup>The complete list of the project's products can be found at: [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40americas/%40ro-lima/documents/publication/wcms\\_910777.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40americas/%40ro-lima/documents/publication/wcms_910777.pdf)

<sup>50</sup> The budget for international ILO staff external to the Geneva-based project has been excluded from this category.

<sup>51</sup> All expenses arising from the organisation of seminars, training sessions, and similar events attributable to the project's activities.



**Chart 2. Cumulative budget by expenditure categories**



Source: Authors' elaboration based on data from the budget tables provided by the project team

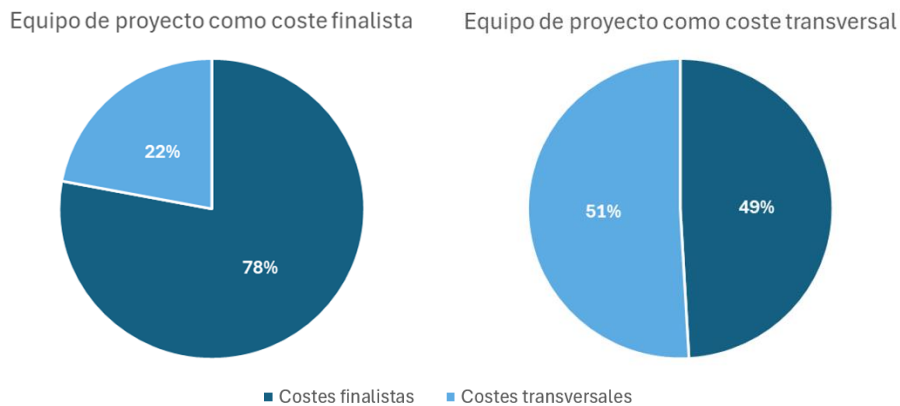
**Description of Chart 2.** In descending order according to their volume, the relative weight of the expenditure categories is as follows: "project team", accounting for 29% of the total; "outsourcing", with 27% of the total; and "consultancies", with 16%. The categories of programme support costs (12%), other expenses (10%), and seminars (7%) represent smaller volumes. This volume is represented as the cumulative budget in absolute figures from 2018 to 2024.

It is not easy to determine whether this distribution of expenditure by categories can be considered balanced or not. However, it is possible to analyse the proportion between the direct costs, specifically aimed at the production of an output or outcome, and the overhead costs, which are necessary for the project to progress but have a supportive character.

The classification of categories defined as final and transversal costs is clear, except in one case: the project team. This team could be considered a management team, responsible for more administrative, organisational, and coordination tasks. However, due to their expert technical profile, the individuals involved have also undertaken significant technical work and intervention and have been involved in numerous project activities. These include the organisation, planning, and supervision of various events and training sessions, research when addressing new topics or issues raised by the project or any of the involved stakeholders, the preparation of agendas and defining requirements prior to hiring consultants and specialists, meetings with counterparts and potential new partners, drafting reports and minutes, responding to questions and requests from the donor, and even the production of some of the project's deliverables.

Therefore, it has been decided to represent the transversal costs versus the final costs in two versions: the chart on the left includes the technical team as final costs, while the one on the right includes it as a transversal cost.

**Chart 3. Budget distribution between final costs and transversal costs: two scenarios**



*Source: Authors' elaboration based on data from the budget tables provided by the project team*

**Description of Chart 3:** The figure consists of two pie charts representing, in different colours, the percentage distribution of the project budget between the grouped categories of final costs and transversal costs in two different scenarios. In the first scenario, the technical team is included as final costs, accounting for 78% of the total, compared to 22% for transversal costs. In the second scenario, the project team is included as a transversal cost, with final costs representing 49% and transversal costs 51%.

The project team is the main expenditure category<sup>52</sup>, but it is not possible to differentiate which part of its cost can be attributed to final activities and which to transversal activities. The most accurate approach would likely be to place it at an intermediate point between the two, but there is no information available that would allow us to infer where that point might be.

Among the final costs, outsourcing represents a significant volume. While it has already been mentioned that this category includes very different types of expenditure, in this case, the vast majority is allocated to the hiring of implementing partners (CHS, IDL, and Alternativa), which together account for nearly 67% of this expenditure category, or, in other words, almost 18% of the total budget.

The third largest expenditure category by volume is that of **consultants**, which has followed a deliberate strategy and is regarded by the project team as good practice, insofar as it has allowed for the **incorporation of expert and highly specific knowledge**. This has become an additional attraction for involvement in some of the activities and a source of legitimacy and recognition for Partnerships; an opinion also supported by the donor. Thus, the project team explains that without the consultants, this intervention would not have been able to reach the level of specialisation required by service providers and justice practitioners, nor would the same number of deliverables have been generated.

In order to assess more accurately whether this budget distribution is appropriate, the budget distribution of the Partnerships Project has been compared with that of another similar intervention by the organisation, which allows for a broader perspective on the previous results. The "From Protocol to Practice: A Bridge to Global Action on Forced Labour" (Bridge Project), implemented by the ILO between September 2015 and July 2023, has been used as a reference. The comparison is not perfect, as Bridge is a global project and the distribution is available from its mid-term assessment, not its final assessment. Therefore, due to the nature of each project, this comparison is intended only as a reference to identify general trends in resource distribution, but it cannot support a specific judgement on the efficiency of the Partnerships Project. As an approximation, the table below provides a comparison of the percentages allocated to the different expenditure categories<sup>53</sup> in relation to the total budget.

<sup>52</sup> Its volume has also doubled between 2018 and 2024, partly due to the addition of new members in 2019.

<sup>53</sup> The expenditure categories and data collected in the mid-term assessment of the Bridge Project have been used, so the figures presented in the table related to this project may not correspond to the budget implementation at the end of its implementation.

**Table 7. Comparison of the budget distribution of the Partnerships Project with the Bridge Project**

	Bridge	Partnerships	Comparative
Output-Based Activities	36.9%	45.60%	+ 8.7%
Technical Support Costs	40.9%	36.81%	- 4.1%
Monitoring and Evaluation	6.5%	5.74%	- 0.8%
Provisions for Cost Increases	4.2%	0%	- 4.2%
Programme support costs	11.5%	11.85%	+ 0.3%

*Source: Author's elaboration based on data from the mid-term assessment report of the Bridge Project and the data from the budget tables provided by the Partnerships Project team.*

As can be seen, the cost distribution between both projects is quite similar, although the **Partnerships Project has allocated a larger portion of its budget to activities and deliverables**, reducing operational costs and not requiring provisions for potential cost increases. On the other hand, when the *output*-based activities and technical support costs are totalled, Partnerships still shows a higher value, as it dedicates more than 82% of the total expenditure to final activities. These variations in the budget distribution of both projects allow us to affirm that **the costs of the Partnerships Project are in line with the average costs of similar activities**.

As mentioned, the differences in scale between the projects do not allow for substantiated judgements on the efficiency of Partnerships. This project has been a unique case, due to its scope and breadth in terms of activities and deliverables, which has justified a larger investment over a very extended period of time, making it virtually a one-of-a-kind case.

## Effectiveness of management mechanisms

### 9. Overall effectiveness of management and governance mechanisms

*F26. The Project was managed adaptively, paying special attention to changes in its environment, whether in political priorities and regulations or sudden movements or phenomena, and demonstrated a high level of responsiveness. Frequently, the adaptation mechanisms were not formalised, or were only partially formalised, which facilitated their continuous adaptation.*

*F27. The Project's planning was realistic and highly practical and was agreed upon with institutional partners at various levels, to ensure that the actions were perceived as relevant and that the workflow was not interrupted.*

*F28. Coordination, in general, has been agile, both with counterpart institutions and with implementing partners. Internally, coordination was supported by the lack of rigidity in the roles of the technical team members and the existence of distributed leadership.*

*F29. The relationship with the donor imposed additional workloads on the Project but established a foundation of trust between both parties, enabling access to technical support and facilitating the project's expansion, thereby increasing its scope.*

### Usefulness of planning

The planning philosophy applied in the Partnerships Project has always been to **involve counterpart institutions in decisions regarding the specific activities to be carried out** each year, within the framework of the CPC. Based on the monitoring of the indicators (of deliverables) and the activities that had been defined, an annual exercise was

carried out to gather the needs and expectations of the counterparts, which helped increase the likelihood that the actions would be carried out as originally planned.

*[...] Not making plans from the desk. We have many meetings with the counterparts [...] and especially at the end of the year, the beginning of the year, it's about sitting down and seeing where we are, what has been achieved, what hasn't been achieved with certain deliverables, certain trainings, certain topics in terms of knowledge [...] And seeing what more can be done and setting out a work plan or a timeline with the institutions.*

These annual plans helped to organise activities and responsibilities, facilitating the involvement of different institutional levels, especially those with less availability. This allowed for commitments to be made in advance and facilitated coordination.

*It also helped a lot [...] to send the annual action plans, which had been previously discussed at different levels, so everything was organised. For example, at INABIF. For this activity, the Director of the Child Protection Services Unit is involved; for another, the Volunteering Office; here we need the Executive Director. Then, everything was organised.*

In summary, **the planning of the Project was realistic and highly practical**, which supported the project's performance and the likelihood that activities would align with the needs and its overall framework. Furthermore, frequent and direct communication with counterpart entities allowed for addressing specific challenges, such as the lack of data or regulatory changes.

## Coordination mechanisms

As with other scopes of this project, **coordination has been more organic than formalised**, meaning it has fulfilled its role without defining overly complex mechanisms. This has allowed it to be, in general, agile, both within the project team and with the counterparts and implementing partners. With the latter, coordination did have a higher degree of formality, as it included elements of oversight.

In general, **fluid relationships were established with the implementing partners**, which, in some cases, required an initial process of mutual adaptation. Coordination meetings with partners (IDL, CHS Alternativo, and Alternativa) were frequent and focused not only on meeting the indicators but also on reviewing the quality of the deliverables and the relationship with the involved institutions. Depending on the nature of the activity, the technical experts of the project (including the monitoring officer and the CTA) were involved to ensure the quality and relevance of the actions carried out.

The **internal coordination** has been based on regular meetings (both bilateral and with the full team), with frequency adjusted in accordance with the project's needs, its phase, and the challenges encountered at any given time. These sessions enabled the resolution of issues, assessment of progress, and organisation of upcoming activities.

As positive factors, the team emphasises that, although each member had specific areas of expertise, **their roles were not rigid**, which enabled them to take on additional responsibilities when required, thereby enhancing responsiveness in numerous instances. In this way, the project leveraged the contacts and specific knowledge of each team member to facilitate communication with counterparts, thus aiding in the resolution of issues or overcoming challenges.

In addition, the team highlights **the presence of shared leadership** as a key factor, supported by the coordinator, who provided team members with the space to propose ideas, analyse, make decisions, and take on commitments within their areas of expertise. This approach strengthened collaboration and, likely, improved efficiency.

## Impact of the relationship with the donor

The Department of State, through J-TIP, is a donor with a **strong presence** in the design and implementation of the project, which, in practice, has resulted in certain strengths but also presents challenges for implementation.

From a positive perspective, **their constant involvement in the project's decisions ensured full support** for the activities carried out. This facilitated implementation without criticism, strengthening the legitimacy of the project.

However, the review and approval of all deliverables were required, from the terms of reference to the training materials. While this provided a **guarantee of quality and relevance** for the deliverables, it also **reduced the autonomy of the ILO team**, who had a long and solid track record in the field.

On the other hand, the donor's thorough review of documents and approvals **increased the implementation timelines** (for example, obtaining *clearance* for terms of reference could delay processes by up to two weeks, and it also required all documents to be translated into English, which added an extra cost to the project). These delays posed a challenge in the early phases of implementation. However, **the team learned to mitigate this difficulty**, for instance, by grouping similar review requests into annual packages (such as terms of reference) to optimise the approval process.

The quarterly reporting required significant effort from the team, as did the detailed justification for any changes intended to be made to the project (even at the activity level). Ultimately, this effort paid off, as the donor allowed the inclusion of new activities once it was demonstrated that they were justified and aligned with the project's objectives.

This intense level of oversight also **ensured transparency and fostered trust in the project's management by the donor**, which enabled the securing of additional funds for project extensions, contributing to the completion of important activities and addressing emerging priorities.

### Capacity to adapt to contextual changes risk management

Perhaps the main contextual change that has impacted not only the management of the Project but also its implementation has been the rotation of key personnel within the institutions. Each new individual had different priorities regarding the support the project could provide to their institution. This **required significant dedication from the project team**, not only to establish new relationships but also to raise awareness and emphasise the importance of upholding the commitments previously made.

Similarly, some **regulatory changes required the revision of lines of work** that were already advanced or introduced additional requirements for the institutionalisation of certain project deliverables. Examples of such changes include the shift from the National Plan to the Policy, changes in the regulations of CEPLAN for the preparation of operational models, and adjustments in the MRE, which required the re-submission of approvals for entire deliverables. However, these issues were more related to technical implementation than project management.

Regarding risks, the project did not have a formalised or systematically updated risk analysis. However, specific analyses were carried out concerning the risks associated with the concrete actions taken. Additionally, reflective processes frequently allowed for the **rapid identification and mitigation of emerging challenges, facilitating an appropriate response** to changes in the environment. This was evident in the response to the COVID-19 pandemic, for instance, and when a bill was proposed to amend the Criminal Code and other regulatory instruments to consolidate all trafficking in persons-related crimes in Peru into one, which posed a significant challenge. The project team collaborated with the Bridge project team and other strategic allies, such as teams from other UN organisations in the country and state institutions, to successfully halt the proposed law.

## 10. Usefulness of the follow-up and assessment system

*F30. The Partnerships project placed significant importance and allocated considerable resources to monitoring activities and deliverables, and, from the mid-term assessment onwards, also to monitoring its results. However, the indicators used can be improved to better capture the outcomes achieved.*

*F31. Although the preparation of quarterly monitoring reports for the donor represented a significant workload, the ILO team views them positively, as, in retrospect, they serve as a repository of the project's history, which is especially useful given the project's extended duration.*

*F32. The absence of aggregated databases, with a greater level of detail on activities such as the training of various national practitioners, has hindered the ability to gain a clear understanding of the actual scope of these activities, their coverage in terms of the number of individuals reached, and the most common profiles of the participants.*

## Results-oriented approach

According to the mid-term assessment, the project's follow-up system was results-oriented at the design level, as it included a baseline, a defined monitoring mechanism from the outset, and two independent assessments—mid-term and final. However, as also acknowledged in the mid-term assessment and observed in the current evaluation exercise, the follow-up of activities initially relied solely on product indicators and, therefore, **was not directly aligned with the outcomes** the project was aiming to achieve.

This measurement is conducted on a quarterly basis, following the guidelines and using the models provided by the donor, which changed in the second report of 2023 to a more concise and functional model<sup>54</sup>. In addition to meeting the donor's requirements, the ILO team dedicates part of its **internal meetings to the continuous monitoring** of the progress of activities and deliverables, without waiting for the monitoring report to assess the project's progress. These meetings occur with variable frequency, depending on the workload at any given time, but generally do not exceed ten days.

The use of specific reporting templates is a requirement from the donor, who reviews them and provides feedback. However, there has been some flexibility regarding the way monitoring is conducted, which has at times allowed for adjustments to be made if deemed necessary.

The mid-term assessment conducted a detailed analysis of the quality of the indicators, concluding that 31% of the product indicators and 45% of the outcome indicators were not functional for the intended purpose, as they failed to meet at least one of the three key criteria required for them to be considered SMART<sup>55</sup>. The improvement recommendations made by the mid-term assessment in this regard were not taken into account, as the indicators had been agreed upon with the donor and changing them would have required a double exercise. Consequently, at the time of this assessment, the indicators still exhibited deficiencies. For example, in some cases, the indicators defined at the *outputs* level, which is the simplest level, are not sufficient to account for the intended outcome.

As a result of another recommendation from the mid-term assessment, an annual measurement of the outcome indicators was established, conducted by an independent consultant, which **substantially improved the information on their progress**. According to the ILO team, this **has provided them with a much more comprehensive view** of the project's level of achievement when making decisions.

*[...] I believe that having had these reports or independent consultancy services for analysis and measurement of outcome indicators, if I were to start a project from scratch again, I would incorporate them from the outset. [...] I think the perspective it provided us at the end was much more comprehensive for decision-making.*

There are concrete examples of how the **monitoring information** as a whole was used for **decision making**. Among these examples, one of the most relevant, given the significance of these activities for the overall action, was the analysis of the results from the exit surveys of the training sessions, when they indicated that the desired progress in terms of knowledge increase was not being achieved. With this information, it was possible to adjust the course of action, such as the decision to discontinue the online training for police officers, which was not yielding the desired results.

<sup>54</sup> The first model followed a more detailed and technical approach, resulting in a lengthier narrative on progress, and included more specific sections related to the early stages of the project's implementation. The second model specifies the expected information for each section and introduces new sections (such as survivor participation in programmes, MEL activities, and links to social media or press coverage). The results table is now included as an annex in a separate document.

<sup>55</sup> The SMART model (UNDP, 2009) sets out five criteria for an indicator to be considered a quality indicator (specific, measurable, achievable, relevant, and time-bound). It is considered that for an indicator to be deemed acceptable, it must at least be relevant, specific, and measurable.

The follow-up system defined in the project has represented a significant workload for the Partnerships team, which, however, values it very positively, given the scope of the project. In practice, the **quarterly reports have become a sort of project record**, detailing how the project was developed, the obstacles it faced, and how these were overcome. During the first phase, the work served to identify examples of cases that the team considers to be "successful" or results that were not initially foreseen.

The Partnerships project **placed significant importance on monitoring activities from the outset** to the point that the position of Monitoring Officer was integrated into the team from the beginning. Although not the only role, given the limited size of the initial team, the main responsibilities of the person in this position were to follow-up the activities of the implementing partners, ensuring that they were progressing at the appropriate pace and in the intended direction. The implementing partners, for their part, were also required to submit quarterly follow-up information for the quarterly reports, which constituted one of the inputs for the reports subsequently submitted to the donor.

*Having a full-time, permanent Monitoring and Assessment Officer dedicated exclusively to this role has been extremely beneficial to the project, as it is not the same as hiring a consultant or having someone working part-time"*

### Availability of disaggregated information

The Partnerships project focuses on strengthening the capacity of Peruvian institutions to better address trafficking in persons and support its victims. Therefore, its activities do not target children, adolescents, and young people who are victims of trafficking<sup>56</sup>. The monitoring indicators, accordingly, reflect this focus and are not intended to gather information about these individuals, who are the ultimate beneficiaries of the action but not the immediate ones.

However, the project staff gathered many qualitative testimonies regarding the actions of participants from the beneficiary institutions after their involvement in the capacity-building activities. In some of these testimonies, it is evident how changes in their perspectives affect their approach to victims, taking into account their individual characteristics. Although this data collection is not systematic<sup>57</sup> and therefore cannot reliably support decision-making, it does provide valuable insight into how changes are occurring and the impact they have on the children, adolescents, and young people who receive the public intervention.

The information provided to the donor on trained individuals, however, should be disaggregated by professional profile (judge, prosecutor, police officer, etc.) and by sex, but no other disaggregation variables are requested. However, when monitoring information is reviewed, it is found that **this disaggregation is incomplete**. For example, in the case of training activities, which are the easiest to disaggregate by sex, only 51.5% of participants have this information available, which is far from the expected 100% for a project of this nature<sup>58</sup>.

In fact, generally, the information provided pertains to participations in evaluation processes, but **there is no analysis of the unique individuals who received this training**. From an evaluation perspective, this is considered one of the weaknesses of the monitoring system, as there is no integrated database that consolidates all the information on individuals who went through training processes, nor are they identified with a unique code. This would have allowed for the analysis of phenomena such as multiple participations and would have provided a more

<sup>56</sup> Except in the case of the pilot project on economic reintegration, the ultimate goal of this activity was to assess the effectiveness of a reintegration model that could be applied by the competent authorities once the project had concluded.

<sup>57</sup> In the prosecution component, additional sources of information were available, such as case studies and other activities that analysed sentencing decision/judgment in trafficking cases.

<sup>58</sup> During the report review process, the evaluation team noted that a format was submitted to the donor every three months (CPI), containing information on participants disaggregated by sex. It is also acknowledged that this information is not included in the indicator measurement reports analysed by the evaluation team. The existence of the aforementioned document was confirmed, although it had not been included in the documentation provided to the evaluation team. It was also confirmed that the information is disaggregated by sex in those activities that can be disaggregated, although some cases remain unidentified. However, at this phase of the evaluation, it is not feasible to incorporate a new analysis.

precise understanding of the profiles of individuals who participated in these processes<sup>59</sup>, in addition to enabling comparative analyses.

*It would have been much more valuable for conducting other types of analysis to have a single database, as currently the data is separated by course or activity.*

This may partly be due to the fact that this information was not always generated by the ILO; in many cases, it was the entities responsible for delivering the training that later provided the tables with the results of the pre- and post-training questionnaires. As a result, **data collection can be considered indirect**, requiring the **assumption that the information received by the project is correct and accurate**. This is one of the weaknesses of the project's follow-up system, which is highlighted to a greater extent given that one full-time team member was dedicated to these tasks.

The lack of data disaggregation, which is at least partly due to the nature of the activities undertaken, may also be the cause of the **absence of gender-specific monitoring indicators**<sup>60</sup>.

## 11. Approach to addressing gender-related needs

*F33. The project has addressed gender issues in a manner similar to other approaches developed; through training activities, reaching a wide number of state actors, the development of specific tools and materials, and some ad hoc strategies, all in close collaboration with counterparts.*

*F34. It is difficult to separate the response to gender-related needs from other needs of children, adolescents, and young people who are victims of trafficking, as an integrated approach is usually applied (for example, with a victim-centred approach).*

*F35. Although progress in applying a gender mainstreaming among practitioners is confirmed, areas for improvement are identified, suggesting that continued awareness-raising and training efforts are necessary, as these are always long-term undertakings.*

*F36. Gender was generally incorporated into the technical implementation of the project, but not as much into its technical or budgetary management, particularly in relation to the information contained in the monitoring system and the definition of indicators themselves.*

*F37. The response to trafficking involving LGTBI children, adolescents, and young people still faces significant resistance, making it necessary to develop specific care strategies.*

As a starting point, the project conducted awareness-raising workshops on the issue in various regions, which led to the identification of **significant biases among state actors** and strong beliefs associated with prostitution that stigmatised women who were victims of trafficking. A **high level of social tolerance** towards trafficking was also detected. In relation to the LGTBI aspect, particularly in childhood and adolescence, high levels of resistance to addressing the issue were recorded among public officials. Simultaneously, during the period of agreement signing and the commencement of project implementation, the socio-political context in Peru showed a more conservative trend, which was not favourable to the treatment and prioritisation of the issue.

### Knowledge-building activities

To better respond to the specific needs of victims, strategies were developed to enhance the capacity of the MIMP, the MINJUS, and the UDAVIT, as well as local officials and other institutions providing specialised services to children

<sup>59</sup> In fact, this gap also prevented the planned survey of participants in training processes, which had been scheduled for this evaluation.

<sup>60</sup> In fact, neither the output nor the outcome indicators mention the term "gender" or any related terms. The closest references are the two outcome indicators that mention the application of a victim-centred approach (2.1.1.1 and 2.1.2.1), which, if properly implemented, should take gender and any other relevant variables into account in relation to the victim.



victimised by trafficking, particularly those from the LGBTBI community, **integrating a gender mainstreaming as a cross-cutting theme in their initiatives.**

In addition, **specific training materials** were developed for system practitioners, and **training activities** were carried out with a total of 514 participants. As a result, according to informants, **changes in their professional practices have been observed**<sup>61</sup>.

*The gender mainstreaming – which I understand has also addressed LGBTBI issues, which are more sensitive for political reasons – [...] is already mainstreamed, [...] is already institutionalised, and all services identify victims with this approach. So, it is now something irreversible.*

In the case of the **CARE** centres, training materials were developed on a wide range of topics, such as specialised care, development and strengthening of soft skills, the application of trauma-informed and victim-centred approaches, crisis management,<sup>62</sup> and caregiver self-care. The technical team of one of the visited CARE centres highlighted that learning about the last two topics had a **profound impact on their practices**. In the first case, because they learned to identify the indicators that signal when young women are entering a crisis and the strategies to prevent it. In the second, because it allowed them to understand each other in a different way, which facilitated the growth of the entire team, as well as the type of leadership applied. These materials were used in a total of 96 group training sessions and individual mentoring, both in-person and virtual, particularly during the COVID-19 pandemic.

Additionally, 65 professionals from various institutions (INABIF, MIMP, MTPE, the Municipalities of Lima and Callao, and key NGOs) were trained in financial education, gender, and entrepreneurship methodologies. Of these, 30 later conducted three replication sessions of what they had learned, which enabled them to be certified in these methodologies. These individuals have formed a network with the aim of supporting the State's efforts in the economic reintegration of trafficking victims. The multiplier effect of the replications reached 296 adolescents in CARE and a total of 2,163 individuals in vulnerability situations<sup>63</sup>.

In relation to the **justice system**, the training materials produced incorporated a gender mainstreaming across the board. This was present in the 10 courses, workshops, training programmes, and diploma programmes<sup>64</sup>, as well as in the training materials<sup>65</sup> for trainers implemented at the Public Ministry School, the Judiciary, and the Police Academy. According to the analysed documentation, a total of 4,337 <sup>66</sup>justice system staff were trained, of which 1,292 were officials from the IML. Furthermore, the gender perspective was specifically addressed in the national prosecutor's congresses.

The scope of the training was extensive and strategic, reaching key practitioners in the regions where the project operates, which are areas with a high incidence of trafficking.

The impact on the daily practices of justice practitioners reached **various levels of depth**, with certain resistances persisting in places or institutions where the project had less reach, being more noticeable in cases with higher incidence. One of the informants, for example, highlighted the changes in the representatives of the judiciary who have participated in the project.

*There is an approach, just as there is a victim-centred approach, there is also a gender-based approach when conducting studies on trafficking in persons. Of course, a human rights approach, a gender mainstreaming. Therefore, it undoubtedly contributes.*

The monitoring of judicial processes carried out allowed for the assessment of the application of a gender mainstreaming in investigations and sentencing decisions, **confirming the existence of progress, but also**

<sup>61</sup> For example, by developing better case referrals.

<sup>62</sup> A total of 127 meetings were held on this matter across all the CARE centres.

<sup>63</sup> This was the criterion used for selecting participants in the training sessions, as not all trainers had access to adolescents who were victims of trafficking residing in the CARE due to the nature of their work.

<sup>64</sup> The diploma programmes for judges from the Judiciary and the Public Ministry involved 667 participants. These processes lasted between 6 and 8 weeks each.

<sup>65</sup> These training processes involved 275 participants across a total of 6 sessions.

<sup>66</sup> Output 1.3.1.4.

**identifying areas for improvement**, enabling the adjustment of strategies according to the identified needs. For example, the analysis of judicial sentencing decisions in Lima revealed progress in the evaluation of power dynamics and exploitation in trafficking cases. However, in more remote regions, such as Madre de Dios, practices influenced by cultural stereotypes still persist.

### **Institutionalisation of products and tools**

The training activities were complemented with **specific tools** such as operational guides, inter-institutional protocols, and educational materials for institutions within the prosecution, protection, and prevention system for trafficking, all of which incorporate a gender mainstreaming.

According to the analysed information, there are 16 normative and operational instruments that have included a gender mainstreaming, a victim-centred approach, and a human rights approach. These documents have been issued and approved by 12 decentralised state institutions and all three levels of government, and consist of policies, protocols, guides, manuals, operational models, public investment projects, and plans.

In the case of the criminal justice system, for example, 11 protocols, guides, directives, plenary accords, procedures, policies, reports, and tools were developed to enhance the capacity of the criminal justice system, in which this approach, alongside others, is specifically mentioned.

Among the developed instruments, particular mention can be made of the **Intersectoral Protocol for the Prevention and Prosecution of the Crime and the Protection, Assistance, and Reintegration of Victims of Trafficking in Persons**, which was updated in 2023<sup>67</sup>. This protocol enables coordination of actions between various sectors in the prevention, prosecution, and sanctioning of the crime, as well as in the care, protection, and reintegration of victims. It standardises the processes and procedures to be carried out between public institutions at the national, regional, and local levels, as well as civil society organisations and international bodies that have programmes and services, all under the gender mainstreaming, human rights, VCA, and TIC.

The document was developed collaboratively between various institutions to improve inter-institutional coordination. After its approval, the project worked on its dissemination in partnership with IOM and UNODC, publishing accessible versions of the text. Additionally, the capacities of practitioners were strengthened to implement the instrument in their territories, integrating these activities with other complementary actions of the Project.

A notable innovation was the clearer incorporation of the reintegration element into the Individual Work Plans, which were renamed Individual Work Plans with Reintegration Component (PIT-R). These work plans are designed to provide survivors with both short- and long-term support, aiming to create tools for their economic autonomy. The plans incorporated vocational training, access to education, and psychological support, adapting to the specific needs of gender and age. This process was developed in order to establish evidence of the concrete possibilities for creating autonomous pathways for survivors. To date, at least 31 PIT-Rs have been established.

Despite the progress made, **challenges remained in the uniform implementation of these protocols**. In regions with less infrastructure, such as Loreto and Madre de Dios, there are limitations in resources and trained personnel, which affects the effectiveness of the adopted measures.

### **The specific case of LGBTI children, adolescents, and minors**

The first direct quote from this chapter indicates that working with LGBTI children and adolescents is more sensitive and encounters more resistance in the country, which has been reflected in various areas of the project's development (for example, in the results of the training processes).

The Partnerships project, in close collaboration with the MIMP, aimed to use the **Foster Families Programme** for LGBTI victims, as there are no specific shelters in Peru and cases persist of people in care centres rejecting this population. For this reason, the capacities of the MIMP were strengthened in two ways:

<sup>67</sup> It was signed in 2016, prior to the start of the project, but required updating.

- Through the design of awareness-raising materials and four monitoring tools for the selection of potential foster families, in collaboration with the Special Protection Directorate (DPE).
- Through the training of a total of 25 officials dedicated to the DPE's Foster Families Programme, to provide guidance to substitute families, with the aim of enhancing their capacity to provide specialised care to LGTBI victims of trafficking in persons (18 training sessions).

Specific modules were also developed for **justice system practitioners**, tailored to the roles of each institution (police, judges, prosecutors, and service providers), which were used in training processes.

### Gender mainstreaming in prevention work

Various activities were carried out within the prevention component, incorporating a gender mainstreaming, although only two will be mentioned here. First, the communication strategy, which will be described in more detail in the next chapter, included a **critical analysis of cultural narratives** that perpetuate exploitation, such as machismo and the normalisation of sexual exploitation.

Three support activities for regional governments were also developed, with the support of CHS. This support involved the formulation or reformulation of regional plans, accompanying their implementation, and supporting the formulation of Public Investment Projects.

Additionally, in regions such as Cusco and Loreto, **workshops were held to train practitioners and local leaders** in identifying risks and mobilising communities against trafficking. These workshops addressed specific gender vulnerabilities, such as the social pressure on adolescent girls to contribute economically to their households, which makes them more susceptible to being targeted by traffickers. The trainings also included strategies to promote gender equality as a preventive mechanism in itself, recognising that **underlying power dynamics and inequality are key factors in trafficking in persons**.

## 12. Effectiveness of Knowledge Exchange Activities, Technical Assistance, and Communication

*F38. One of the outcomes shared by many of the knowledge exchange, technical assistance, and communication activities was the increased visibility of the phenomenon and the intervention.*

*F39. Partnerships benefited from the collaboration of a significant number of national and international professionals, all of whom possessed extensive and recognised expertise in their respective fields. Their presence enhanced the appeal of the activities in which they participated and provided additional motivation to ensure the involvement of key individuals from Peruvian institutions.*

*F40. The presence of the ILO in these activities, along with the quality, rigor, and high standards of the project's actions, significantly boosted its credibility among a wide range of stakeholders in the country and beyond.*

Throughout the Partnerships Project, a wide range of knowledge exchange, technical assistance, and communication activities were carried out, each aimed at different objectives. In the area of communication, for example, and in collaboration with the IDL, a **communication strategy was developed to raise awareness** among justice practitioners, service providers, and state decision-makers, generating interest in the project's priority issues. It included the "*Perú no trata*" (Peru without trafficking) campaign, which operated through radio programmes, videos, and publications on digital platforms<sup>68</sup> and social media, fostering the creation of an environment conducive to the implementation of the projected activities. It also sought to shed light on the biases underlying trafficking and its normalisation by society, as well as to highlight the need to address this serious violation of fundamental human rights, which predominantly affects the most vulnerable sectors of society. Throughout the development of the

<sup>68</sup> The IDL YouTube channel has 70,000 subscribers <https://www.youtube.com/@IdeeleradioNHD/playlists>

project, 71 radio programmes and 300 social media posts were carried out, exceeding the target set of 200 awareness-raising materials.

The mentioned campaign utilised the IDL radio programme “No hay Derecho” as a key platform to disseminate the project’s messages. This programme has an audience that includes congress members, decision-makers, public officials, community leaders, and others. Through interviews with state actors, NGOs, and international experts, as well as the participation of ambassadors from the arts sector, the **visibility of the issue was amplified**. A total of 36 radio programmes were produced, addressing key project topics such as gender, the LGTBI+ community, mental health, VCA, promotion of the #1818 hotline for reporting, and warnings about typical scams, among others. Additionally, 50 promotional videos, 14 radio advertisements, and interviews with public figures who have social influence were produced.

One of the most frequent activities of this project was **technical assistance**, both to institutional counterparts and at the inter-institutional level, fostering the exchange and coordination of efforts. Some of these activities have been mentioned throughout this report. In this case, it is important to highlight the close work carried out with the Multisectoral Commissions on Trafficking, both at the national and regional levels. At the national level<sup>69</sup>, with the CMNPTPTIM, at least 15 initiatives were developed, including the first Regional Governments Meeting on Trafficking in Persons: “Hacia una Política Regional (Towards a Regional Policy)”, as well as other conferences, meetings, training sessions, and the development of important operational tools.

At the regional level, the main activities aimed at strengthening the functioning of coordination spaces were largely carried out through the implementing partner CHS<sup>70</sup>, which provided technical assistance for the development and implementation of regional plans to combat trafficking in persons. In this same context, the ILO collaborated with the MININTER in the formulation of a strategy to standardise the technical assistance processes provided by the Technical Secretariat of the CMNPTPTIM to the regional networks.

A strategy that has been present throughout the project was the inclusion of experts, both national and international, with high recognition among their peers, in various initiatives. An illustrative example is the participation of the former UN Special Rapporteur on Slavery in the opening conference of the 5th International Legal Congress on Contemporary Forms of Slavery, supported by the project, as well as the participation of renowned international experts.

This congress is an example of another strategy employed throughout the project: The **promotion of meeting and exchange spaces at different levels**, both national and international, with the participation of key stakeholders. In these spaces, counterpart institutions were able to exchange data, opinions, and knowledge with top-level experts, while also exercising their own voice and gaining empowerment. The collaboration with well-known academic institutions generated significant interest among members of the criminal justice system, due to the prestige and specialisation of the faculty involved in the training programmes and the certification provided.

Among the academic institutions with which alliances were formed are the Pontifical Catholic University of Peru (PUCP) and the University of Granada, with which, in addition to training, the production and dissemination of literature was promoted, along with the exchange of progress made in improving legal interpretation. Coordination was also carried out with regional bodies such as the Ibero-American Network for Research on Contemporary Forms of Slavery and Human Rights and the Ibero-American Network of Prosecutors Specialising in Trafficking in Persons.

The **promotion of the project by the ILO** itself was an **incentive for the participation** of key stakeholders in its activities. One example is the Best Practices Ceremonies, held to encourage improvements in the judiciary. These ceremonies recognise and help disseminate the best national sentencing decisions issued on trafficking in persons. In this regard, one of the informants of the evaluation stated:

<sup>69</sup> The ILO even had a voice, though not a vote, in this Commission due to the support provided by one of the individuals who acted as *champions* of the project.

<sup>70</sup> CHS operated until February 2023. From that point onwards, the Project directly took over this line of work, although it did not have a permanent team in the field.

*The fact that this is being done by an International Labour Organization, which specifically directs its efforts in this area, has a significant reach, and holds significant value for them. [...] This, in turn, also motivates them.*

In conclusion, the communication, technical assistance, and knowledge exchange activities **contributed to the profile and credibility of the project** in the fight against trafficking in persons, both at the national and regional levels. The efforts made by the project and its technical quality have been recognised by counterparts and allies. For example, United Nations System members interviewed explicitly mentioned the **technical strength of the project** as one of the key values to highlight in the collaboration. Something similar has been expressed by many other stakeholders, including the donor itself.

## Effectiveness

### 13. Extent to which the project achieved its intended outcomes

*F41. Based on the level of achievement of the outcome indicators, the Partnerships Project exceeded 100% of the target values in all cases. However, the high values achieved suggest that some of the targets may have been somewhat conservative, at least in their initial formulation.*

*F42. The ILO played a facilitative role, providing technical support, tools, and resources in such a way that it was the state entities themselves who adopted the changes. At the same time, it fostered interconnected actions to advance in the process of capacity-building.*

*F43. This modus operandi was consistent across all components, although it is most clearly perceived in the areas of prosecution and protection.*

#### Degree of achievement of the expected outcomes

The most direct way to identify the extent to which the Partnerships Project has achieved the intended results in the various components is to refer to the outcome indicators, in their final assessment. The Project has two documents that support this information. On the one hand, a **summary table** listing all the indicators, which has been included as Annex 5 of this document<sup>71</sup>. On the other hand, the latest annual *outcome* measurement report, prepared by an external consultant. Both documents share the same source (the independent measurement by a consultant), although the latter provides a greater level of detail.

In both cases, it is evident that **all the indicators have met the set targets, with the majority surpassing them by a wide margin**. Five of the indicators achieved 100% of the target<sup>72</sup>, while six exceeded it by more than 200% (three from the protection component and three from the prevention component). An additional eight indicators reached or exceeded 150% of the target (four from the prosecution component and two from the protection and prevention components).

Achieving the full set of indicators is undoubtedly a very positive outcome for the project. However, such a marked overachievement of targets (with more than 41% of the indicators showing a level of achievement of 150% or more) suggests that the **definition of the targets was somewhat conservative**<sup>73</sup>. For example, the outcome indicators related to the increased learning of individuals who underwent training processes, measured through pre- and post-

<sup>71</sup> This table has been processed by the evaluation team to improve its readability.

<sup>72</sup> The indicators are distributed across the three components (one indicator from Component 1 and two indicators from the other two components).

<sup>73</sup> According to the project team's observation, with each extension, the project reported to the donor that the targets had been exceeded, leading to an increase in the targets based on the duration of each extension. Therefore, it can be inferred that the initial definition of the targets was quite conservative. With the final snapshot, showing the accumulated level of achievement and the initially set target, the disparity is striking.

tests. A total of eight indicators addresses this issue<sup>74</sup>, which is logical given that the increase in knowledge was one of the pillars of the capacity-building strategy developed<sup>75</sup>. However, the knowledge increase level set as a target is 25% in five cases and 30% in three others<sup>76</sup>. Interestingly, these indicators show, in most cases, more moderate achievement values compared to others. With the exception of the staff from the Residential Care Centres (CAR) (183%, in 2.2.2.1) and the MINSA (335% achievement), the rest range from 109% for the training on LGTBI childcare to 143% for the staff of the IML.

Two other indicators that show relatively modest targets are the number of child trafficking victims in the CARE centres trained to develop vocational skills (40 individuals, with 400% achievement) and the number of actions implemented by the Metropolitan Commission of Lima (set at 2, with 250% achievement)<sup>77</sup>.

One of the factors that may have influenced this definition is that **only four indicators had a baseline value different from zero**, making it difficult to set a sufficiently challenging target that, on the other hand, would not be impossible to achieve.

In any case, as will be shown in the rest of this chapter and in the following ones, this evaluation has identified a significant number of outcomes to which the Partnership Project has contributed. These outcomes refer to the three components in which the project is structured and are reflected in all the institutions that have participated in its activities. It is true that these outcomes are more qualitative in nature, which, on the other hand, allows for a better understanding of the scope of what has been achieved.

## Actions to promote ownership

For example, the Project implemented specific actions aimed at increasing the likelihood that institutions would take ownership of the products developed and the practices incorporated, resulting in the institutionalisation of new practices, policies, or procedures derived from the training processes or technical assistance.

As a reminder, the overall objective of the Partnerships Project was to strengthen the Peruvian government's capacity to eradicate the trafficking in children and adolescents, understood as empowering local agents through learning and the generation of knowledge and tools, so they could overcome specific gaps in their performance. **From the outset, the project sought the sustainability of its achievements**, adopting a two-pronged strategy. On one hand, the ILO **acted as a facilitator**, offering technical support, tools, and resources, enabling state entities to directly adopt the changes. On the other hand, **it promoted interconnected actions to advance in a process of change** (capacity strengthening), which can be distinguished in three phases: a) increasing knowledge, b) fostering ownership, and c) promoting the application of that knowledge.

Below, a brief description is provided of some of these actions, grouped under the components of prosecution and protection.

### Prosecution

**To increase knowledge**, at the outset, the existing gaps of each participating state entity were identified, along with these gaps. With this information, the training processes were designed in a way that could address the specific needs identified by each institution or in relation to the joint action of several institutions (for example, the PNP and the Public Ministry or the Public Ministry and the IML). It was found that the training schools of the prosecution and sanctioning entities (PNP, Public Ministry, and Judiciary) did not have a mapping of the training demands in anti-

<sup>74</sup> 1.2.1.2, 1.2.3.1, 2.1.2.1, 2.2.1.1, 2.2.2.1, 2.3.1.1, 2.5.1.1, 2.6.1.1.

<sup>75</sup> There is another indicator related to the training of practitioners (1.2.2.2), but it does not measure the increase in knowledge, rather it simply refers to involvement.

<sup>76</sup> The measurement was conducted by comparing the average scores of the post-test and pre-test assessments. However, it should be noted that not all individuals who participated in the learning processes took both tests, meaning that the measurement usually referred to a subgroup of the total number of participants.

<sup>77</sup> The targets were reviewed with each extension of the project and increased based on the available time for implementation. In this case, these indicators were included after the last extension in 2023, so the limited time available before the project's completion would have prevented the establishment of more ambitious targets.

trafficking issues, nor standardised training processes with the necessary themes and competencies for the professional development of the practitioners. Finally, it was identified that many of the courses and training materials used were not necessarily the most conducive to learning. These findings are presented in the first case study developed by the Project with the justice sector. With this diagnosis, the design of the so-called "knowledge services" was carried out, which were developed with the practitioners of prosecution and reintegration services.

**To foster the ownership of content**, a set of knowledge services were designed, including diploma programmes, courses, workshops, forensic camps, mentoring, international exchanges, etc., with support from both the Project and senior officials. The implementation guidelines for mentoring, forensic camps, and case studies were provided to both the justice system institutions and the Academy. Furthermore, to ensure that these contents were adopted by the entities, a set of resolutions, guidelines, and action protocols was created and promoted, which are now mandatory<sup>78</sup> for addressing trafficking. Replicas of the courses and diploma programmes were also carried out, some by the same entities or by universities with which the project collaborated. It is worth mentioning that during the training process, professionals of different ranks from the invited entities were involved. The process faced challenges such as selecting appropriate profiles, which was not always met, or the availability of individuals to attend the training events. Specific issues that required deeper attention were also identified, leading to the creation of the mentoring programmes. **Currently, the training schools regularly offer the courses designed by the Project or have replicated the diploma programmes<sup>79</sup>.**

**To facilitate the application of knowledge**, the guidelines and protocols developed by the Project with state entities were used, and spaces for the analysis and discussion of the regulations were created. In this way, theory, practice, and case studies were linked. Additionally, "Train-the-Trainer" processes were carried out so that the knowledge could be replicated and owned. Furthermore, "Legal Bulletins" were edited, and actions for the "Recognition of Best Practices" were implemented, which involved recognising and awarding sentencing decisions and the work carried out by judges, such as achieved sentencing decisions. Changes in the application of knowledge can be observed through the three case studies carried out by the Project.

## Protection

The collaboration with the *MIMP* led to the training of 100% of the staff from the UPE and CARE centres on the Victim-Centred Approach and Trauma-Informed Care. Subsequently, focal points were established on the issue, supported by the "Intersectoral Protocol for the Prevention and Prosecution of Protection and Trafficking in Persons, which covers the strategic actions to be taken". For the development of capacity in VCA/TIC, the project produced training materials, such as video tutorials, online courses, and awareness-raising videos. Interviews with staff confirm the acceptance and application of new approaches for addressing victims, with benefits for the reintegration process, as applicable. The training courses were transferred to the MIMP and are also available on the learning platforms created for regional governments and INABIF.

With the *Directorate of Mental Health of the Ministry of Health*, an initial qualitative evaluation was conducted on the services available for the care of children, adolescents, victims, and trafficking survivors, which helped strengthen intervention and training strategies on trafficking in persons for staff at community mental health centres and health centres. To fully implement its content, the document "Technical Guidelines for Providing Comprehensive Mental Health Care to Children Victims and Trafficking Survivors" was developed. Additionally, a Diploma Programme on VCA/TIC was jointly designed and developed with the National School of Public Health, which is now available at the National Civil Service Authority's School (SERVIR) for future replications.

## 14. Approach to capacity building by the project

<sup>78</sup> In the case of some institutions or certain products, usage is not mandatory, but it is recommended.

<sup>79</sup> Some testimonies suggest that after the institutionalisation of the courses, their frequency will likely not be the same as during the project, but they have already been integrated into the regular programme of the institutions.

F44. The Partnerships Project has addressed capacity-building from its design phase, particularly if strengthening is conceived broadly, as any activity aimed at increasing knowledge, fostering institutionalisation, and encouraging the application of what has been learned.

F45. The majority of those consulted have positively assessed the capacity-building activities carried out, highlighting that the content was relevant and that, in many cases, the methodologies used were innovative. In their view, this increased the applicability of the knowledge gained.

F46. The application of digital technologies to training has both advantages and disadvantages. On the one hand, it is noted that it allowed reaching a much larger number of people, as well as maintaining activities during the COVID pandemic period. On the other hand, however, it requires greater motivation and interest from participants, and it has been shown to be unsuitable for all profiles.

F47. The Partnerships activities took into account the different perspectives and levels outlined in theoretical models on capacity-building: individual, institutional or organisational, and creating a supportive environment.

### Inclusion of capacity-building activities for stakeholders in the design of partnerships

The interest in increasing and improving the capacities of the entities that make up the government of Peru is already reflected in its goal and has been a fundamental part of its activities since the design phase. However, if we pay attention to explicit references, they are clearer in Component 1, on prosecution, where capacity-building is included in the formulation of the strategic objective it aims to achieve<sup>80</sup>. At the output level, it is mentioned in three of the five outputs defined in this component: the mentoring programme (1.2.1), the train-the-trainers programme (1.2.2), and the strengthening of the IML (1.2.3).

In the case of Component 2, Protection, the first references are found at the *outcome* level, where the enhancement of capacities is mentioned in relation to the VCA (outcome 2.1.2), CAR practitioners (2.2.1.3), the MINSAs (2.3.1), and the victim reintegration system (2.4.2). At the output level, it is referenced in relation to a training programme for the defence of victims (MIMP, MINJUS, and UDAVIT), police, prosecutors, and judges on VCA (2.1.2); in relation to the enhancement of capacities in several institutions to provide specialised services for LGBTBI children (2.5.1); and with a specific programme for guidance and training to support the identification of trafficking cases (2.6.1).

Finally, in Component 3, Prevention, its formulation could entail knowledge enhancement activities, both at the outcome and output levels. However, capacity-building is only mentioned in outcome 3.3.1, which refers to the enhancement of the capacities of the Regional Working Groups to carry out their work within the framework of the National Plan.

It has already been mentioned elsewhere in this report that the coherence between the ToC, the LFM, the indicators, and the budget structure is not complete. Below is a table showing the relative weight of training activities in each component, compared to the weight of technical assistance activities.

**Table 8: Relative weight of training and technical assistance by components (%)**

	Training	Technical Assistance	Total <sup>71</sup>
1. Prosecution	78.7 <sup>81</sup>	3.7	81.4
2. Protection	7.1	89.0	96.1
3. Prevention	---	69.4	69.4

<sup>80</sup> "Objective 1: Improve the capacity of the criminal justice system to investigate, prosecute, and convict traffickers, maintaining a victim-centred approach".

<sup>81</sup> This objective includes the mentoring programme and activities for exchanging experiences.



Sobre el total <sup>82</sup>	31,1	57,4	97,8%
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*Source: Authors' elaboration based on data from the budget tables provided by the project team*

When discussing capacity-building, the analysis cannot be limited to training activities, especially in a project like this, which approached it from a multi-faceted perspective with the development of a large number of complementary activities. This is why various activities, such as the mentoring program and experience exchange activities included in Component 1, have been added. It is also the reason for incorporating the technical assistance column, because, as understood by the Project, these were learning opportunities for the representatives of the practitioners. Furthermore, they frequently produced additional outputs (guidelines, protocols, tools, etc.) that became part of the institution's knowledge base<sup>83</sup>.

From this perspective, it can be stated that the Partnerships project, as a whole, was primarily aimed at enhancing capacity to improve the effectiveness of the institutional response and increase the likelihood that the care provided to child and adolescent victims of trafficking in persons would be comprehensive.

Based on the statements gathered from the agents, the capacity building aimed at multiple objectives, which were applied to varying extents depending on the specific case. The following objectives have been identified:

- Improve the effectiveness of justice practitioners and other responsible institutions by developing more proactive investigations, preventing revictimization, and adopting cross-cutting approaches, especially VCA/TIC, but also gender and human rights
- Establish uniform criteria and best practices within each of the components.
- Empower victims and reduce their vulnerability, by providing institutions with tools to offer comprehensive care and encouraging victims to regain their capacity to act.
- Promote the replicability and scalability of initiatives, primarily through the train-the-trainers programme and pilot experiences, considering the sustainability of the actions in the long term.

### Quality and relevance of capacity building activities

The methodological design of this evaluation aimed to assess these issues indirectly, based on the participants' evaluation of the adequacy of these activities to their needs, and the usefulness and applicability of the knowledge acquired to their work. The statements made by the individuals consulted throughout this evaluation were mostly positive, highlighting that the **training aligned with their needs**.

Among the **aspects most positively evaluated** is, for example, the relevance of the content. It should be remembered that the ILO tailored its approach not only to the framework provided by the CPC but also to the needs expressed by institutional partners. Therefore, it is logical that these contents are considered relevant. The methodologies used were also highlighted, as in many cases they were innovative compared to the experience of the institutions and, according to the respondents, increased the applicability of what was learned.

From a methodological perspective, the informants highly appreciated the use of practical methodologies such as scenario simulations and the analysis of real cases. These approaches enabled them to better understand the content and recognise their own biases, helping to enhance the way they made decisions in their day-to-day work.

**Such methodologies promote experiential learning**, which has been proven to be the most effective for adults and offers the greatest potential for transformative impact and replicability.

<sup>82</sup> Para el análisis sobre el total se ha tomado el subtotal del presupuesto vinculado directamente a las actividades y no el total del proyecto por todos los conceptos.

<sup>83</sup> As an example, the outsourcing of CHS, amounting to over one million dollars (protection and prevention), is classified as technical assistance, even though a significant portion of the budget was allocated to training activities. This explains the need to combine both concepts.

*Practical training resources, tools, and methodologies were designed to simulate likely scenarios encountered in the daily lives of justice practitioners.*

*Judges worked with simulated sentencing decisions filled with stereotypes [...] to identify biases and correct them.*

The implementation of **train-the-trainer activities** was also highly valued, as it enabled the subsequent replication of training processes, thereby reaching a larger number of people within the institutions. Another aspect that was positively appreciated was the integration of digital technologies, such as online courses, video tutorials, and digital platforms<sup>84</sup>. Specifically, the incorporation of these technologies was valued as tools for the development of their functions. For instance, this was the case with training on combating cybercrime and the use of applications that allow them to track information on social media platforms like *Facebook*.

The training activities with an **interdisciplinary and multisectoral approach** were also highly appreciated. For example, aspects related to legal, psychological, and social elements were combined, fostering a comprehensive response. Although not strictly a training tool, the awareness-raising processes carried out under Component 2 with the business sector, such as film discussions, were also seen as incorporating a creative component. This facilitated empathy and provided a better understanding of the phenomenon of trafficking in persons.

Finally, **exchange and consensus-building spaces** were highly valued for their ability to generate applicable learning. National Congresses of the FISTRAP, for instance, helped unify criteria and share best practices, as did inter-agency training processes (e.g., between the PNP, Public Ministry, and the Judiciary), or between the MIMP and the MINSA.

Some **issues** were also raised, which, according to some informants, **could have been improved**. For instance, it was mentioned that **coverage** had been **uneven**, with greater intensity for agents based in the capital, despite efforts to address this. For example, in some cases, training in Lima was conducted in person, whereas in the regions it was virtual. It was also noted that not all groups or individuals who required training were reached. For example, some of the CARE educators stated that, due to shift work, they had been unable to attend certain training sessions. Lastly, it was mentioned in some institutions that training had to take place outside working hours, which made it difficult for staff to attend.

The assessment of the duration depends on very different variables, related to the content or the profile of the participants. In this regard, some of the feedback collected indicated that some courses were too short to allow for interaction between participants, while others felt the duration was excessive, in their view, due to workload and availability issues.

Virtual administration of training has many advantages but requires extra motivation and interest from the participants. Often, as the training is asynchronous, it needs to be completed outside working hours. If the workload is very heavy – and although this data is not available for the current case – it generally leads to a higher number of dropouts. Similarly, in some cases, it was mentioned that those who participated were not always the ones who required it based on their profiles.

*The Presidents of the Courts appointed judges who were not related to the issue [...] when they should have been specialists in criminal cases, specifically in trafficking.*

Finally, some participants expressed that, although the activities were effective, they required more frequency or duration to consolidate the learning and better adapt to the reality of their roles. A significant number of interviewees agreed on the need for ongoing training and experiences, like those developed by the project, to maintain the institutions' capacity.

## Utilisation of the knowledge acquired

The informants in this evaluation **generally rated the usefulness and applicability of the knowledge acquired highly**. It was considered valuable, useful for their functions, and in many cases, they reported applying it directly in their work. To what extent these learnings were *de facto* applied by the practitioners is another question, but it is

<sup>84</sup> As will be seen, the positive assessment of online courses was not unanimous.

noteworthy that the training provided concrete tools, such as specialised investigative techniques and case analysis, which improved institutional performance.

Others mentioned that the knowledge acquired had enabled them to develop greater awareness of the specific needs of child and adolescent victims, including vulnerable groups such as the LGBTI population and foreign nationals.

Despite the perceived usefulness, **not all participants were able to apply the knowledge acquired** uniformly, due to structural barriers such as a lack of resources, high workload, or limited autonomy. The high staff turnover in the institutions has also, at times, hindered the sustained transfer of learnings, limiting their potential long-term impact<sup>85</sup>.

### Presence of the three levels of capacity building in the activities

The project activities considered the three levels of capacity building (individual, institutional, and enabling environment), albeit with varying degrees of reach and effectiveness. Below is an overview of how each of these levels was addressed, highlighting strengths and areas for improvement.

**At the individual level**, the training programmes were designed to enhance practical and specialised competencies for justice practitioners, police officers, and CARE personnel, among others. As previously mentioned, innovative methodologies were implemented, promoting both awareness-raising and empowerment among those trained, particularly in areas such as gender mainstreaming and human rights.

**At the institutional level**, efforts were made to institutionalise best practices and generate guidelines, tools, and reference materials that were made available to the involved entities. Technical capacities were also strengthened, particularly in terms of coordination between the National Police and the Public Ministry and promoting proactive and joint investigations. Furthermore, in the CARE and UPE centres, specific training was implemented for the design of individual work plans that included reintegration components, thus strengthening their internal processes.

Finally, to promote **an enabling environment**, perhaps the most important element is that the project worked on the design and approval of a National Policy on Trafficking in Persons, reflecting an institutional commitment to sustainability. Likewise, partnerships with universities and international organisations were fostered, ensuring academic standards and access to cutting-edge research.

All these efforts do not guarantee that the achievement has been uniform. Some sectors still present gaps in the appropriation of the proposed approaches, either because they were incorporated into the project at a later stage, or because their level of awareness on the issue is not the same. This means that many challenges remain, which will continue to require attention from the Peruvian State or other institutions.

## 15. Impacts on the improvement of detection, investigation, prosecution of trafficking cases, and victim protection

*F48. The effects of the use of acquired and institutionalised knowledge have been identified. In the prosecution component, there has been an increase in judicial sentencing decisions, with civil compensation being established for survivors in some cases. Additionally, examples of the use of legal literature generated by the project and international standards have been noted.*

*F49. At the institutional level, the PNP has increased its proactive investigation practices, using special investigative techniques. A similar trend is seen within the Public Ministry, where there has been an improvement in prosecutorial argumentation and accusation before the judiciary. Finally, the Judiciary shows a better interpretation of the regulations.*

<sup>85</sup> As can be seen, this risk was identified by the project, and corrective measures were implemented in response.

*F50. In the area of protection, focal points for trafficking have been established within the UPE centres and a standardised model for the care of trafficking victims has been developed, based on an operational model. Furthermore, there are five CARE centres specifically dedicated to trafficking, directly promoted by the Project.*

*F51. Since the Partnerships Project, the VCA/TIC approaches are highly present and valued by those working in services for trafficking survivors, particularly by the staff of the CARE centres. Other actors within the justice and protection system are aware of these approaches, and larger portion of them have incorporated them into their practices.*

*F52. For the first time in Peru, a pilot economic reintegration Project for adolescent trafficking survivors has been developed as an institutionalised effort. Its results demonstrate that, when the right conditions are in place, an entrepreneurship project can become the main or supplementary means of support for trafficking survivors after leaving the CARE centres.*

Simultaneously with the training activities, technical assistance was provided for the design of guidelines, procedures, and tools to combat trafficking, and efforts were made to institutionalise them through resolutions and institutional protocols, often with mandatory application. **This is the point at which the product becomes a result**, as the project can ensure or significantly contribute to the design and delivery of training and the preparation of technical documents. However, institutionalisation depends on the willingness of the counterpart institutions, and the role of the project should be limited to promoting the processing and monitoring of this, along with providing additional technical assistance at specific moments. Therefore, the way this evaluation question is framed refers to a level of achievement that goes beyond contributing to the results of the project and is almost at the level of the objectives.

To facilitate understanding of the degree of adoption and use of the products developed by the project and their impact on improving procedures and practices, this section has been organised by components and actors. Additionally, some text boxes have been included that refer to the territories.

## Prosecution

The Project has succeeded in strengthening the capacity of the justice system in Peru to improve its procedures and practices, increasing the number of investigations and judicial proceedings related to trafficking in persons while incorporating the needs of survivors. A significant change can be observed in the third case study—published in 2024—which **highlights the increase in judicial sentencing decisions, the establishment of civil compensation for survivors, and the use of legal literature and international standards**. It is also important to consider that, given the nature of the project and its objectives, it is expected that its actions would take time to yield the desired results. Therefore, it is now, after seven years, that the outcomes are more clearly visible.

The PNP, thanks to the training received by the Project, has the necessary skills and knowledge to carry out **proactive investigations using special investigative techniques**. Based on the training received and the products developed, the police academy is currently using the training guide produced in the Project and approved by the PNP through a Resolution, as well as the “Operational Guide for Investigating Trafficking in Persons”, which was developed in a participatory manner with MP for defining roles and joint action, and which was approved by each institution. The testimonies collected show changes in the procedures and practices of the PNP in detection and investigation, and it is stated that there is now greater clarity on the route to be followed by its actions.

The PNP in **Loreto** states that the Project has contributed substantially to its actions for detection and investigation, and that its work has been enriched and has undergone important changes to guarantee its effectiveness. They affirm that they have equipment, action plans and coordination with the relevant entities is continuous and fluid. However, high staff turnover and low budget allocation, which is insufficient for the logistics of detection and investigation in such a large region, including borders and long river trips, affect their performance.

The practices of the Public Ministry have undergone a **substantial change in the investigation procedures, prosecution and argumentation of cases before the judiciary**. All this is shown in the "Prosecutor's Decision Templates", which record the most important decisions and pleadings in the criminal processes prepared by the prosecutor's offices, and which **led to the conviction of traffickers**. These templates incorporate best practices in interpretation, literature and case law that provide a basis for prosecutorial reasoning. Internally, the Public Ministry changed its coordination policies, **focusing on proactive investigation and attention so as not to re-victimize survivors** of trafficking in the process under their charge.

Through training, the following were also achieved: **progress in coordination between the criminal prosecutors' offices of the regions and the FISTRAP**, which led to positive results in terms of institutional operation. The protocol on "Coordination Guidelines between the FISTRAP and the Common Criminal Prosecutor's Offices", approved by the Public Ministry, also contributed to this.

The common guidelines developed within the framework of technical assistance to the National Coordination of the FISTRAP made it possible to unify criteria and led to the training for criminal prosecutors' offices. **The FISTRAP of Cusco** reports progress and contributions from these processes, which have made it possible to improve detection and investigation and, above all, have favoured coordination with the common criminal prosecutors' offices, which frequently made mistakes, resulting in the compromise of the evidence collected or the failure to carry out vital procedures for the prosecution of the crime.

In the case of **Loreto**, FISTRAP claims to have increased its effectiveness through the VCA/TIC, favouring the protection of girls during their stay in the existing temporary shelter in Iquitos. In addition, they have improved their methods of investigating cases and approaching victims, allowing a climate of greater trust to be established, which favors the course of persecution actions.

In the case of the IML of the Public Ministry, the training in VCA/TIC has made it possible to observe, according to the informants, that there has been a **change in the contents of psychological reports**, which now **begin to include the emotional impact on the victim**, which was not previously identified. The process is supported by the use of the "Forensic Psychological Evaluation Guide in Cases of Violence in the Framework of Law No. 30364", which incorporates the trafficking component<sup>86</sup>, approved in 2021 by Chief Resolution No. 000258-2021-MP-FN-JN-IMLCF. This led to a significant increase in the usefulness of their reports for the formulation of trafficking cases and for prosecution by the FISTRAP, also strengthening the alliance with UDAVIT.

Concerning the Judiciary, there has been an **improvement in the interpretation of the regulations** by the judges who were trained. This is demonstrated through different ways, such as the third case study or the "Best practices Ceremonies", an activity promoted by the Project that allows the impact on the administration of justice to be identified. In addition, there have been some cases where the content of the Diploma programme established by the project has been cited in judicial decisions, even by a judge who had not participated in it, which shows that **the knowledge was extended beyond the people who participated in the training's courses**.

Other evidence of the use and institutionalization of content is the **"Plenary Agreements"** of the Judiciary of Peru. There are currently three agreements on trafficking, the last one in November 2023, which has helped to clarify the concept of children and adolescents, consent and vulnerability situation, and has contributed to differentiating the crime of trafficking from other forms of exploitation. These agreements are mandatory for judges to act and represent a significant advance in addressing trafficking in judicial processes.

## Protection

<sup>86</sup> The Guide was developed with IOM support, but thanks to the project's advocacy, a chapter on trafficking in persons was included.

In this case, the Project contributed to those support services that were not sufficiently developed, such as shelters, mental health, and education, as well as to populations in particularly vulnerable situations, such as foreign nationals or the LGBTBI community.

The technical support of the Project to the **Special Protection Units (UPE)** of the MIMP was progressive as of 2018, as they were created at the regional level. The aim was to improve the capacity of its staff in relation to VCA and care for victims of LGBTBI trafficking. With the update of the "Intersectoral Protocol for the Prevention and Prosecution of Crime and the Protection of Trafficking" **the responsibilities of the actors and the route to be followed have been clarified**. As a result, **trafficking focal points have been established within the UPE**, who accompany the process in the institution to guarantee the application of the protocol and the quality of the interventions.

The Project influenced the creation of a **new operational model** for the "Assistance, Care and Protection of Children and Adolescents without Family Protection through Specialized Residential Shelters - Trafficking in Persons" (CARE), under the leadership of INABIF and the MIMP. The objective of this model was **to have the same standard of care for the provision of services to children and adolescents, oriented towards quality and dignity**. This model, being institutionalized, is a clear result of the project and a factor in the sustainability of the actions.

According to the reintegration service practitioners interviewed during the evaluation, before the project, the approach to trafficking survivors was inadequate and there was no knowledge of how to provide emotional support in the face of crises. As a result, they were often re-victimized, hindering their reintegration process.

The Project trained MIMP/UPE and CARE staff <sup>87</sup> in the VCA and TIC, <sup>88</sup> and today these approaches are **very present and highly valued by care service practitioners** for trafficking survivors and, specifically, by all CARE staff. But, in addition, these approaches were **included in the normative and operational instruments of these institutions** for their application.

**The very existence of CARE centres is a result of the project**, since before its inception the existing Care Centres were not specialized to assist with this population. In addition, improvements were made to its infrastructure and action plans were generated. Five Specialized shelters were created and launched in Lima, Cusco, Loreto, and Puno. Once the feasibility of adapting the existing infrastructures was demonstrated, INABIF used its own funds to adapt a CARE in Madre de Dios. Furthermore, two temporary spaces were adapted in Loreto and Cusco, managed by the FISTRAP with specialized staff from the Central Unit for Victims and Witnesses Assistance of the Public Ministry (UCAVIT).

In the **area of Education**, trafficked girls and adolescents taken in by CARE centres have benefited from the recent approval of specific pedagogical guidelines, which allow teachers and principals to begin to support their reintegration into the education system. To date, this tool has been institutionalized by MINEDU through the pertinent resolution, but according to the informants, **it has not yet been appropriated by the teaching staff**, and, in fact, they recognized that greater support would be needed. However, the informants stated that, in a recent presentation at a virtual event, 4,600 views had been counted. It should be considered that this tool was created in a much shorter time than the rest, due to the late incorporation of MINEDU and that it was recently approved.

*So, now, with this document we are giving greater support and greater solidity to one of the lines of this tutoring and educational guidance. Therefore, we are going to give continuity so that this tool is known by everyone. As we are about to close the promotional period, we will not provide technical assistance until February and March of next year. So, we will be promoting and giving sustainability to this digital*

<sup>87</sup> CARE's multidisciplinary teams saw their capacities strengthened thanks to more than 96 training initiatives mentioned throughout this document.

<sup>88</sup> Capacity building in the VCA/TIC was also developed with the entities of the Persecution component and other victim care services, through training, technical assistance and mentoring sessions: Public Defence Lawyers of Victims of the MINJUSDH, the UCAVIT, the PNP, the Public Ministry and the Judiciary, the CEM of the MIMP and the Municipal Ombudsman's Office for the Protection of Children and Adolescents (DEMUNA). According to monitoring data, the capacities for the provision of comprehensive services of almost 3,700 officials were strengthened, as a result, the current trend is toward more humane and sensitive attention to the specific needs of victims, with a lower incidence of discriminatory bias.

*resource. Above all [...] by teachers, as part of their pedagogical work, it is not only the academic issue, but also socio-emotional support.*

Something similar happens in **health matters**. The approved tool of guidelines for the mental health care of child victims and trafficking survivor is the first normative document that MINSA has related to the matter. Even so, according to the testimonies collected, its implementation is still irregular and its intersectoral coordination must be improved.

The following is a **summary of the main results** obtained in the CARE centres of the territories where the project had a greater presence and showed a panorama with similarities and differences.

The **Tikarisunchis CARE** reports substantive changes in its staff, in the approach to victims during the short period they are in charge of their reintegration. They affirm that as a result of the training received, they successfully apply emotional containment in crisis, especially with girls and adolescents with a history of great affectation, as is the case with some foreign migrants, and that they have greater clarity when dealing with the needs, listening and accompanying the survivors. Improvements in the mental health of the girls are also reported, thanks to the support of the Regional Hospital, who know and act in accordance with the protocol approved by MINSA. They also provide examples of how some girls seek to reintegrate with small businesses or develop specific skills, which open the door to other options.

The CARE centre reports that its interventions have favoured the reintegration of the part of the survivors who have a higher level of education and that others are motivated to continue their studies and apply for scholarships to continue them. Other factors that affect subsequent reintegration are the previous educational level, the degree of emotional impact on arrival at CARE and the time they spent there.

The **Gracia de Lima CARE** reports improvements in the care of girls by the technical staff, who were trained in the VCA/TIC and currently have clear tools for dealing with crises, considering that they receive girls and adolescents with complex traumas. They affirm that they have currently improved their management to identify needs and guide them for their reintegration as well as having access to basic education, since they arrive with educational delay, or for technical education, with the Technical-Productive Education Centre (CETPRO). However, given the brevity of their tenure, it is difficult to observe significant changes in their educational gaps. Mental health assistance has also improved, for the control of anxiety crises or drug use.

As for entrepreneurship actions, some CARE workers received training and guided the girls towards actions that are still incipient, since there are no business networks or access to markets that allow them to sell their products.

The **Luz de Esperanza CARE** receives girls from the **Loreto Region**, one of the most critical areas for being region of origin, where girls are captured and given away for economic reasons due to cultural normalization. The CARE's staff has had a high turnover due to several factors, such as some territory-specific difficulties or the type of contracts linked to the institution (CAS). As a result, not all staff are trained in VCA/TIC. The people who did receive these trainings affirm that they apply the knowledge acquired and state that it has enriched their work and approach.

The results obtained in each CARE centre are different from each other, especially in terms of the degree and breadth of the advances, but they also have clear similarities. Among the **factors that have allowed greater progress** are the permanence of the team since its creation, intense internal coordination or a leadership that is to some extent distributed, which are present, for example, in a greater proportion in the Tikarisunchis CARE than in the rest.

The Partnerships project developed for the first time an **Economic Reintegration Pilot Project** for adolescent trafficking survivors, the first institutionalized effort in this area in Peru, which has allowed victims to participate in structured processes that include individual plans designed to respond to their specific needs. The application of

these strategies has made it easier for the adolescents who participated to<sup>89</sup> acquire social and economic skills that allow them to think about their life projects.

The results obtained from this process are modest, but appreciable. According to the document analysis, only six adolescent trafficking survivors got out of the CARE centres with operating businesses, but another four received scholarships for technical studies at the Industrial Work Training National Service (SENATI) and IDAT, and when they got out, they had a job where they could apply what they learned. On the other hand, six adolescents received seed funds for their enterprises, this was possible thanks to alliances with the private sector, specifically with companies that also donated machinery and instruments to the CAREs, which were used in the technical training of the adolescents.

One advantage highlighted by the CARE staff is that this experience allowed **give meaning to the workshops held in the centres**, improving the planning of work with young women, who stop doing "*Meaningless workshops to occupy idle time*" and focus on an activity that can help them advance their life plans.

Its application has obtained a higher level of achievement in Cusco, where it has become evident that it **can be an important factor** for girls and adolescents, **not only as a central basis for their life project, but also as a complementary element** for the achievement of other goals (such as earning some income while completing education). In any case, certain requirements must be met, among others, that the project undertaken meets real market needs, the level of education must be adequate and, as a clear contributing factor, there must be a network of business leaders who can support these initiatives in their early stages. According to the information collected in the CAREs, the first step must be to support the emotional regulation of young women, so that they can have a minimum of concentration, manage their frustration, etc.

In short, the Project achieved a significant level of application of the training contents, protocols and guides among the staff of the counterparts, although it is difficult to know if this increase will be maintained over time. However, it can be affirmed that **new practices in the fight against trafficking are detected** (last phase of the project's capacity building model, implementation), **accompanied by resolutions, protocols and guides that orient action** (second phase, institutionalization).

## Prevention

Although the evaluation question does not specifically ask about the prevention component, there have also been some results at this level, and some of these have been mentioned elsewhere in the report. Specifically, the project managed to consolidate **an enabling environment to open the conversation about human trafficking** and promoted actions in the implementation regions. This included strengthening public awareness through the communication strategy "Perú no trata", which **increased visibility** of the problem.

When reviewing the *YouTube* channel of the program "No hay derecho"<sup>90</sup> where IDL developed a series of interviews to important figures in the fight against trafficking, it can be seen that some of them received a significant number of views, such as the Prosecutor in charge of the FISTRAP of Loreto, with 4,700 views, or one of the PNP authority, with 4,600 views. These are very significant amounts, although far from the volume of subscribers of the channel (70,000), which means that it would have room for growth.

Among the outstanding achievements of the prevention axis is the digital platform hosted in the state domain "gob.pe", which provides permanent access to a large part of the materials generated during the seven years of implementation, including publications, an official data dashboard and links to training resources from various state institutions. It also facilitates the download of "Perú no trata" campaign materials, ensuring their availability for continuous use.

<sup>89</sup> According to the Systematization Report of the Pilot Project for Economic Reintegration, 296 adolescent trafficking survivors were strengthened through the replications of the trainings *Get Ahead* and Financial Education and put into practice the knowledge acquired in the development of their entrepreneurial ideas in productive workshops and in a total of six fairs.

<sup>90</sup> <https://www.youtube.com/@IdeeleradioNHD/search>



The promotion of the decentralization of public policies, through the **strengthening of articulation spaces**, emerges as another relevant result. The project supported MININTER, as the Technical Secretariat of the CMNPTPTIM, in the creation of a strategy to standardize technical assistance to regional networks. This effort culminated in the approval of Directive No. 001-2022-IN/VSP/DGSD, "Guidelines for Providing Technical Assistance to Regional and Local Coordination Spaces against trafficking in persons by the Directorate of Fundamental Rights"<sup>91</sup>. This document has made it possible to standardize processes, objectives and work approaches, improving the effectiveness of interventions at the regional level.

The result in the regional commissions was a greater capacity for action and coordination to implement national plans with a gender mainstreaming at the local level. The capacity of local authorities to implement strategies adapted to their specific contexts was also strengthened, resulting in the execution of a total of 49 actions by the roundtables. As a person from the Public Ministry mentioned:

*Before, in 2016-2017, we were four or five people, in my office we called some institutions for marches, to raise awareness among the population [...]. Today it arises from the regional network. [...] So that is an important contribution."*

In addition, the design and implementation of two PIPs was achieved, the first dedicated to "Improvement of the service for the prevention of trafficking in persons in children and adolescents in the seven provinces of the department of Cusco" and the second dedicated to the "Improvement of the assistance service and preventive programs of trafficking in vulnerable persons, children, women in the city of Iquitos and Caballococha, provinces of Maynas and Mariscal Ramón in the department of Loreto", which were approved by General Resolution<sup>92</sup>. Their respective budgets are S/. 5,763,069 in Cusco, with an execution period of 2023-2025, and S/. 3,895,401 for Loreto, to be executed between 2024 and 2027, which represents a very significant volume of mobilization of public resources<sup>93</sup>. The Project provided technical assistance to the Regional Governments of Cusco and Loreto for the formulation of the PIPs. Both focus mainly on carrying out prevention actions in schools and communities. They are also led by the Social Development Offices of their respective regional governments. The presence of PIPs represents a significant step in the adoption of the issue independently by regional governments.

On the other hand, the governance system was strengthened through the creation and consolidation of spaces for inter-institutional coordination and the introduction of a **mechanism for monitoring and follow-up of public policy** which allows us to know the progress in the implementation of the National Policy against Trafficking in Persons. The institutions that make up the national policy (eleven entities and four autonomous bodies) were strengthened through training spaces and tools and record the information on the progress of their indicators in the system, whose progress is discussed at the Commission meetings, which are biannual, along with the pending needs.

## 16. Improvement in terms of gender equality and non-discrimination

*F53. The evidence shows that there has been an improvement in the consideration of gender and vulnerability in the justice system and such approaches are now more integrated in practitioners, both at the level of middle management and key figures in the system.*

*F54. The assistance and protection of victims of trafficking, the creation of CARE, and the implementation of victim-centred and trauma-based approaches are clear indicators of improvements towards more inclusive care, considering the gender-differentiated needs and specificities of each child served.*

<sup>91</sup> Approved by Directorial Resolution No. 001-2022-IN/VSP/DGSD.

<sup>92</sup> Cusco through Regional General Resolution 022-2022 dated November 23, 2022 and Loreto, through Regional General Management Resolution 392-2022 dated August 17, 2022.

<sup>93</sup> In the case of Loreto, the Regional Government decided to include an additional activity with its own resources. Specifically, an additional 500,000 soles for the construction of a Gesell chamber.

*F55. The convergence between the axes of sexual orientation and childhood continues to generate great resistance among the practitioners, which are unequal depending on the actor. Despite these difficulties, the institutional capacity to provide equitable care for victims, especially girls and adolescents, has increased.*

*F56. Integrated approaches have not only been adopted into the internal practices of institutions but have also set in motion a cultural change by awareness-raising of victims and improving the capacity of practitioners to assist them.*

The results reflect significant progress in terms of gender equality and non-discrimination, although they are presented as **steps on a broader improvement trajectory and not as a definitive solution**. Although many of the indicators do not disaggregate information by gender, as already mentioned, the project addressed this axis transversally, in addition to carrying out some specific activities, such as training in the LGTBI field or the communication strategy developed by IDL<sup>94</sup>.

However, **the integration of the gender perspective is evident** in various dimensions of the project and, for example, in the training materials developed. These efforts resulted in visible changes in the justice system, which were analysed in the three case studies. The second study (2021), which had a more specialized focus on childhood and adolescence, made it possible to identify important progress with respect to the conclusions of the previous one. In addition, the interviews conducted revealed improvements in the integration of these approaches in the practitioners themselves: both in middle management and in key figures of the system.

A qualitative analysis of the effects of the training and guides on gender and vulnerability on the daily practices of partner institutions shows firstly that the criminal justice has begun an important **process of institutionalization of the gender mainstreaming in the prosecution of trafficking cases**. The quality of care is reflected in judicial sentences, as well as in prosecutorial rulings, which reflect a greater awareness of magistrates towards the asymmetries of power and gender dynamics present in these crimes. Progress in understanding these dynamics has also been recorded in IML reports.

In terms of assistance and protection, the creation of CARE and the implementation of victim-centred and trauma-based approaches are clear indicators of improvements towards more inclusive care, considering the gender-differentiated needs and specificities of each girl served. The CARE centres adopted a **specialized model of trauma-informed and victim-centred care**, supported by constant training. The establishment of minimum standards, together with the professionalization of its multidisciplinary teams, allowed the care offered to victims to be more consistent and of higher quality. The internalization of gender, ECV, and AIT approaches has been fundamental to this progress, although **challenges remain in the uniform application of these tools**.

However, it should be noted that **there are no specialized shelters for boys or non-binary children**. In the first case, training was provided to the CARs staff where male children who are victims of trafficking are housed, and the Foster Families Program was used for LGTBI victims, although at the date of this evaluation **no referral had yet been made to the program**. The project addressed the specific needs of these groups, encouraging non-discrimination and promoting respect for diversity in the services offered, but it is clear from the interviews that **the greatest resistances arose here: in the convergence between the axes of childhood and sexual orientation**.

The training activities strengthened the competencies of the rest of the stakeholders involved in the care and protection of victims (MINEDU, MINSA), integrating the gender approach and work on biases to promote equal treatment. This translated into greater institutional capacity to assist victims, particularly women and girls, in a more equitable manner. On the other hand, since the work with some institutions was more recent, due to their later incorporation, **these capacities are not fully established**.

Furthermore, when analysing the **outcome indicators**, there is a 188% improvement in judicial processes and convictions in cases of trafficking in girls, with special attention to the gender dimension of the victim (1.2.1.1). In addition, there was a 143% increase in the implementation of the recommendations made in the second case study

<sup>94</sup> But even in this case, when focal groups were held to check whether the contents of the campaign had been understood, none of the questions asked were raised from this point of view, but only aspects related to recruitment, transfer and exploitation in trafficking in persons were addressed.

by the criminal justice system (1.1.2.1) and a 117% increase in the recommendations of the third case study (1.1.2.2). It should be recalled that, as mentioned above, the second case study dealt with specific issues related to children and adolescents in situations of trafficking. This information is consistent with the emerging information from the interviews conducted with representatives of the penal system.

Regarding the implementation of public policies, there is a 120% progress in the application of procedures, checklists, recommendations and/or knowledge to ensure a victim-centred approach in cases of child trafficking, which is consistent with the 138% increase in knowledge on the application of the victim-centred approach of those trained in the field<sup>95</sup>. Concerning the improvement of assistance to LGBTI children who are victims of trafficking, there is a 109% improvement in the knowledge of the staff. These data are consistent with the findings of the interviews conducted.

For the third component, the outcome that was defined concerned the capacity of the Regional Commissions to take action and coordinate to implement their regional plans against TdP locally, with a focus on the gender dimension. The associated indicator (number of activities in their regional plans implemented by these commissions) achieves 245% but is a weak indicator to capture the improvement of capacities. However, when the type of related activities is consulted, some of them have a direct relationship with gender, such as workshops with justice practitioners and service practitioners to incorporate gender, along with other approaches or the reinforcement of knowledge on this subject to ensure its effective application.

Finally, it is appropriate to consider the **degree of effectiveness of the measures implemented to integrate gender mainstreaming and vulnerability into the synergies and alliances established**, considering the number of collaborating institutions that have adopted gender- and vulnerability-sensitive practices in the care of children and adolescents.

Partnerships with national and international universities allowed, in addition to the interest of the trainees in learning with prestigious certifications, the understanding of the concrete effects of applying VCA, TIC and gender and their convergence in the different axes of discrimination when it comes to fully understanding the specific cases and, therefore, the criminal types of trafficking. Both the specialized prosecutors' offices of the Public Ministry and the Judiciary were supported in their application through guides, protocols and circular letters addressed to all their branch offices. The cooperative approach between stakeholders led to improvements in the quality of the interventions and is reflected in the sentences – some of them awarded by the project – that contribute to improving the case law in trafficking cases.

Partnerships with civil society organizations, such as Promsex and IDL, contributed significantly to mainstreaming an awareness-raising approach at the social, political and institutional levels. These collaborations facilitated the **opening spaces for dialogue on discriminatory biases and gender-sensitive approaches**, creating a conducive terrain for the development of specific tools. Meanwhile, the partnership with CHS allowed the strengthening of the capacities of regional governments in the preparation of PIP.

The **integrated approaches** have not only been adopted into the internal practices of institutions, but also **have set in motion a cultural change** by raising awareness of victims and improving the capacity of practitioners to care for them. The effectiveness of the measures developed is high, evidenced by the adoption of gender and vulnerability sensitive practices in key sectors such as INABIF, MINEDU, the Public Ministry, private companies and NGOs. The qualitative achievements in each sector demonstrate a significant improvement in the care of children and adolescents, establishing a replicable model to address trafficking in persons.

## 17. Unforeseen Results

*F57. The main unforeseen results are: the approval of an institutionalized model that supports the economic reintegration of trafficked girls and adolescents, the generation of an expanded pool of trafficking specialists in the*

<sup>95</sup> It should be recalled, however, that the indicators of knowledge improvement show some limitations in their measurement.

*country, and the commitment and loyalty of a number of agents who have voluntarily become involved in the protection of girls, children and adolescents who are victims of trafficking in Peru.*

*F58. Some results were also identified in people or institutions that did not participate in the project or that went beyond what was planned in its design and, in some cases, the existence of an emulation effect among the girls and adolescents taken in by CARE centres.*

It is difficult to identify results that were not foreseen in the design of Partnerships because the project was adapting its activities throughout its development<sup>96</sup>, based on the needs that were detected and the demands made by the initial institutional partners and by others that were incorporated as the implementation progressed. However, upon analysis, the five below are clearly identified. The first three are the ones that are supported by a greater number of statements. Nevertheless, all of them have been identified by at least two agents:

## **Employability route**

The Partnership Project included a pilot project for the reintegration of adolescent victims taken in by CARE centres, which consisted of training mediators in entrepreneurship issues who could, in turn, train the girls taken in by them. Therefore, one of the main target audiences was the care staff of these centres. Including this activity is very important, since very often interventions with victims of trafficking involve reintegration plans, but they neglect economic autonomy, which is key to their later life project and to protect them from new threats.

The aim of the pilot project was to validate the model through its practical application, in order to determine whether training in entrepreneurship and basic finance and the existence of companies and institutions that could support the subsequent process would be useful for this economic reintegration.

The results obtained were mixed, but they allowed us to see how the focus should be broadened to apply it not only to entrepreneurship as a means of living, but also to the improvement of employability as a whole, which also means completing their education, accessing technical-productive training, being eligible for employment opportunities, launching activities that allow them to supplement their family income (for example, to be able to continue studying) and, in some cases, to launch a business initiative that can give them economic sustainability.

This does not mean that these supports were not present, but, as understood by this evaluation team, they were not intended to be **articulated in an employability route**, which has also been **Institutionalized**.

During the implementation, part of the business community decided to support the process of reintegration of adolescents within the framework of their corporate responsibility activities (in Cusco and Lima, for the moment) and other institutions that were not present, such as the Ministry of Labour (MTPE) and Employment Promotion (MINTRAB) have participated in fair of services in order to make the members of CARE aware of the offer of employment services existing in the country, although they themselves recognize that there are still specific needs that are not fully covered.

*Our employment services today are not designed to be an individualized counselling, personalized accompaniment to these victims.*

The economic reintegration of victims of trafficking is a major challenge, as their level of education is usually very low, without reaching secondary school, and because they face specific difficulties arising from the trauma of trafficking. However, at least there is now a validated model that facilitates its application in protection services.

## **Existence of professionals specialized in trafficking**

In Partnerships, people and organizations outside the ILO have been frequently used to carry out activities that required a specialization that the project team did not have, which, on the other hand, were experts in the field. Aspects such as the evidence assessment, civil redress in matters of persecution, certain investigation techniques or

<sup>96</sup> As we have already seen, not so much in terms of outputs and practically nothing in terms of results.

the accompaniment of victims of trafficking in the process of economic reintegration required people with a precise command of this specific aspect.

Since there was no combined experience in Peru with these topics applied specifically to trafficking in persons, the project chose to establish agreements with specialists in the field who subsequently learned how to apply them to the phenomenon of trafficking. This has happened with consultants or NGOs, but also with judges who, after the initial training, have collaborated with the project and who have become real specialists.

*As a result of the project, they have managed to get involved with the casuistry, with reality, with the regulations of the crime and, therefore, bring their knowledge to the specific field of human trafficking.*

For example, the Alternativa NGO, which was the implementing partner that accompanied the pilot project of economic reintegration, is an NGO with a long history of community work with vulnerable populations and microcredits, but it had not worked on trafficking before. After the project, once its capacity to address the issue of trafficking in persons was strengthened, the Alternativa ONG, in consortium with the Cesip and Calandria NGOs, obtained funding from the European Union for the execution of a three-year project that will benefit trafficking survivors in Lima.

Something similar has happened with the Academy or among some judges, so that Peru currently has more technical resources, inside and outside government institutions, who have a deep understanding of the phenomenon and who are better able to continue working on the issue, so that progress can continue once the project is completed, which strengthens institutional capacities in the long term.

### **Loyalty and commitment of some external agents to the governmental response**

Partnerships has had the capacity to involve a multiplicity of public and private agents who have approached the issue of trafficking and who, after their participation, have generated a bond that has led them to become loyal to it and to **make a personal commitment**. Some examples have been found among the trainers and other practitioners who participated in the project, who have shown a strong long-term commitment, continuing with activities and articulations beyond the scope of the project. This is evident, for example, among members of the network of trainers set up to ensure the sustainability of economic reintegration actions, but it is also evident among some of the consultants and, of course, among people in the public sector who do not usually work on this issue.

The other group that can be highlighted are the companies. The project sensitized, involved and motivated them to take an active role in prevention and in some cases becoming part of the CARE's business support network or providing other support, such as scholarships, donations or new awareness-raising activities. The case of American Airlines stands out, which, among other activities, led awareness-raising and fundraising initiatives, inspiring other companies to join the cause. It is true that in some cases the commitment does not come from the company, but from some of its members. That means that if that person goes elsewhere, there's no guarantee that the company will keep its commitment. If that's true, then the person who made the commitment in the first place is likely to take them to the place where they carry out their new responsibilities. However, collaboration agreements are being signed with the companies<sup>97</sup>, which gives a certain sustainability to the initiative.

### **Results that exceeded expectations**

A classic unforeseen effect is that results are produced in institutions or in places that the project has not reached. This has happened from a double point of view: on the one hand, results have been identified in people or territories where the project did not participate and, on the other hand, some of the practitioners who did participate in the project went beyond what was expected.

As for results in places outside the territorial scope of Partnerships, sometimes the project actually reached them. This was the case, for example, with the diploma course aimed at prosecutors' offices specializing in trafficking. Since its implementation during the pandemic was virtual, the FISTRAP Coordinator requested the participation of the

<sup>97</sup> About 50 in the case of Lima, for example.

newly created specialized prosecutor's offices that were outside the territorial scope of the project, which was accepted, as it did not involve a higher cost.

Some other times, the result has been linked to the cascading sharing of some knowledge by, for example, criminal justice system practitioners who had been trained but who, in their relationships with other colleagues, shared some project materials or products, so that their impact was greater.

However, examples have also been found showing better results than expected in institutional partners of the project. Among the examples collected, the operational model of the CARE is identified, which is also perceived by the institution linked to it, as an asset that will allow them to better perform their work in areas where they are not accustomed to.

*Because the most difficult thing for the public officer is to quantify how much you need and for what. [...] That is the reason why they start with the budget of how much they need for a position, because even though the cost table has not been approved, just the exercise of knowing how to investigate, sit down and calculate how much you need, is already a step forward.*

Another example is the curricular tool for MINEDU, which not only provides information on trafficking, but also seeks to facilitate the identification and referral of cases. The development of the product was planned, but not so its scope.

*That fact that they would endorse this document with recommendations to support school performance through this tool at the national level... was not something planned.*

## **Emulation among girls and adolescents taken in by CARE centres**

The last result refers to what happens among girls and in this case, especially among adolescents taken by CAREs. It is clear that there is an emulation effect between them, favoured by the group dynamics that were used in various activities, particularly in the reintegration project. Initially, adolescents who arrive at a centre may show resistance to a certain activity, but seeing their classmates interested in it, in practice, stimulates their involvement in entrepreneurial activities.

*When a new adolescent arrives at the centre, she is motivated to participate in the dynamics of learning and entrepreneurship in groups implemented by CARE based on the Pilot Project.*

Something similar has been found regarding other non-traditional activities, such as sports workshops, where, once they are immersed in an environment conducive to participation, where other people also do so, they show interest in trying and some get involved in the activities.

## **18. Factors that supported or hindered the results**

*F59. The two external factors of the Project that have most clearly favoured the achievement of the results have been the existence of a framework of bilateral agreement between the United States and Peru that provided legitimacy before the institutions, together with the government's commitment to trafficking in persons.*

*F60. External factors that hindered implementation and results include the COVID-19 pandemic, the country's socio-political crisis, and the increase in international migration and organized crime. Similarly, the high turnover of authorities and other profiles, such as police staff, as well as the prior validation procedure and the incompatibility of virtual training with their functions, also hindered the progress of the project. The scarcity of public budget specifically allocated to combat trafficking has also hindered the actions of some institutions, resulting in limitations to their scope or in work overload.*

*F61. Internal factors that facilitated the achievement of the results include the ILO's prestige, which makes it a reliable partner, and the significant duration of the project, which has allowed the processes to take hold. In addition, throughout most of its development, the same technical team has been maintained, which, besides its professional quality, has demonstrated great commitment, flexibility and vision. The use of specialized consultants has made its implementation adaptable, which has been the general logic regarding the strategies implemented by the project.*

**Three major groups of factors** have been identified, which have affected the development of the project and, in some cases, also its results or its sustainability. This is how this section has been organized, which also describes how the project overcame the challenges it faced.

## Political factors

As a positive factor, the very subscription in 2017 of the agreement between the governments of Peru and the United States called "Child Protection Compact Partnership (CPC)" with a final duration of seven years can be mentioned, with the purpose of strengthening the institutional capacities of the State and civil society to combat child trafficking. The project evaluated here is implemented within the framework of this agreement, which involves the **commitment of state entities as a whole**, at its three levels of government. This differentiates it from other international cooperation initiatives and gives it a preeminent position in Peruvian institutions.

Another positive factor lies in the **Government Commitment to Trafficking**, expressed first in the National Plan, in force at the time of signing the CPC, and later in 2021, with the approval of the National Policy for 2030, which has goals, objectives and services aimed at the prosecution, rescue and protection of victims, especially children and adolescents. The fulfilment of these objectives falls on the different institutions that the law has identified within the State apparatus, due to the constitutional function that they must fulfil, and each year they must report to the Congress of the Republic. The National Policy does not yet have a results-based budget (PpoR), which limits its action. However, its mere existence makes it easier to obtain the commitment to the ILO project from the institutions and services in charge of addressing trafficking.

An external factor, close to the end of the project, which generates uncertainty about the maintenance of the validity of some training content and the guides prepared by the Project aimed at the National Police and the Public Ministry, is the enactment on October 10, 2024 of the Law No. 32130, which amends the Criminal Procedural Code and **assigns the function of crime investigation to the PNP**, with the aim of speeding up criminal processes. It is difficult to estimate the consequences of the law for changes in investigation procedures. The opinion of the parties involved is opposite, since it is positively assessed by the PNP, but negatively by the Public Ministry. However, this change of functions could require the updating of protocols and guides, with the leadership of MININTER, as the governing body of National Policy.

## Social factors

The **COVID 19 pandemic** negatively influenced the progress of the project, delaying its implementation and leading to its virtual administration until 2021<sup>98</sup>. Particularly, the pandemic delayed training with the PNP, because, by Presidential order, police officers were transferred to other areas to supervise compliance with protection and confinement measures or because police officers, being more exposed, were infected with COVID, dying in some cases.

The pandemic also required a change in strategy to address some of the Project's products with justice practitioners, such as the first case study, which required justice sector staff to attend the offices to collect baseline information when they were mostly working at home. The same happened with the health sector, under emergency to deal with the pandemic, which led to delays in the development and approval of protocols related to trafficking.

The **socio-political crisis** experienced by the country and the states of emergency of the last six years, have influenced the management of public programs and the execution of the budget of regional and local governments where social protests have taken place. It has already been mentioned that the current government, in less than two years of management, has had 57 ministers and 38 cabinet changes. In addition, regional and municipal elections were held at the end of 2022, starting the new administrations at the beginning of 2023. All this required a major effort on the part of the Project to reconfirm with the new authorities the commitments assumed within the framework of the CPC.

<sup>98</sup> Thereafter, a part of the activity continued to be administered virtually, especially training, to take advantage of the learning that occurred extensively during the pandemic.

**International migration** and the greater presence of criminal gangs, in the last seven years has aggravated trafficking in persons, influencing its incidence and persistence, especially for the recruitment of victims for trafficking, among children and adolescents. Indirectly, it motivated a greater interest in victim-centred approaches and, above all, in the trauma-centred approach, in order to be more prepared and able to deal with complex crises and traumas presented in a more acute way by the girls and adolescents coming from other countries, taken in by CARE centres.

## Institutional factors

A positive factor was the **signing of inter-institutional agreements between the Project and the Coordination of the FISTRAPs** of the Public Ministry **and between the Project and the Judiciary**, whereby priorities for action were established through an annual work plan, which influenced the greater use of that institution with respect to the training offer, mentoring and trainer training.

The **high turnover of authorities** due to presidential changes had a negative impact, since it affected the progress of the Project, requiring constant coordination to explain, agree and carry out the actions of the project with the new authorities. This factor overloaded the project's technical team and led to delay in the approval of protocols and guides, among other activities.

But high turnover is not exclusive to the authorities. The police staff in general and those assigned to specialized trafficking units changes every year or when there is a change in institutional leadership. In view of this situation, in 2023 the Project agreed with DIRCTPTIM that, in order to continue with the training from the Project, the police institution would issue a resolution for the permanence for a minimum of five years of trained staff in the specialized units. Based on this agreement, training was resumed, ending in a process of cooperation with the PUCP for the certification of the two editions of the annual course with around 100 police officers trained.

There were other factors that also contributed to the delay in training police staff. For example, at the request of the donor, the selection of PNP staff to receive the Project's training had to go through a **prior validation procedure**, called *vetting*, which could last several months, making attendance difficult, especially in the short courses. Another internal factor that affected these trainings was that **the virtual format of the courses was not adequate**, due to the characteristics of their work (24-hour work shifts, for example), showing difficulties in carrying out tasks and exercises and even in following virtual classes. Finally, the project looked for other options, determining that the best alternative for police staff was semi-distance training. In that case, the police officers followed the session together in a space outside the police institution, through multimedia media, while the teacher was at a distance.

A negative factor that hinders the achievement of results and their maintenance over time is **the scarcity of public budget**, especially for some key functions such as the assignment of staff for trafficking or logistics and equipment, particularly for the entities in charge of rescue, such as the PNP, or for the equipment, staff and actions in the CARE centres for the recovery of survivors. The Project financed technical assistance to MININTER to present a proposal to increase the budget allocated to the National Policy and to some counterparts. However, the Ministry of Economy and Finance (MEF) has not only failed to respond, but has even reduced the MININTER's budget, so that **the budget for these entities remains critical**.

The Project provided technical assistance for the development or redesign of the PIPs of Cusco and Loreto, to help supply some activities without regional funding, such as public prevention campaigns, courses aimed at authorities or the insertion of the issue of trafficking in schools through the Local Educational Management Units (UGEL). To support the dissemination of PIPs in the face of change of authorities, the project published a specific guide.

## Project response

The Project's response to external factors has been to **maintain continuity over time** of the staff in charge and to rely on **national and international consultants** professionally recognized, who provided tools, expertise, and resources. The fact of being able to count on so many consultants facilitated the flexible implementation of the project, intensifying the efforts at the moments when it required, providing the action with an adequate degree of specialization.



An additional factor was the **commitment of the people who make up the project team**, which goes beyond their professionalism, who have carried out advocacy work, followed up on actions and encouraged decision-making, which has been maintained over time and at certain times may have been one of the decisive factors in achieving results, especially at the level of agreement with the authorities, and have become institutionalized.

Furthermore, the fact that the Project is **managed by the ILO**, a United Nations entity, provides support to advocate and follow-up actions and gives them a role as partners that other institutions would not be able to access.

The Project team's strategies were **highly adaptable and flexible** in seeking options and alternatives when critical situations seemed to have no way out. In the face of institutional instability, what has worked, according to the Project, is to have had *Champions* or high-level leaders in some of the Project's partners institutions, who, due to their relative stability and influence, committed themselves to the strategies and to unlocking barriers, minimizing the negative impact and facilitating their implementation as much as possible.

It has also worked to have a **collaborative and participatory approach with state entities**, as well as the development, practically in parallel with the training, of a set of instruments, guides and protocols of action, that were officially approved even by Ministerial or Supreme Resolution, which made their adoption relatively easier, despite the lack of continuity of the authorities. All this contributed to reducing the impact of the risks that arose. In the last two years 2022 and 2024 this has become evident, even more so when the political, institutional and social context of the country remains unstable and uncertain.

Finally, a **key factor for success** has been the **Project duration**, which has allowed the changes to take hold and the products to be institutionalized, especially in the case of practitioners who joined later.

## Impact Orientation

### 19. Most significant changes that the project has contributed to

*F62. The project has contributed to overcome a significant part of the biases of jurisdictional activity and to improve prosecutorial and forensic action, as well as investigation.*

*F63. The project has contributed to the empowerment of the judiciary, with an impact on the production of doctrine and case law, which has a strong impact on future judgments issued on the matter.*

*F64. The improvement in the capacities of practitioners, the existence of new structures that constitute safe spaces and the consolidation of cross-cutting approaches, allow us to affirm that the panorama of care for survivors of trafficking in Peru has been significantly transformed, establishing solid foundations for a comprehensive response.*

*F65. Despite some clear results at the level of gender and attention to vulnerability, the data show that there is still a lot of work to be done, at least in prosecutorial and judicial activity, as well as in the care of LGBTI minors.*

The analysis carried out throughout this evaluation has identified observable changes in the short and long term regarding its three objectives, but especially in the areas of prosecution and protection, where the analysis will focus.

### Prosecution

In terms of increasing the capacity of the criminal justice system to investigate, prosecute and punish traffickers while maintaining a victim-centred approach, the project's action contributed to the achievement of progress that allows for a more effective and specialized response to trafficking in persons. Both the interviews and the case studies show the **overcoming biases in jurisdictional activity**. According to the statements of one of the informants in this evaluation, before the project, there were rulings that clearly showed the judiciary's stereotypes about victims of trafficking: "*that reflected a way of thinking that has to do with archetypes, with stereotypes that are absolutely outdated*".

Progress has been made along these lines, especially regarding the former search for the ideal victim<sup>99</sup>, not only in terms of analysis of criminal types, but **also in the opinions of forensic reports**. IML participants, for example, learned the importance of controlling these biases that hindered their work, and gained a different perspective on the characteristics of trafficking survivors, understanding the resistance they present in an interview with a forensic psychologist.

Another key advance contributed to by the project was the modification of the legally protected right. Previously, trafficking was considered a crime against freedom, whereas now **the core of protection is human dignity**, since it has been understood that it implies a serious attack on the fundamental rights of human beings, manipulating them as objects for the purpose of exploitation. This change in understanding has other consequences. As one interviewee said:

*And that justifies a different approach, a gender mainstreaming, a human rights approach, a victim-centred approach, an intersectionality approach due to multiple vulnerability.*

In terms of research, there were also several advances. Without having made an amendment to the Criminal Code, **Proactive investigations**<sup>100</sup> were registered and the figure of special agents, **Undercover agents**, began to be used in the different regions, which was influenced by the work carried out with the prosecutor's offices<sup>101</sup>, since the use of special research techniques was one of the contents offered in the training activities.

Regarding the advances in the use of information technologies in research, the PNP people who participated in the training state that their capacity has increased, especially related to the rescue and preservation of information in *WhatsApp* or how to perpetuate relevant data from social networks. Consequently, according to the interviewees, those who have received this training receive requests for support from other units.

The third case study also shows an **increase in** the identification, prosecution and punishment of **cases of labour exploitation**, as an effect not only of the evolution of the action of the police, but also of the Public Ministry, which will then raise the cases investigated under certain types of related crimes, allowing for the advancement of judgements related to this form of exploitation.

*The results have definitely been noticed in the judgements, and in each limiting measure, in each approach, it is noticeable. [...] The number of judgements has increased [...] they already have the expertise; they already know what the issue is and how to position themselves in front of a case.*

To this effect **literature has also contributed**. On the one hand, national literature of high academic level was produced with a special emphasis on the interaction between jurisdictional theory and practice, based on the development and analysis of relevant related case law. On the other hand, the motivation through the joint action of the project for the participants to start researching and producing national doctrine yielded important results, which are also reflected in the judgments. This **empowerment of the magistracy**, and particularly of judges of the highest level, has an impact on the entire judicial system, given its pyramidal structure, since the generation of doctrine and case law, both sources of law, **will have direct effects on future judgments** in the matter.

*[...] We change the life of the victim through trials, through our investigations, because we also have to generate evidence in the investigations we do. [...] We give everything we know, everything we have learned.*

<sup>99</sup> One of the most common stereotypes in the treatment of crime is the so-called "ideal victim", a bias referring to the image of a "good woman" who is free of all responsibility for the criminal acts that have occurred. (Third analysis of trafficking in persons cases in Peru and other crimes of exploitation, p 27.)

<sup>100</sup> The investigation can be reactive, that is, applied to crimes that have already been perpetrated, or proactive, that is, aimed at preventing certain criminal activity planned for the future. Basically, the proactive policing strategy is directed against serious or new threats of potential crime to reduce the harm they can cause, rather than responding to the crime once it has been committed and reported.

<sup>101</sup> According to the information collected, in 2022 and 2023 this figure was not used in any region, but in 2024 it had been used five times at the time of evaluation.

According to the latest "Outcome Measurement" report, between 2022 and 2023, 90% of cases have been sentenced in the territories where the project has had activities<sup>102</sup>, with a growth of almost 10 points in 2023 compared to 2022<sup>103</sup>. This important advance, directly related to the strengthening of public defence lawyers and magistrates, has a **direct impact** not only at the pecuniary level **for survivors**, but also at the level of empowerment, since they see their fundamental rights restored.

## Protection

The results obtained regarding the improvement of victim protection have been extensively reported in the chapter dealing with these results. For this reason, this section mentions only those that remain in place and will have long-term effects.

At the end of the project's intervention, Peru has strengthened public institutions capable of providing comprehensive care to trafficking survivors, implementing instruments that ensure a coordinated and effective process, with special emphasis on social reintegration.

The project **consolidated the gender mainstreaming, victim-centred and trauma-informed approaches** at the national and regional levels, through participatory processes with state institutions. These approaches were adapted to the local context through bilateral and multilateral dialogues, achieving their conceptualization and institutionalization, allowing for more humane and sensitive attention to the specific needs of victims with a lower incidence of discriminatory bias.

*The project has made it possible to put and make visible these realities of adolescent victims of trafficking on another level [...] they require specialized care, with many needs for the care of the survivor.*

Once the project is completed, **five CARE centres are available** and the adaptation of an additional CARE in Madre de Dios has been promoted, with INABIF's own resources, once it was demonstrated that it was feasible to adapt existing infrastructures, making a total of six. In addition, there are **two temporary shelters**, which allow immediate attention to children and adolescents in emergency situations, when CARE is not immediately accessible.

These results, together with the strengthened capacities of the multidisciplinary teams of the CAREs, allow us to affirm that the panorama of care for trafficking survivors in Peru has been significantly transformed, **establishing a solid foundation for a comprehensive response** under the approaches mentioned above.

**The effects are smaller and less clear in the areas of education and healthcare.** In the educational area, with the limitations inherent to a later start of activities, the project's action has contributed to promoting effective access to the fundamental right to education, although there is still no data on ownership. Something similar occurs in the health sector, where the implementation of the tools generated and institutionalized is still irregular.

One of the most outstanding results is the strengthening of the regulatory and operational framework on trafficking in persons. The government approved 48 technical coordination instruments and has 16 approved technical instruments, such as protocols, guides and manuals, which address essential issues for the protection of victims. These tools have enabled competent authorities to adopt **more effective and consistent approaches to the care and protection** of children and adolescents affected by trafficking.

On the other hand, there are clear indications that the improved capacity of government institutions has had a positive impact on the reintegration of victims of trafficking into society, particularly girls and adolescents. These are detected in the results achieved in the implementation of specialized services, reintegration programs and practical tools that have strengthened the process of recovery and social inclusion of victims.

<sup>102</sup> Lima (includes Lima E1, Lima E2, Lima Norte and Callao), Loreto, Cusco, Madre de Dios and Puno

<sup>103</sup> During 2022, of the 147 cases of trafficking in persons crimes with judgement, 128 were ordered to provide civil redress to the victims (*Outcome 1.2.1.3*). That is, 87.1%. In 2023, of the 63 cases, civil redress were obtained in 61 cases. (i.e., 96.8%). Adding both years, there are 210 cases of trafficking in persons with judgements in the aforementioned FISTRAPs, and in 189 of these cases (90.0%), civil redress were ordered for the victims. Data for 2024 is not yet available.

## Gender and vulnerability impacts

Partnerships addressed gender in a cross-cutting manner, including it in each training activity and in every tool produced, so this approach has had an impact on all the areas that the project has covered, allowing us to observe some tangible results. However, **not enough disaggregated indicators have been defined** to fully report on this.

The second case study, which had a more specialized focus on childhood and adolescence, made it possible to identify important advances regarding the conclusions of the first, but it also revealed that "*The relationship between gender prejudice and the vulnerability situation of the victims is mentioned only sporadically throughout the sample, and even when it is mentioned as part of the facts charged by the prosecution, what is done is to suggest the sex of the victims as intrinsically vulnerable. In addition, there are judgements that still use gender stereotypes to discredit the victim's statement.*"<sup>104</sup>

The third case study, which also detects progress, also presents a set of patterns where judicial and/or prosecutorial activity is deficient in the use of the gender perspective. In other words, although there are perceptible improvements, **there is still an important way to go**, so that the continuity of training and feedback with colleagues in the region and with greater production of doctrine will be key to its legal evolution.

From another perspective, child and adolescent survivors of trafficking have had access to specialized services that have improved their comprehensive recovery. This is reflected in the creation of safe spaces, such as CARE centres, exclusively for girls and female adolescents, where they receive personalized support according to their specific needs. This result has strengthened their emotional and physical stability, providing them with a suitable environment for their protection and well-being.

An example is found in CARE Cusco, where the capacity for care and protection of girls and adolescents evolved from a participatory construction of intra-team knowledge, both in the design and in the evaluation and constant review of strategies for approaching young girls, taking into account the voice of each resident, which was crucial when debating the continuity or modification of assistance and accompaniment practices, promoting their inclusion in social, educational and, in some cases, also economic spheres. These changes not only benefit individual victims, but also **contribute to building a more inclusive and equitable system** that has also had an impact on the reduction staff turnover.

In summary, the project has consolidated a framework that integrates the gender perspective into institutional responses, ensuring that public policies reflect and prioritize the specific needs of girls and adolescents. In this sense, the first National Policy against Trafficking in Persons includes measures that promote equality and seek to close structural gaps that affect these populations.

## 20. Unforeseen impacts

*F66. This evaluation has identified two unexpected impacts of the project, which have a transcendental incidence in the strengthening of the Peruvian State's response to trafficking and in the fight against impunity, in the punishment of the crime and in reparation for victims: the National Policy on Trafficking and the Plenary Agreements of the Supreme Court on the matter.*

Unforeseen impacts have been understood as those results that affect the level of the objectives or purpose of the project and that the project has substantially contributed to, even though they were not an expected impact in the design of the project. Based on these premises, two impacts have been identified with great potential for strengthening the Peruvian Government's Capacity to contribute to the eradication of child trafficking. These two impacts are the National Policy on Trafficking and the Plenary Agreements of the Supreme Court.

<sup>104</sup> Second Case Study, p.9. Available in:

<https://cdn.www.gob.pe/uploads/document/file/4897458/Segundo%20análisis%20de%20casos%20de%20trata%20de%20personas%20en%20Perú%2C%20con%20énfasis%20en%20la%20niñez%20y%20adolescencia%20PJ.pdf?v=1690217879>

In a country like Peru, where human trafficking is a crime that affects the dignity of children and adolescents, the **National Policy**<sup>105</sup> is an essential step towards reducing impunity, protecting human rights and preventing the exploitation of the most vulnerable. In addition to configuring an organized and multi-sectoral action in planning and management at the national and regional level in the medium term, its existence provides the opportunity for the State to improve its financing through a specific budget program, since the CEPLAN methodology was used in its design, which means that it meets the prerequisites.

Its existence, beyond the validity of the Project, encourages further work to provide an organized response of state entities to trafficking and guides any initiative for capacity building and joint action. It also provides guidelines for working on the gender mainstreaming and non-discrimination, since the social groups most affected are also affected by exclusion and xenophobia and come from highly vulnerable groups. In summary, the existence of the National Policy positively affects all the results of the Project in the long term and gives sustainability to the actions undertaken, since:

- It provides a structured, long-term approach to address the multiple dimensions of trafficking in persons, including prevention, protection, prosecution of the crime, and redress for victims.
- It demonstrates the Peruvian government's commitment to prioritize the fight against trafficking, aligning itself with international standards, such as the UN 2030 Agenda goals, particularly Goal 16 (Peace, Justice and Strong Institutions).
- It promotes collaboration between various sectors (women, health, education, justice, interior and security, among others) and levels of government (national, regional, local), improving the potential capacity for response and coordination.
- It emphasizes attention to populations at greater risk, such as women, children, and adolescents, particularly in contexts of poverty, exclusion, migration, and gender-based violence.
- It includes strategies to inform citizens and prevent trafficking through educational and awareness campaigns that strengthen community resilience.
- It provides indicators to evaluate progress and improve public policies, which would ensure a transparent and measurable process, in addition to the fact that its annual advances must be presented annually to the Congress of the Republic.

As mentioned in the last point, the Policy provides for the need to carry out an annual follow-up and supervision exercise of the implementation of the actions by the MININTER, as the governing body of the National Policy, which presides the Multi-sectoral Commission. Thus, MININTER requests progress information from the public sectors involved, collects it and reports it to CEPLAN, prior its presentation.

The Partnerships Project supported the formulation of this policy, rather than updating the previous National Plan, at the request of representatives of the Ministry of the Interior who clearly saw the opportunity to provide the country with a national policy. Similarly, it was Partnerships who, also at the request of MININTER, provided technical assistance to adapt and update the monitoring system already available in the National Plan, which had not been used up to that time. Therefore, their participation was key to achieving this impact, which is valued as the most important by some of the institutional representatives interviewed.

*[...] We didn't even have the money to put together the Anti-Trafficking Policy. So, if it wasn't for ILO's support, we would not have made it.*

*[The updating of the national policy] was key and fundamental, because we did not have these strategies with metrics, with indicators. [...] So now we have this thanks to this contribution, because we have the national policy and a monitoring system for the implementation of the national policy, which is extremely important.*

<sup>105</sup> Approved by Supreme Decree No. 009-2021-IN.

The second of the unforeseen impacts is made up of the three **Plenary Accords of the Judiciary**<sup>106</sup>, which are derived directly from the findings of the three case studies, which evidenced the inconsistencies in the regulations and in the knowledge of justice practitioners. The Project also provided technical expertise through technical reports and presentations.

The initiative to promote a Plenary Accord on trafficking in persons came from the Supreme Court, which relied on the results of the first case study, which made visible the problem around trafficking and sexual exploitation, as well as the protected legal right. The first plenary accord (No. 06-2019/CJ-116) marked certain advances in legal matters, such as the conceptualization of the protected legal right and the means and behaviours of the crime, establishing the alternation of the latter. It also clarified the differentiation between sexual exploitation and trafficking in persons, all issues that were critical in the interpretation of the crime.

It was proposed to promote a second Plenary Accord (No. 04-2023/CJ-112) that would create case law at the highest level to interpret the regulations in cases of trafficking in persons for the purpose of labour exploitation, forced labour, slavery and other forms of exploitation, especially in cases involving children and adolescents.

In 2023, the Judiciary reopened the thematic call for a new plenary accord and the Project promoted that it should once again deal with trafficking in persons. For this purpose, it had the collaboration of the Judiciary's Justice & Gender Commission, and three supreme judges allied to the Project, who had been trained and had participated in different activities of the Project, and who were committed to improving the interpretation of the crime. The third Supreme Accord (No. 000240-2024-CE-PJ, of July 2024), "Evidentiary scope regarding the statements of victims of trafficking and other forms of exploitation", has contributed to clarifying the concept of children and adolescents, consent and vulnerability situation, and to differentiating the crime of trafficking from other forms of exploitation.

These accords are case law for judges and represent a significant advance in the approach to trafficking in judicial proceedings, in the punishment of the crime of trafficking in persons and in the restitution of the human rights of victims. More specifically, they offer the following advantages:

- They facilitate the unification of interpretative criteria for the crime of trafficking in persons among judges from different jurisdictions of the country, which is key to provide them with coherence and predictability and to avoid contradictory or inconsistent decisions.
- They clarify legal concepts, which is especially important in the crime of trafficking in persons, involving more than 20 related crimes. Plenary Accords help to clarify legal terms such as "recruitment", "exploitation", "coercive means" and "vulnerability", among others, allowing for clearer and fairer application of laws.
- Facilitate the protection of victims by establishing specific guidelines on how to address their rights, including their protection during judicial proceedings, access to reparations, and consideration of their vulnerability situation.
- Strengthen criminal sanctions by establishing guidelines on sentencing, including specific aggravating circumstances in cases of labour or sexual exploitation, or when the victims are minors.
- Help prevent impunity, because they seek to close legal and procedural loopholes that can be exploited by perpetrators to evade justice. When there are sanctions and reparation, actions to eradicate trafficking in persons can be more effective.
- Finally, they favour the promotion of human rights, recognizing the seriousness of this crime as a violation of these rights.

Ultimately, these Agreements **are established for the long term and create legal doctrine in the country**. The fact that the Project was able to technically support the proposed topics and assist its allies throughout the process is clearly an impact that was not anticipated, but it will have effects on future victims of trafficking.

<sup>106</sup> In the context of the Judiciary of Peru, plenary accords are binding resolutions issued by the supreme judges gathered in the Jurisdictional Plenary of the Supreme Court.

## Sustainability orientation

### 21. Strategies for sustainability and continuity after completion

F67. The concern that the results of the Project would endure and that its products would continue to be used once it ended has been present throughout the entire existence of the Partnerships Project and has been systematized in an updated ToC. The Project also aligns with its sustainability plan. Both documents were created or updated in the final year of the project, so they actually reflect what the project has been and how it has developed over these seven years.

F68. A feature that promotes sustainability and has been at the core of the project is its collaborative nature with the practitioners responsible for the services, who feel like key players in the action, with the ability to adjust the assistance according to their needs, as long as they can be met within the framework of the CPC.

F69. The Project demonstrates strong sustainability in terms of capacity development and technical sustainability, only threatened by staff turnover and the scarcity of financial resources, which, although few, are significant threats. Efforts have also been made to strengthen social sustainability, although the project has not addressed the way Peruvian society perceives trafficking as something acceptable, an aspect that was never included in its design.

F70. As a result of this Project, Peruvian institutions have a wide range of tools, protocols, guides, and manuals, as well as human resources both within and outside the institutions, who have a greater understanding of trafficking and have improved their management in the specific area they are responsible for. There is evidence showing the changes in attitudes and behaviours that have occurred, although it is not possible to determine their quantitative scope.

F71. The project has created favourable conditions for the sustainability of its results and for the possibility of continuing actions with state resources, but significant challenges remain. Therefore, additional efforts from the stakeholders responsible for the issue will be needed to consolidate some of the progress.

F72. This Project has set a precedent for how to address trafficking in persons in Peru with high standards of quality and with attention to the rights and dignity of the victims. In addition, many people have not only learned but have had valuable experiences that at times have gone beyond mere professional performance. These advances constitute a foundation that is very difficult to reverse.

#### Activities and strategies to ensure sustainability

As already mentioned, **the Partnerships project has been oriented towards sustainability from the beginning and throughout its development**, especially in terms of capacity building, which was its core nature. The systematization of its strategy, represented by the update of its ToC, clearly demonstrated this, as it identified an action in three phases: knowledge enhancement, institutionalization, and implementation. This has been the basic operational framework throughout the entire project.

More specifically, the mid-term evaluation conducted in 2021 (which covered the period 2017-2020) stated that the Project had made significant progress and suggested the development of a sustainability plan. This suggestion was addressed by the document "Sustainability and Exit Strategy"<sup>107</sup> (hereinafter, the Sustainability Plan), created in 2022 and updated in 2024. This document defines sustainability as *the likelihood that the improvements achieved in strengthening the public sector's capacities in the fight against child trafficking in Peru, within the framework of the Peru CPC Partnership, will continue after the end of the partnership between the two governments*. It articulates sustainability in four dimensions: institutional strengthening and capacity building; technical sustainability, financial sustainability, and social and community sustainability.

#### ***Institutional strengthening and capacity building***

<sup>107</sup>This is the document that has been used as a reference to analyse this issue, although for some specific matters, the project's sustainability matrix has also been consulted.

In this dimension, the Sustainability Plan defines three interconnected areas of work: a needs-based strategy for systemic change, alignment with the needs, the existence of public sector policies and strategies, local leadership, and political commitment. The project's activities and its strategic orientation have been clearly aligned with these areas.

For example, the initial design adaptation process was based on **collaborative actions** with each of the involved state entities to understand their needs, knowledge gaps, and resources. This strategy established a *modus operandi* whereby the process of change promoted by the Project was carried out by state entities, which encouraged appropriation, since the activities carried out were adjusted to their perceived needs. In fact, this collaborative process during the design phase was highlighted as a best practice by the donor and used as a model for other similar initiatives (subsequent CPCs).

During implementation, there are multiple examples of intersectoral collaborative work or, at the very least, of contrasting and requesting input from various institutions.

*There is multisectoral work to some extent, but not at the level I've seen in these months with the project, and that has been a very rich experience because I believe it has allowed me to see what I think is a key factor for the success of the project: its ability to work with all these stakeholders involved in the process. For me, something very, very important has been that the focus has been as comprehensive as the problem is complex.*

Additionally, the project has also directly aimed at **institutional empowerment**, which is reflected in the transfer of methodologies, materials, and tools, establishing spaces for training, exchange, and expertise that contributed to **strengthening local and national networks**. Thus, the Project acted as a facilitator of capacity building, with a strategy that **focused on the service practitioner in Peru rather than on the project itself**. Below are some examples related to this focus, but many others could be included.

- In the case studies, the findings and recommendations were analysed and discussed with the PNP, the MP, the Judiciary, and the Public Defence of the MINJUSDH.
- The design of the contents of the training and its updates were decided together with the institutions involved in each case.
- All trainings, their contents, and the materials generated were transferred to the relevant institutions or their associated schools (PNP Schools, the Public Ministry, the Judiciary, and SERVIR for the MINSAs course), so that they are available to be regularly replicated.
- The project has contributed to the design of the National Policy Against Trafficking by 2030, through the provision of technical assistance, supporting the relevant state institutions, which followed CEPLAN's methodology. Currently, the National Policy is the planning, management, and monitoring instrument for the public sector in the area of human trafficking, and it is mandatory to address.

### **Technical or Institutional Sustainability**

There are two objectives pursued to ensure sustainability from a technical perspective. The first refers to training activities and skill transfer, which have been one of the project's activities, as already mentioned. Training actions have been carried out for a variety of stakeholders, along with mentoring for justice practitioners. Trainer training activities were also carried out, specialized methodologies were transferred to the institutions, and innovative methodologies were systematized, favouring experiential learning and other alternative methodologies.

The second objective refers to generating resources that remain available to the institutions, such as the development of materials, the implementation of digital platforms (like the Public Ministry's jurisprudence platform, which can be accessed via mobile), or the promotion of spaces for knowledge exchange, among others.

### **Financial Sustainability**

The Sustainability Plan sets three objectives in this area: the first is **to ensure that the Peruvian government finances the maintenance of the MIMP's CARE centres**. At the completion of the project, six CARE centres are



established, each with an operational model. The CARE centres have infrastructure and staff, but the budget allocation is limited for both personnel and operational expenses, with cases where daily operations may become difficult. Regarding the staff, the scarcity of resources and the type of contract (CAS) favour high turnover, primarily attracting professionals with insufficient qualifications and experience for the complexity of the issues affecting the girls and adolescents in the shelter, when what is required are better qualifications, specialisation, and continuity.

The second objective is to **ensure that the regional GOREs (regional governments) where the project is implemented have resources to develop and implement PIPs** related to trafficking in persons. In this regard, the project provided technical assistance to the regional governments of Cusco and Loreto in designing respective PIPs, which were approved and have been implemented since 2023, with new authorities taking over the initiative and carrying it out.

Both projects work with the relevant regional committees, focus on prevention through dissemination and awareness-raising, have designed simple human trafficking observatories to monitor progress, and guide schools through the UGEL, all with a target for 2026.

Finally, the aim was to **mobilise resources from the private sector** to finance initiatives for entrepreneurship, technical training for employment, and job placement opportunities for adult victims of trafficking in persons. The Project has mobilised a group of companies in Lima and Cusco to support the entrepreneurship of the girls and adolescents in CARE centres through entrepreneurship fairs. The evaluation notes that these networks are in an initial stage of support, with occasional mobilisation. There is still no work plan or medium-term commitments from the companies, although specific collaboration conventions have been signed with nearly 50 of them.

Although it is not explicitly stated in the Sustainability Plan, perhaps the most important data in terms of financial sustainability is that the project supported MININTER in designing a budget programme for supporting the National Policy, which **has not yet received an affirmative response from the MEF**. In the absence of a PPOr, the financial sustainability of the National Policy depends on the allocation from the MEF to each of the entities and services involved in the prosecution, protection, or prevention of trafficking, which at the moment is insufficient for the scale and characteristics of the phenomenon in the country. For example, in the case of the PNP, the limited budget availability jeopardises investigations, as there are insufficient resources for victim rescue operations and not enough equipment for proactive investigations, especially in large regions with high mobility costs, such as in Loreto.

### ***Social and Community Sustainability***

Social and community sustainability is based on the establishment or strengthening of networks among local stakeholders, including community groups, NGOs, government agencies, and multilateral organisations, to support ongoing collaboration and resource allocation.

At the conclusion of its operations, the Project leaves civil society institutions such as academia (PUCP) and NGOs (CHS, IDL, Alternativa) with greater expertise and capacity to support public entities in this field. In 2022, the Project also fostered the creation of the National Network of Gender and Entrepreneurship Trainers, which brings together individuals certified by the project as well as those previously certified within the country. This network aims to ensure that its members continue supporting the CARE centres in the economic integration of young trafficking survivors. Additionally, there are interagency partnerships with IOM and UNODC, which will continue providing support on this issue.

### **Continuation of current practices, policies, or procedures adopted at this time**

At the conclusion of the project, the institutional capacity-building strategy has resulted in a group of **practitioners trained** in the areas of prosecution and reintegration, equipped with knowledge and new practices to address human trafficking.

With the Public Ministry's Office, in addition to courses and diploma programmes, mentoring activities were carried out to support professionals in investigation-related matters. Currently, the prosecutors who were mentored **the contents are replicated to new prosecutors** based on a specific guide that gives them guidelines and provides

them with recommendations on how to carry out the sessions, as well as to improve mentoring skills and their associated methodologies<sup>108</sup>.

A substantial change is observed in investigation and accusation practices, as well as in case arguments presented before the judiciary, as highlighted in the third case study, which outlines their evolution over the seven years of the Project. The study shows an increase in judicial decisions that establish civil compensation for survivors and a rise in the use of international literature and standards.

Between 2022 and 2024, a total of 1,460 people from the IML were trained in forensic psychology with a Victim-centred Approach (VCA) and Trauma-Informed Care (TIC). At the beginning of the project, the psychological reports did not include the emotional impact on the victim, which created ambiguity in interpreting the survivor's condition and, consequently, did not contribute to the legal case file. The Public Ministry's School incorporated the trafficking in persons course, which had been previously received, into a broader capacity-building program for the IML, institutionalizing it and improving the quality of reports.

With the Judiciary, three versions of the 'Studies on Human Trafficking and Other Forms of Exploitation' Diploma were carried out, in partnership with PUCP, marking the first comprehensive institutional training effort on the topic for Supreme and Superior judges, specialized judges, court clerks, and judicial technicians from districts in 13 regions, including both those focused on by the Project and others. To increase the relevance of the content and enhance learning, specific materials related to their work were developed, focusing on judgments and how to determine their position within the decision-making context in which they are constantly involved.

The knowledge about human trafficking has been institutionalized within the Judiciary, as the trained individuals refer to what they have learned in their rulings. Similarly, there has been an increase in the number of good practices included in the decisions, some of which have been awarded through the Best Practice Contests implemented by the Project.

Both the Training Schools of the Public Ministry's Office and the Judiciary are equipped to continue the training sessions and have the appropriate instructional materials and methodologies. These two institutions also developed 'Train the Trainer' processes, so that they can independently carry out capacity-building processes without relying on other entities. These activities were led by the FISTRAP Coordination at the Public Ministry's Office and the Gender Justice Commission at the Judiciary, with their leadership and commitment.

PNP approved at the end of 2022, through a resolution, the use of the guides developed in the project and used in the courses and diplomas in subsequent editions. These guides ensure that all police personnel participating in the courses graduate with the same knowledge on trafficking in persons, special investigation techniques, and the application of non-revictimization approaches. The police institution itself provides the guides to the contracted teaching staff, instructing them to apply them in the subject they are responsible for.

Regarding changes in their practices, the PNP's personnel who were trained are now capable of conducting proactive investigations in coordination with the MP, using special investigative techniques and without revictimizing survivors. However, the extremely high staff turnover puts the sustainability of this situation at risk, as these individuals may be transferred to positions with functions unrelated to combating trafficking.

Finally, in the case of victim reintegration services, the Project leaves in place the CARE model, under the accompaniment of INABIF and the work of the MIMP's UPEs, which integrates the ECV/AIT approaches. Regarding the application of what was learned, one of the informants stated:

*Are the training contents truly being applied in the present moment? Totally. All the regulatory part, legislation, technical documents that have been approved. They must be applied whether the practitioners want to or not.*

To ensure the sustainability of this integration and the use of the guide developed with the MIMP, technical assistance was provided to the Child and Adolescent Protection Services Unit (USPNNA) of INABIF, enabling them to

<sup>108</sup> For example, FISTRAP Lima, which received extensive training and mentoring sessions, replicated several sessions to the new FISTRAP staff.

replicate the actions implemented nationwide through an online classroom that contains all the courses developed by the Project for this institution. The platform is hosted on institutional servers.

In summary, compared to the situation at the time of the Project's design in 2017, the counterparts in the prosecution and protection components have substantially improved their capacity and have taken ownership of the procedures for investigating, prosecuting, and protecting child and adolescent trafficking victims in at least six different ways.

1. There are new protocols in place to **guide investigations, prosecutions, and procedures for the protection** of children and adolescents under the care of institutions.
2. The police, judges, and prosecutors **coordinate more effectively** and understand how to act to avoid re-victimising victims.
3. **Knowledge among police officers, prosecutors, and judges has increased**, and Training Schools are now able to replicate the training independently.
4. The justice system **has increased the number of successful investigations into trafficking in persons**, leading to the prosecution and conviction of traffickers, while addressing the needs of survivors and ensuring their civil compensation.
5. The operational model of the CARE centres and their staff are **better equipped and trained to avoid re-victimising and to create opportunities** for the reintegration of victims, with the support of the education and health sectors, as well as partnerships with the private sector.
6. At the regional level, in Cusco and Loreto, **resources from PIPs** are available for prevention actions aimed at combating trafficking in persons, implemented by regional governments in coordination with regional anti-trafficking boards.

This summary table is supplemented by Annex 8, which highlights some notable changes to which the Project has contributed and for which it has often been the key factor or, at the very least, the triggering element. These additional examples provide a clearer understanding of the situation at the completion of the project. The changes have been organised by components, with the largest number corresponding to the prosecution component, which includes the following:

- Improvements in the case investigation phase, between the PNP and the Public Ministry.
- Improvement in the attention to the needs of victims during rescues.
- Increase and improvement in the quantity and quality of trafficking files at the Public Ministry.
- Improvement in coordination between specialised prosecutors' offices and criminal prosecutors' offices.
- Incorporation of trafficking content into the curricula of sectoral schools.
- Changes in the perception of trauma in trafficking victims by the practitioners.

Some changes have also been identified as a result of strengthening institutional capacity in the protection component. Specifically: changes in the knowledge and attitudes of CARE staff; improvements in the reintegration of trafficking victims, also within the CARE centres; and enhancements in the institutional capacities of MINSA to provide specialised mental health services to child and adolescent trafficking victims.

### **Capacity of stakeholders to sustain efforts against trafficking independently**

The project's mid-term evaluation identified three conditions for the sustainability of actions: political will, resource availability, and established capacity to address trafficking. These conditions align with the risk factors mentioned by the individuals interviewed as part of the final evaluation.

Political will could be formally expressed through the approval of the National Policy; however, instability and a lack of consensus on political agreements prevail in Peru, affecting the country's governance and potentially posing a risk to its continuity.

On the other hand, the availability of financial resources is not guaranteed, as, as mentioned earlier, the National Policy lacks a budgetary programme, and many of the services addressing trafficking have very limited resource allocations. However, there have been advancements in the funding of the public approach to trafficking, with the existence of PIPs in Cusco and Loreto, which has had an emulation effect in the Ayacucho region, which receives support from the MININTER.

The Project leaves established technical knowledge capacity among the staff of the justice and reintegration services, as well as in the Schools of the PNP, the Public Ministry, and the Judiciary. There is also a set of resolutions issued by state entities and a significant number of products approved by the relevant institutions, demonstrating their institutionalisation and commitment.

In the case of the protection component, the operational model for the “Assistance, Care and Protection of Children and Adolescents without Family Protection through Specialized Residential Shelters - Trafficking in Persons” remains, under the leadership of INABIF and MIMP. This model is institutionalised and ensures that all CARE centres, both existing and newly created, adhere to the same care standards, preventing re-victimisation.

A risk to the continuity of actions is the high staff turnover, both among senior leaders in the main sectors responsible for the fight against trafficking and among frontline officials involved in the care and protection of trafficking victims, such as the PNP, UPE, and CARE. This factor could lead to setbacks in available capacities and the need for new resources to train newly appointed personnel.

### Existence of a knowledge management strategy

According to the ILO/CINTERFOR, knowledge management is understood as *a set of practices and organizational approaches aimed at generating, sharing, and using the knowledge within an organization*. Its objective is to respond to the needs of communities and individuals in their development, strengthening the exchange of information and learning.

In the Partnerships project, there is no explicit knowledge management strategy; however, **actions** have been developed **aimed at organising, sharing, utilising, and institutionalising knowledge resources**. The measures and actions were taken by both the ILO and the national counterparts, as shown in the examples provided below.

- In collaboration with the Public Ministry, the Project developed the so-called “Prosecutor’s Decision Templates”, which record the most important decisions and documents in criminal processes, incorporating best practices in interpretation, literature, and case law that provide a foundation for prosecutorial reasoning. This product encourages specialised prosecutors to incorporate and use best practices in the interpretation of the crime<sup>109</sup>.
- Also, in collaboration with the Public Ministry, the organisation of a “Virtual Jurisprudence Platform” was promoted, which organises and systematises all judicial decisions at the national level regarding the interpretation, application, and/or classification of trafficking in persons crimes, as well as any procedural aspects that may be useful for prosecutors. This tool was successfully used, as a pilot, in the audience simulation workshops. Until it is placed in a specialised internal system for prosecutorial staff, the Virtual Platform has been handed over to the Public Ministry’s School.
- At the request of the Public Ministry, the Project provided technical assistance to develop a specific methodology that encouraged debate among the FISTRAP, facilitated consensus-building, and established agreements to standardise procedures, guidelines, and criteria in the investigation of trafficking in persons cases. Thus, the National FISTRAP Congresses emerged, where specialised prosecutors and senior prosecutors from all regions gather, with the support of experts, to share best practices and reach consensus on the solution to cases. After three editions, they have been institutionalised.
- A modality for sharing knowledge within the Judiciary has been the “Legal Bulletins”, which have allowed justice practitioners to stay informed about the evolution of criminal prosecution and convictions for trafficking in persons, particularly cases involving children and adolescents in Peru. These bulletins became a valuable

<sup>109</sup>In addition, the National Coordination of FISTRAP committed to sharing these templates with new trafficking prosecutors, ensuring they have the necessary information for their work from the outset.

knowledge resource for action and a key input for the Best Practices Ceremonies, where the commented resolutions were awarded and disseminated.

Finally, to share the knowledge generated by the Project, the products have been placed on the MININTER website, as the governing body of the National Policy<sup>110</sup>. In fact, in 2020, the ILO supported MININTER in the creation of a digital platform that would be part of the anti-trafficking system, precisely to ensure that all resources developed within the framework of the Project would remain accessible after its closure. The digital platform was hosted on the state domain “gob.pe” and allows free access to the publications made by the Project, viewing the data dashboard published by the Peruvian state, links to the schools of various state institutions, and the ability to view and download all materials from the “Perú no trata” awareness campaign. However, it will not be the only place where the information is available.

*The Prosecutor's Office is also incorporating a website that will be part of the intranet of the pages, of the official page of the Public Ministry. This will be linked there so that any prosecutor, or any user who may need a quick, specialised guide, can consult it. The idea is for it to be accessible. It can be dynamic, and practical for all of us to use.*

At the level of the counterparts, the Schools of the PNP, Public Ministry, Judiciary, and the School of Public Health host all the material from the diploma programmes, courses and workshops delivered, as appropriate, with other materials available in various virtual locations.

Additionally, on the website of the ILO Regional Office, there is a repository where all the developed products are also available for free access<sup>111</sup>.

## Key activities to sustain results over time

One of the key factors to sustain results over time, beyond the duration of the project, relates to the creation and adoption of *knowledge resources* aimed at generating, sharing, storing, or accessing information and expertise in the identification, investigation, and prosecution of trafficking in persons cases, particularly those involving children and adolescents. These resources are intended for continuous learning, professional development, and the expansion of knowledge networks within the entities responsible for prosecution, such as the PNP, the Public Ministry, and the Judiciary.

In the specific case of the prosecution component of the Partnerships Project, the knowledge resources are the tools, spaces, research, and materials that were developed within the framework of the project and institutionalised by state entities during its implementation. These resources have already been embraced by the institutions and are developed using their internal resources (personnel, budget, spaces, etc.).<sup>112</sup> The main spaces for generating and disseminating knowledge on the investigation and prosecution of trafficking cases, which are already institutionalised, include the national FISTRAP congresses, the prosecutor's decision templates, the bulletins and the virtual jurisprudence platform, case studies, the best practices ceremonies, the Operational Manual for the Criminal Processing of trafficking cases, plenary accords, and specialised training programmes. In Annex 7, these knowledge resources are briefly described.

All the products and activities listed have a **high potential for continuity and scalability** across the country, as they can be replicated, are embedded in institutional practices and spaces, and are supported by resources for their implementation, such as guides, protocols, checklists, etc.

In the Protection component, the products that can continue to be used by the institutions and the changes that can be sustained over time are included in the same annex as those of the prosecution component. These include operational models, practices, and networks and partnerships. Specifically: the operational model of the CARE centres, the internal knowledge network of the UPE, self-care practices for CARE staff, the national network of

<sup>110</sup> <https://www.gob.pe/institucion/mininter/informes-publicaciones/4462448-material-de-sensibilizacion-cmnptptim>

<sup>111</sup> Access to the repository at: <https://www.ilo.org/es/alianzas-en-accion-para-eliminar-la-trata-de-ninas-ninos-y-adolescentes-en>

<sup>112</sup> Or with external resources from sources other than the Partnerships Project.

trainers in gender and entrepreneurship, partnerships with mental health and education actors, and the mobilisation of resources from the private sector.

In this case, not all elements are equally sustainable. Alongside some that have been operationalised, **others still require close monitoring**, such as partnerships with mental health and education, which remain unconsolidated, or the mobilisation of private sector resources, which is either incipient or non-existent in certain regions.

Finally, in the case of the protection component, four key elements have the potential to remain sustainable over time, particularly in relation to regional work. Since these elements have been less prominent throughout the report, as they were also less emphasised in the project itself, they are outlined below:

- The **Public Investment Projects** to eradicate trafficking in persons in Cusco and Loreto represent the political will at the regional level to scale up actions, given that these are high-incidence areas. These multi-year PIPs promote and serve as evidence of the political commitment of regional, educational, and community authorities, complementing their budgets with their own public resources.
- The **methodological guide for regional anti-trafficking working groups** is an important knowledge resource that still requires greater dissemination by the MININTER, as it can help scale up the work of these task forces in regions beyond those where the project has been implemented.
- The regional governments of Cusco and Loreto have expressed their commitment and allocated their own resources **to update the virtual platforms developed**, where studies and other documentation on trafficking are published. Unfortunately, these platforms are not interoperable.
- The role of the National Policy in maintaining commitment has already been discussed, as well as its questionable economic sustainability unless a specific budget programme is approved, which is unlikely. In the meantime, the involved institutions use their institutional budgets to continue developing actions. In this context, the **monitoring system** of the National Policy, which is currently being used regularly, expresses the political will to maintain the levels of commitment and oversight of the actions of the public services involved in the national anti-trafficking policy.

As can be seen, the nature of these elements is very diverse, as is the nature of the project's protection component itself.

In summary, **the benefits of the Project have a variable probability of continuity**, depending on the degree of institutionalisation and the availability of resources that have been mentioned throughout this chapter. Although the project has created favourable conditions for the sustainability of its results and for the continuation of actions with state resources, significant challenges remain for its continuity, related to financial insufficiency, staff turnover in the institutions, and regional disparities. Thus, the consolidation of these initiatives will require additional efforts from the agents responsible for the issue. However, the commitment made and the political will currently in place are factors that suggest a significant portion of the initiatives and results will be sustained over time. Despite the progress made, **the project has been a step in the journey**, but it was never conceived as a complete solution, due to the complexity and ever-changing nature of the human trafficking phenomenon, the structural complexities of the State, and the uncertainty of the context in which it operates. As one of the informants said.

**However, this Project has set a precedent** for how trafficking in persons specifically involving children and adolescents, can be addressed with high standards of quality, while paying attention to the rights and dignity of the victims. Along the same lines, many people have had valuable experiences and learning opportunities that, in some cases, even go beyond the scope of their work, making it very unlikely that they will go back to doing things as they did before the existence of the Partnerships Project.

## Tripartism

### 22. Possible benefits and challenges of including workers' and employers' organizations in future similar projects

*F73. The tripartite approach is not reflected in the Project's design; however, efforts were made during its implementation to compensate for this shortcoming, specifically in the pilot project for the reintegration of adolescents in CARE, which involved the participation of a group of companies.*

*F74. When the tripartite approach is excluded, projects tend to be less comprehensive and sustainable, limiting their ability to generate structural changes in the prevention and treatment of trafficking. Their inclusion has the potential to significantly expand their impact, but its success depends on being integrated from the outset, aligning with local capacities and priorities, and ensuring that social dialogue is strengthened.*

This question is posed hypothetically because the importance of the tripartite approach and social dialogue **is not significantly reflected in the project's design**, despite being one of the fundamental principles of the ILO<sup>113</sup>. That is to say, there was no consistent presence of entities representing employers and workers, primarily because the project's objectives, results, and activities were predefined in the CPC prior to the ILO's involvement.

The project **sought to address this shortcoming during its implementation**, particularly through targeted efforts to involve the business sector in the economic integration of victims<sup>114</sup>, although these initiatives were limited and not part of a comprehensive strategy from the outset.

The opinions of the stakeholders regarding the **benefits and challenges** of including employers' and workers' organizations **in future similar projects** reflect significant opportunities and barriers. Among the **identified benefits**, the capacity of these organizations to strengthen the labour reintegration of trafficking victims in the economic scope stands out. The participation of employers is seen as essential for facilitating the employability of affected individuals, integrating them through specific programs. According to some informants, business involvement can mark "a before and after" in the economic integration of victims, especially when companies take an active role by providing job opportunities and the necessary resources for their reintegration. It is also emphasized that employers and workers have the potential to act as key agents in raising awareness and preventing trafficking in persons, leveraging their ability to identify and report situations of labour or sexual exploitation.

However, the **challenges** in achieving this inclusion are numerous and complex. Some are related to the structural conditions of the country, such as the high level of labour informality, with 70% of the active population, which limits the possibility of generating sustainable and implementable solutions in the area of labour insertion and creates a context where trafficking in persons and forced labour are more prevalent. This fact must also be taken into account when setting expectations for the results of a project, particularly regarding the labour reintegration of adolescent victims of trafficking.

*To what extent can the project's lens genuinely generate implementable ad hoc solutions [...] where the lack of optimal conditions for labour insertion extends to a large portion of the population?*

Difficulties also exist among the stakeholders. In the case of **workers' organisations**, it is pointed out that they are often focused on more urgent issues, such as the defence of basic labour rights and the fight against acts of violence towards their members, which limits their ability to prioritise issues such as trafficking in persons. Additionally, the fragmentation of trade unions and the lack of a consolidated culture of social dialogue in the country hinder the implementation of a robust tripartite approach.

The participation of the **business sector**, which is seen as more feasible and necessary, also faces significant challenges, mainly stemming from its limitations. For example, institutional and organizational capacities in the provinces, with a greater presence of small and medium-sized enterprises, are less developed, making it difficult to extend the scope of the tripartite approach beyond the large corporations concentrated in Lima.

In fact, in Peru there is a political and economic framework that, despite its limitations, offers some stability in key areas such as inflation and the exchange rate, which generates a favourable environment for private sector participation. The stakeholders agree that the business sector has shown a **growing willingness to engage in social**

<sup>113</sup>According to informants, in Peru, this is not an issue exclusive to this project.

<sup>114</sup> For example, the participation of CONFIEP was involved in the development of the Guide for the Economic Independence of Trafficking Survivors within the Framework of Responsible Business Conduct, a guide that was approved by MIMP.

**impact initiatives**, partly driven by the need to address the inequalities and structural imbalances that affect the country's sustainable development.

*The business sector has no choice but to jump on that bandwagon [...] because the social charter is something they feel begins to offer them a certain level of protection against the ups and downs of politics.*

This interest, particularly among large companies, could facilitate the integration of the tripartite approach in future projects. Already in this case, some of these companies have shown willingness, collaborated, and committed, which represents an opportunity that could be expanded and replicated.

The **lessons learned** from the inclusion or exclusion of tripartite components in similar projects are diverse and offer valuable insights for the design of future interventions. These lessons highlight both the strengths of this approach and the limitations that may arise in its implementation.

One of the main lessons learned is that the tripartite approach can facilitate more comprehensive and sustainable solutions to combat trafficking, particularly with regard to the prevention and the social and economic reintegration of victims. The experience in projects such as the **Regional Initiative Latin America and the Caribbean Free of Child Labour**<sup>115</sup>, which includes trafficking as a form of exploitation, is demonstrating that the involvement of employers and trade unions can significantly contribute to raising awareness and strengthening joint action across sectors. These initiatives highlight that effective social dialogue can foster deeper commitments from key actors, such as employers adopting policies for supply chains free from exploitation and trade unions acting as multipliers in crime prevention.

However, a recurring lesson is the need to integrate the tripartite approach from the initial stages of project design. In programmes such as the **Eradication of Child Labour in Coffee Value Chains** in Honduras<sup>116</sup>, success was linked to early planning that involved the sectors in identifying risks, designing preventive policies, and promoting best practices. The experience also shows that the involvement of employers is particularly effective when linked to tangible economic initiatives, such as professional training programmes, tax incentives, or inclusive hiring schemes.

On the other hand, institutional and structural barriers often hinder the effective inclusion of trade unions and employers in contexts of high labour informality and organisational fragmentation. In countries where tripartism faces challenges, interventions have encountered resistance or limited organisational capacity in key sectors. The lesson here is that it **is crucial to strengthen the culture of social dialogue and adapt strategies to local particularities**, as a one-size-fits-all approach tends to fail when contextual conditions vary. This underscores the need to design differentiated strategies for different segments of the private sector.

Finally, it has been observed that projects that involve employers and workers in monitoring and evaluation are more likely to have a long-term impact. In the case of initiatives like **CLEAR Cotton**<sup>117</sup> in Mali and Burkina Faso<sup>118</sup>, trade unions played an active role in identifying cases of exploitation, while employers ensured that policies were translated into effective practices. This model shows that a tripartite approach not only improves implementation but also enhances accountability and the sustainability of interventions.

In summary, tripartite inclusion in projects addressing the trafficking of children and adolescents has the potential to significantly amplify their impact. However, its success depends on early planning, alignment with local capacities and priorities, and strengthening social dialogue. The lack of dialogue between the private sector, trade unions, and the government limits the potential for achieving systemic impact. In other words, when any of these components

<sup>115</sup> This is a long-term initiative led by 30 countries in Latin America and the Caribbean, which began in 2014 and is expected to extend until 2030. It focuses on accelerating the elimination of child labour, promoting both the preventive care of child labour and the restitution of rights for children and adolescents who are already in this situation.

<sup>116</sup> It cannot be considered fully tripartite, as only the Honduran Council of Private Enterprise (COHEP) supported the initiative.

<sup>117</sup> <https://researchrepository.ilo.org/esploro/outputs/encyclopediaEntry/Eliminaci%C3%B3n-del-trabajo-infantil-y-el/995335481002676>

<sup>118</sup> The information available online indicates that this project was also implemented in Peru and Pakistan, but the results found only refer to the mentioned countries.



is excluded, projects tend to be less comprehensive and sustainable, limiting their ability to generate structural changes in the prevention and treatment of trafficking.

## ► Conclusions

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The conclusions of this Evaluation are based on the overall analysis conducted, and particularly on the findings derived from it. They have been organised according to evaluation criteria, following the structure set out in the Terms of Reference.

### Relevance

1. The Partnerships Project demonstrated high relevance by **adequately addressing the priorities and needs of the final beneficiaries and the institutions responsible** for combating trafficking in persons in Peru. The project built upon existing diagnoses in the country but conducted specific analyses with institutional partners that allowed it to adjust its actions to the identified gaps, such as the limited capacities for prosecuting the crime and protecting victims.
2. This **participatory approach**, demonstrated by the involvement of national counterparts, present both in the adapted design and the execution of the Project, allowed the actions to be perceived as legitimate and tailored to the context, and facilitated flexibility. The territorial expansion into regions with high incidence of trafficking, such as Madre de Dios and Puno, as well as the inclusion of key actors not originally contemplated, are clear examples of its adaptive capacity.

This capacity was also demonstrated in the **response to external events**, such as the COVID-19 pandemic and the Venezuelan migration crisis, ensuring that interventions remained aligned with a sociopolitical context as unstable as that of Peru.

3. To adequately respond to the needs of the final beneficiaries (children and adolescents who are victims of trafficking), the Partnerships Project developed a set of actions that reinforced each other to promote the **adoption of a Person-Centred Approach and Trauma-Informed Care**, which was absent in the actions of Peruvian institutions.

### Design validity

4. The project **design**, based on the Logical Framework Matrix (LFM) and the Theory of Change (ToC), was **appropriate** for addressing the stated objectives. However, some weaknesses were identified in the causal logic between activities, outputs, and outcomes, such as the lack of intermediate steps connecting the lower and higher levels. This **limited the design's ability to fully capture the complexity and scope of the actions implemented**, as well as the subsequent **magnitude of the results achieved**. These tools, while useful, lacked the necessary precision to connect all levels of results and link outputs directly to the intended impacts.
5. In response to these limitations, the project team reviewed and updated the ToC towards the end of the intervention, successfully outlining the cross-cutting capacity-building strategy more clearly. This approach, focused on **learning, ownership, and application**, proved particularly relevant within Peru's institutional context, where the prior assimilation of knowledge is essential for its sustainable implementation.

### Coherence

6. The Partnerships Project showed a **remarkable coherence with national policy and strategic frameworks**. Initially, it aligned with the 2017–2021 National Plan and subsequently contributed directly to the formulation and implementation of the National Policy against Trafficking in Persons up to 2030. This alignment was evident not only in the normative and operational approaches introduced and the objectives pursued but also in the focus on highly vulnerable groups, such as children and adolescents, and the cross-cutting approaches

incorporated. The coherence between the project's strategies and Peruvian public policies allowed for maximising the potential impact of the interventions, aligning them with the country's priority objectives.

In terms of areas of action, **the Project aligned with the priorities of prosecution and protection**. Although its action in the prevention area was more limited, due to the strategy agreed with the donor to avoid duplication with other projects, the project also made **some relevant contributions in the field of prevention**, such as conducting an initial communication campaign and supporting the Regional Governments of Cusco and Loreto in the design and approval of respective Public Investment Programmes. The support for strengthening the Ministry of the Interior or for the development of the National Trafficking Policy, however, also aimed at **improving the governance** of the fight against trafficking in persons in the country.

## Resource efficiency

7. The efficient use of available resources was a distinctive feature of the project, which operated with a **small but highly skilled team**. The budget management was focused on the completion of activities and deliverables, but it did not explicitly reflect its connection with the final outcomes or gender considerations. Despite these limitations, the team demonstrated a high degree of commitment and flexibility to adapt to the demands of the context and counterpart institutions.
8. The budget analysis showed a balanced **distribution** among the project's three main components, **consistent with its technical content**: a greater emphasis on protection (54.83%), followed by prosecution (34.6%) and prevention (10.57%).
9. The final budget of the Partnerships Project, compared to other ILO projects, shows a **similar structure and distribution**, although in this case, there is a higher concentration of resources on activities directly aimed at achieving the project's outputs and outcomes.

## Effectiveness of management mechanisms

10. The management mechanisms used were effective and allowed not only for the successful implementation of activities but also the building of strategic partnership and adaptation to changing contexts. The **multi-level coordination strategy**, which included interactions with both technical and managerial levels, was crucial in mitigating the effects of high staff turnover in public institutions, ensuring the continuity of actions.
11. The Partnerships Project placed great importance and allocated a significant volume of resources to the **monitoring of activities and products**, but these were primarily directed towards monitoring the work of implementing partners and preparing reports for the donor. Subsequently, an effort was made to track the results, but **the indicators at this level did not allow for capturing the real changes brought about by the project**. One of the reasons is the structure of the formulation documents, which gives more emphasis to activities and outputs than to outcomes.

The monitoring information that should accompany the activity (e.g., data on people trained) is available, but **it is scattered and poorly structured**, making it difficult to conduct integrated analyses that provide supported results on the scope of the project's actions in some activities. Similarly, gender was incorporated into the implementation of the project, but not as much into its technical and budgetary management.

12. The building of strategic partnerships with international organizations, universities, and civil society organizations **strengthened the institutional capacity of the counterparts and expanded the scope of the actions**. The activities focused on knowledge sharing, technical support, and communication played a key role **in highlighting the issue of human trafficking and reinforcing its importance on Peru's political agenda**. On the other hand, the presence of the ILO and the high level of the project's activities enhanced the legitimacy and credibility of the Partnerships Project.

## Effectiveness

13. The results obtained highlight **significant progress in the components of prosecution, protection and prevention**, particularly in the first two, thanks to the action of the ILO. Acting as a facilitator, the ILO provided technical support, tools, and resources, while allowing state entities to adopt the changes.
14. The Partnerships Project has addressed capacity building from the beginning, with **a broad conception of the means that contribute to this strengthening**, understanding that any action that could be framed in the CPC and that could contribute to learning and increasing the knowledge of the institutions, to the institutionalization of what has been learned and to its application, were valid for its strategy.
15. Effects have been identified that demonstrate the **use of acquired knowledge**, such as an increase in proactive research practices or the use of special investigative techniques, improvements in prosecutorial accusation, case argumentation before the judiciary, or the interpretation of legal norms, in the case of the prosecution component.

In the protection component, there is a standard of care for trafficking victims, supported by an operational model, which is implemented in five Residential Care Centres for trafficking victims (girls and adolescent women). These centres provide integrated services to support reintegration, including economic reintegration. This is further supported by the fact that the **cross-cutting approaches** worked on by the project, particularly the VCA, have been widely incorporated, not only in the area of protection. These pieces of evidence provide a clear indication that **improvements have been made towards more inclusive care**, taking into account the specific needs of the child, including their gender.

16. Among the **factors that have contributed to the achievement** of these results is the existence of a clear government commitment, although it is not accompanied by a corresponding public budget. The duration and scale of the Project have also contributed, as they have allowed for the implementation of multiple actions over a long enough period to sustain some processes of ownership. Additionally, the project benefited from highly skilled and recognized technical resources: both a technical team that demonstrated strategic vision, commitment, and perseverance, and a group of specialized consultants, who enhanced the project's ability to adapt to circumstances and new needs.

## Impact orientation

17. The Partnerships Project established a **strong foundation for generating sustainable impact** in the fight against trafficking in persons. The transfer of knowledge and materials to key institutions such as MIMP and MININTER, along with the institutionalisation of approaches and tools, such as regulatory protocols and operational guides, ensures their continuity over time.

Some of the changes promoted by the project, both expected and unexpected, **have the potential to continue impacting in the medium and long term, leading to further changes**. The reduction of biases among various practitioners, the improvement of investigation, prosecution, and forensic action, the production of specialised legal literature and case law that will continue to influence the sentencing of trafficking cases in the future, and the establishment of new structures that provide safe spaces, all contribute to the conclusion that the landscape of trafficking in persons in Peru has been significantly transformed. The establishment of a new National Policy and the adoption of three Plenary Accords by the Supreme Court of Justice—areas where the Project's influence was key, even though they were not initially planned—point in the same direction.

18. Obviously, this does not mean that all problems have been resolved. The Partnerships Project has served as a natural **coordinator** for Peruvian institutions and a **facilitator of actions** previously identified by these institutions, allowing it to play a catalytic role in **driving change** at multiple levels. These changes, in turn, can be interconnected to strengthen progress.

## Sustainability orientation

19. The project's approach on sustainability focused on **fostering institutional ownership** of the developed outputs and tools and their institutionalisation. It prioritised **strengthening staff training** to replicate knowledge and **transferring tools and resources** to national platforms (for example, by transferring training courses to the MIMP platforms or the Judiciary's School, among many others). This approach demonstrates a sustained effort to ensure the continuity of the interventions.
20. However, sustainability faces **significant challenges**, such as structural limitations in the capacity of beneficiary institutions and differences in levels of ownership. High staff turnover in public institutions and limited budgetary resources are additional factors that may jeopardise the continuity of the achievements and represent significant threats.
21. The persistence of these challenges means that **additional efforts will be required from the agents responsible for this issue** to consolidate certain advances. Even so, Partnerships has set a precedent for how to address trafficking in persons in Peru. Furthermore, the existence of a wide and diverse group of individuals who have gained valuable experiences, even beyond mere professional learning, forms a foundation that is **difficult to reverse**.

## ▶ Lessons learned

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This evaluation has generated a large volume of information, which has made it possible to identify a good number of best practices. However, only two lessons learned have been identified.

### LA1. Economic reintegration

The first of these concerns the economic reintegration of adolescent victims of trafficking who are in a CARE centre. The learning refers to the need for work in this area to be carried out from a comprehensive and collaborative approach between public institutions, civil organizations, the private sector and the adolescents themselves and their families. This approach should be aimed at generating options for adolescents, which will put them in better conditions to start their life project, considering several aspects. Thus, although the ultimate objective is economic integration, this can be achieved through an entrepreneurship or self-employment project, through employment or by strengthening their educational level. In addition, it will be necessary to deal with other issues, such as attention to their emotional condition or the lack, on occasions, of family support.

All this means that the process of economic integration requires a time for development. The average length of stay of girls and adolescents in the CAREs is five to six months, according to the informants, which means that it is necessary to adapt the entire process to such a short time and to articulate with the institutions in the adolescents' subsequent place of residence so that they can continue to provide them with the necessary support.

### LA2. Measures to mitigate turnover. The case of the PNP

The National Police of Peru (PNP) is an institution with a hierarchical structure that promotes frequent rotations to avoid corruption and allow promotions, which makes it difficult for trained personnel to stay. In 2016, the Ministry of the Interior issued a resolution that established that police officers trained in trafficking in persons must remain at least two years in their respective directorates. However, this mandate has not been fulfilled. Over the years, the project has actively worked on advocacy to promote its implementation, participating in meetings with various levels of the institution to highlight the importance of this measure. Although the resolution is ministerial in nature, its implementation has faced obstacles beyond the control of the project, related to internal police factors.

In collaboration with the agencies of the United Nations system with whom the project developed a close alliance, UNODC and IOM, the General in charge of the specialized unit on Trafficking in Persons was asked to issue a resolution guaranteeing that the trained staff remained in their roles, stressing that this support was only intended to ensure the sustained impact of the training. Direct coordination with police leadership, including the General and Commanding General, as well as alliance with the UN agencies proved to be a key factor in advancing the issuance of the ministerial resolution. This approach not only reduces the loss of resources and time invested in training, but also lays a foundation for improving operational performance and the long-term fight against trafficking in persons

## ► Emerging Best Practices

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A total of four best practices have been identified that stand out from others that could also have been considered. These best practices refer to collaborative work, the establishment of inter-institutional workspaces, the use of experiential learning as a way to strengthen capacities and the identification of *Champions*.

### BP1. Collaborative work

The best practice involved the **collaborative work with national counterparts** at very different levels, although in general it had the usefulness of increasing ownership of the outputs and results. It is directly related to the objective of the Project: "Increase the capacity of the criminal justice system to investigate, prosecute and sentence traffickers, while maintaining a victim-centred approach", through capacity building, empowering counterparts to appropriate knowledge and processes, introducing them in their entities. This involved the project providing technical assistance, resources, and expertise, while primarily acting as facilitators. Facilitation encourages the involvement of stakeholders and is based on the idea that cooperation is both beneficial and necessary for ownership.

### BP2. Inter-institutional workspaces

The project established inter-institutional working spaces as a strategic solution to overcome challenges in dialogue and joint efforts among the main organisations dedicated to combating trafficking in persons and assisting and protecting its survivors.

This practice facilitated the creation of agile communication and coordination mechanisms, promoting practical and sustainable tools that enhanced joint operational capacity. A highlight of the strategy was the inclusion of staff from different hierarchies within each institution. This cross-cutting approach ensured that the work dynamics responded to both technical needs and strategic priorities, contributing to the sustainability of the agreements and practices generated in these spaces.

The workspaces not only resulted in more effective responses to the challenges detected throughout the project, but also consolidated relationships of trust-based relationships among the participating institutions, strengthening their ability to act in a coordinated manner.

### BP3. Learning through experience

In many cases, the Project used experiential learning methodologies in the training processes, a pedagogical resource that is characterized by its active approach, which seeks to develop skills by experimenting with simulations as close as possible to the real context as well as being particularly well adapted to learning with adults, since it also delays the forgetting of what has been learned.

The project aimed to promote changes in the actual practice of practitioners, which has been enhanced by the application of experiential methodology. Particularly noteworthy is the organisation of forensic camps based on role-playing and real-life scenario simulations, workshops addressing decisions influenced by gender stereotypes to prevent similar biases, courses for judges focused on decisions, and individual mentoring sessions to resolve specific legal interpretation questions regarding human trafficking cases in a confidential manner.

## BP4. Identification of champions

The project aimed to identify and empower strategic leaders, known as champions within the framework of the Project, in both state institutions and the private sector. Due to their hierarchical position and/or high prestige within their sectors, these leaders had significant influence over the members of their organisations. Through technical training and strategic support, these leaders positioned themselves as change agents capable of promoting the project's objectives.

Some leadership roles were also identified in the private sector, particularly to support reintegration initiatives. These collaborations made it possible to finance entrepreneurship, training and employment programs aimed at trafficking survivors and, above all, to attract new companies, whose involvement was encouraged by the initial champions.



## ► Recommendations

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In general, the Partnerships Project has performed very well and, moreover, has practically completed its implementation period. This means that the recommendations included here are addressed, on the one hand, to the practitioners of trafficking policies in the country in any of its axes and, on the other, to the rest of the institutions or organisations that may promote, finance or execute new initiatives that seek to contribute to reducing trafficking in persons in Peru. When the recipient is different, it has been stated as such.

### R1. Focusing the Project design on the changes to be promoted rather than on the activities to be implemented

The main agents of the Project had very clear ideas regarding the course of action to be undertaken and there was a period of adaptation of the initial design of the project that served to ground its formulation and adjust it to the needs. This was fortunate because **the project was not directly oriented to the results** it is was aimed at. This was partly due to the structure of the formulation documents used (LFM, for example), where it is the activity that establishes the line of work and not the result, not even the output. A project where the number of expected results is greater than the activities that will contribute to their achievement subverts the usual logic of project design.

Furthermore, a project so ambitious in budget and, above all, in time, **requires more moments of ToC review**, in order to ensure that work is being done in the right direction. In Partnerships, the LFM was adapted to a greater extent and, at the time this evaluator team analysed these management instruments, there was not a full correspondence between them (for example, the codes were no longer traceable from one document to another).

For future ILO projects or other agencies in the area of human rights or child protection, it is recommended to prioritise designs that focus more on the desired results or structural changes to be promoted. From these, the outputs to be produced, as well as the necessary conditions and assumptions, should be derived. At the same time, this approach should help define the activities through which these outputs will be achieved. All of this should be done using tools such as robust and up-to-date Theory of Change frameworks, along with clear monitoring systems that link outputs, results, and impact.

<b>Recipient</b>	ILO and implementing organizations designing similar initiatives
<b>Priority level</b>	Medium
<b>Resource implications</b>	Low
<b>Implementation period</b>	Medium
<b>Linkage to conclusions and lessons learned</b>	C4, C5

### R2. A monitoring system better aligned with the desired changes

The **weaknesses detected in the indicators** are a direct consequence of the design problems mentioned above. The indicators do not fully capture the changes they are meant to promote, so the information in the data on their level of achievement is not completely illustrative of the result obtained, neither in breadth nor in orientation.

On the other hand, although much information was collected on the activities carried out, the quantitative data **were only systematized to feed the indicators**. Even at the output level, the information is scattered and fragmented, making integrated analysis almost impossible. For example, there is a contradictory information on the number of people trained and there is no reliable disaggregated data on their profile and responsibilities, gender or city they reside in.

All of this is surprising, since the Project has taken monitoring activities very seriously. But most of the effort has been aimed at the supervision of the implementing partners and the preparation of quarterly reports for the donor, in addition to the monitoring of the activities themselves, already in the field of technical management. However, there is a lack of a tool that would provide a complete and integrated picture of the project's progress. For example, annual systematization reports, beyond the one prepared at the end of the project, as well as the database of participants, which has already been mentioned elsewhere.

The Project team had an in-depth knowledge of the progress of the Project and, therefore, could make informed decisions. But if there had been changes in any of the key positions, it would have been difficult to convey the degree of achievement at any given time.

The recommendation applies to any entity launching initiatives that require the definition of a monitoring system: it is essential to design it in a way that truly tracks the progress of actions toward achieving results and supports decision making. Furthermore, for future projects or public policies, the national institutions responsible for implementing anti-trafficking policies (Public Ministry, MIMP, MININTER) should develop more integrated and impact-oriented monitoring systems that ensure proper disaggregation and systematisation of data. This would facilitate measuring progress toward strategic objectives, even after the completion of international cooperation projects.

<b>Recipient</b>	Ministries involved in trafficking policy; potentially, the ILO as technical adviser
<b>Priority level</b>	High
<b>Resource implications</b>	Medium
<b>Implementation period</b>	Medium
<b>Linkage to conclusions and lessons learned</b>	C11

### R3. Maintain the multilevel coordination structure

This structure, which kept communication open at three institutional levels (political, executive, and technical), has been a **highly effective management strategy** that allowed the implementation of activities to continue, even amidst the frequent changes within Peruvian institutions. But it is not only necessary to keep communication open, but also to know what level of detail to provide to each of these levels and what kind of collaborations can be requested from each of them. If requests for collaboration can also be made in time to be incorporate into the agenda of each level, its usefulness is even greater.

Following its success in the Partnerships Project, it is recommended that national institutions maintain multilevel coordination structures, adapted to their internal needs, with the aim of strengthening governance and improving the implementation of anti-trafficking public policies. This approach would help minimise the effects of high staff turnover and enhance interinstitutional coordination. In this regard, the MTPE emerges as a potential facilitator of dialogue and coordination.

<b>Recipient</b>	MIMP, Public Ministry, MININTER, MTPE
<b>Priority level</b>	High
<b>Resource implications</b>	Low
<b>Implementation period</b>	Short
<b>Linkage to conclusions and lessons learned</b>	C2, C10, C12, LA2

## R4. Continuing efforts to increase state resources

Regardless of the fact that there may be other cooperation initiatives that continue to work on the issue of trafficking in the country (as, in fact, there are), some of the progress that has been made and that are very relevant will not remain fully active over time **unless there is greater budgetary availability** for the action of some agents. For example, from the implementation of investigative operations by the PNP to the improvement of operating conditions in the CARE centres, where the scarcity of resources results in a high turnover in their structures.

It is recommended, on the one hand, that the relevant institutions (in this case, MININTER) continue advocating for the approval of a results-based budgeting program to further improve actions and ensure their sustainability in the medium and long term. On the other hand, a recommendation is made for the ILO, recognising its potential active role in this process due to its technical capacity and international advocacy experience. In this way, the ILO, in collaboration with its constituents, could facilitate technical dialogue spaces and working groups to advise and support the competent ministries (MININTER and MIMP) in identifying and designing sustainable budgeting mechanisms and resource mobilisation schemes from the private sector. This effort could include the design of specific strategies to involve private sector stakeholders with technical support from the Ministry of Labour, in line with the lessons learned from the Partnerships Project.

<b>Recipient</b>	ILO, MININTER, MIMP, Ministry of Labour
<b>Priority level</b>	High
<b>Resource implications</b>	Measures for the ILO (limited to the role of facilitation and advocacy)
<b>Implementation period</b>	Medium
<b>Linkage to conclusions and lessons learned</b>	C16, C20, C21

## R5. Periodic adaptation of actions to the needs and demands of practitioners

The Partnerships Project has been permanently attentive to the demands expressed by the practitioners, who were the institutional counterparts of the project and their direct beneficiaries. In this way, the Project has been able to adapt to the needs felt by them, keeping the project's coherence up to date and increasing the likelihood of ownership, to the extent that the practitioners felt involved.

However, in this case, Partnerships had the advantage of being in a framework previously negotiated with the Peruvian government: the CPC. This fact gave great legitimacy to the Project and, in particular, allowed its executing team to establish the possibilities of being covered by the project and those that could not. In the absence of this circumstance, this type of strategy sometimes ends up distorting the Project, since there is a risk of moving away from its initial approach.

It is recommended that national counterparts consider establishing periodic consultation mechanisms with public policy practitioners to continuously adjust their strategies, accompanied by technical assistance when necessary.

<b>Recipient</b>	MIMP, Public Ministry, MININTER
<b>Priority level</b>	Medium
<b>Resource implications</b>	Medium
<b>Implementation period</b>	Medium
<b>Linkage to conclusions and lessons learned</b>	C1, C2

## R6. Continuing the actions of the Partnerships project

Throughout this report, it has been stated that the Partnerships Project has been a good one, properly implemented and had achieved a good number of outputs and some very remarkable impacts. In particular, it is recommended to continue working on some of the lines proposed, especially those that are not required by regulatory documents, so that they continue to be strengthened and consolidated. This group also includes some others where progress has been made, but these are long-term changes that need to continue to be emphasized.

Therefore, it is recommended that national institutions, under the coordination of the National Permanent Multisectoral Commission against Trafficking in Persons and Smuggling of Migrants (CMNPTPTIM), incorporate the successful lines of work of the Partnerships Project, such as capacity building, inter-institutional collaboration and engagement with the private sector, into their regular agendas. This should be carried out using national resources and fostering strategic partnerships, with a sustainability-focused approach aligned with the priorities outlined in the National Policy against Trafficking in Persons.

<b>Recipient</b>	MIMP, Public Ministry, MININTER, coordinated by the CMNPTPTIM
<b>Priority level</b>	High
<b>Resource implications</b>	Medium, since the actions would be integrated into the regular budgets and functions of the institutions
<b>Implementation period</b>	Short
<b>Linkage to conclusions and lessons learned</b>	C13, C14, C15, C16, C17, C18

## R7. Adaptation of the CARE model

The CAREs have an operational model, which is a very important step to guarantee minimum quality standards. However, if we look at the CAREs that have participated in the project, we can see that their results have been very different, with one successful case and others that have obtained little or more modest results.

INABIF, with the support of the MIMP, should lead the transfer and adaptation of the CARE best practices identified in Cusco through this evaluation to other regions, considering contextual differences and strengthening national quality standards.

<b>Recipient</b>	INABIF, MIMP
<b>Priority level</b>	High
<b>Resource implications</b>	Medium
<b>Implementation period</b>	Medium
<b>Linkage to conclusions and lessons learned</b>	C15, LA1

## R8. Extending knowledge of the Project's outputs and encouraging their use

Partnerships has been oriented to the sustainability of its results since its beginning, so the outputs are available, but if the institutional memory is lost and their use is not recommended, it is only a matter of time before they are no longer used. It is recommended that all participating institutions (including the Ministry of Labour) undertake an effort to recognise and disseminate the outputs of the Partnerships Project, promoting their use in training sessions and policies. This could include mentions in courses, presentations, and events, as well as the creation of videos for institutional websites and intranets.

This recommendation is addressed particularly to the Regional Governments of Cusco and Loreto, which are executing a PIP that will probably be followed by another: it is necessary to carry out an exercise to recognize the existing outputs, so that the PIP resources can be dedicated to activities that do not duplicate efforts.

<b>Recipient</b>	MIMP, Public Ministry, MININTER, Ministry of Labour
<b>Priority level</b>	Medium
<b>Resource implications</b>	Low
<b>Implementation period</b>	Short
<b>Linkage to conclusions and lessons learned</b>	C12, C19

## R9. Disseminating the Partnerships Project

The ILO, in collaboration with key institutional counterparts (MININTER, MIMP, Public Ministry, Judiciary, among others), should coordinate a comprehensive dissemination plan to share the results, learnings and best practices of the Partnerships Project. This plan should include institutional and non-institutional means (such as the IDL radio program already used in the early stages of the project), prioritizing accessible communication strategies aimed at different audiences, such as the private sector, academia, civil society and multilateral organisations. Specific actions could include media interviews, publications on social media and institutional digital platforms, and the organisation of events to share results. Additionally, it is recommended to create easily shareable communication materials, such as short videos, infographics, and newsletters, highlighting the project's achievements and challenges.

<b>Recipient</b>	Andean Countries Office, in collaboration with national counterparts (MININTER, MIMP, Public Ministry, Judiciary, etc.)
<b>Priority level</b>	High
<b>Resource implications</b>	Low, as existing channels and resources would be used
<b>Implementation period</b>	Short (should start immediately after project completion)

Finally, in the interviews conducted during the fieldwork, informants were asked what were the main challenges pending for Peru in the area of trafficking and what actions would need to be implemented to help overcome them.

## ► Anexos

### Anexo 1. Matriz de Preguntas de Evaluación

criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
<b>Criterio. PERTINENCIA</b> (medida en que los objetivos y el diseño de la intervención responden a las necesidades, políticas y prioridades de los beneficiarios, el país y los socios/instituciones y siguen haciéndolo si cambian las circunstancias).					
PE1. ¿En qué medida el proyecto se ha adaptado y ha abordado las necesidades y prioridades de los grupos destinatarios (incluidas las partes interesadas nacionales), así como de los beneficiarios finales (niños víctimas de trata), teniendo en cuenta la evolución del contexto (entorno socioeconómico, político e institucional en Perú), incluido el impacto de COVID-19?	<p>PE11. Existencia de un diagnóstico inicial de la situación de trata en el Perú y de las capacidades institucionales para darles respuesta, que se actualiza a lo largo del proyecto.</p> <p>PE12. Existencia de evidencia documental (informes, actas, etc.) que demuestre la consideración de género y vulnerabilidad<sup>119</sup> en la identificación inicial de necesidades y en sus actualizaciones posteriores.</p> <p>PE13. Número y porcentaje de grupos destinatarios que participaron en la identificación de necesidades y que representan poblaciones vulnerables (por ejemplo, mujeres, niños, minorías étnicas).</p> <p>PE14. Proporción de componentes del proyecto que fueron modificados o adaptados en respuesta a las necesidades emergentes identificadas, incluyendo las derivadas del impacto del COVID-19.</p> <p>PE15. Calidad de las adaptaciones realizadas en respuesta a las nuevas necesidades identificadas, según la valoración de las partes interesadas en relación con la mejora de su ajuste a las necesidades y prioridades de los grupos destinatarios [5]</p> <p>PE16. Grado de influencia de las principales partes interesadas en las decisiones de adaptación, medido</p>	<p>Evaluación intermedia</p> <p>Informes de seguimiento de 2021 en adelante.</p> <p>Otra documentación</p> <p>Partes interesadas.</p>	<p>Revisión documental.</p> <p>Entrevistas semiestructuradas</p>	<p>Entidades contrapartes.</p> <p>Equipo de Proyecto.</p> <p>Donante.</p> <p>Socios implementadores</p>	<p>Grado en el que el proyecto ha introducido cambios en sus contenidos, alcance o forma de intervención, como consecuencia de los cambios experimentados en el tiempo.</p> <p>Apreciar si las adaptaciones han abordado qué necesidades, prioridades y oportunidades de las partes interesadas.</p> <p>Relación con los resultados de eficacia obtenidos en apartados posteriores.</p>

<sup>119</sup> A lo largo de la matriz, cuando se habla de vulnerabilidad o de grupos vulnerables, hay que entender que se incluyen NNA LGTBI, con discapacidad, en situación migratoria y de pueblos originarios, entre otros perfiles.

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>por la relevancia de sus aportes en la implementación de cambios en el proyecto.</p> <p>PE17. Impacto del contexto socioeconómico, político e institucional en las adaptaciones del proyecto, medido a través de la integración de estos factores en la planificación y ejecución de las actividades.</p>				
<p>PE2. ¿Se ha considerado el enfoque centrado en la víctima (ECV) y la atención informada sobre el trauma en las estrategias que abordan las necesidades diferenciadas de los niños, niñas y adolescentes (NNA) víctimas de trata?</p>	<p>PE21. Los contenidos formativos de las actuaciones desarrolladas incorporan el ECV, como respuesta directa a las necesidades identificadas de los NNA víctimas de trata.</p> <p>PE22. Número y calidad de las intervenciones diseñadas y adaptadas específicamente para las diferentes etapas de desarrollo (niñez y adolescencia) y para los géneros, basadas en principios de ECV y atención informada sobre el trauma.</p> <p>PE23. Proporción de profesionales capacitados en ECV y atención informada sobre el trauma que implementaron estrategias diferenciadas en sus interacciones con niños, niñas y adolescentes víctimas de trata.</p> <p>PE24. Valoración de protección y el bienestar de los NNA, como consecuencia de la aplicación de estos enfoques.</p> <p>PE25. Las entidades contrapartes son conscientes de la importancia de incorporar estos enfoques.</p> <p>PE26. Las políticas e instrumentos a los que ha contribuido el proyecto incorporan el ECV y la atención informada sobre el trauma.</p>	<p>Productos elaborados en el proyecto, con una atención especial a una muestra de los materiales formativos.</p> <p>Protocolos y guías actualizadas de las entidades contrapartes.</p> <p>Partes interesadas.</p>	<p>Revisión documental.</p> <p>Entrevistas semiestructuradas</p> <p>Grupo focal</p>	<p>Entidades contrapartes Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Personal de los CARE</p>	<p>El análisis implica poner las necesidades, derechos y bienestar de la víctima en el centro de todas las decisiones y acciones que se tomen en su caso.</p> <p>Valoración del personal que trabaja con NNA sobre las mejoras experimentadas en la atención, gracias a los aprendizajes y productos del proyecto.</p>
<b>Criterio. VALIDEZ DEL DISEÑO DE LA INTERVENCIÓN</b> (hasta qué punto el diseño es lógico y coherente).					
<p>PE3. ¿En qué medida los elementos de diseño del proyecto (objetivos, resultados, productos, actividades) y su teoría del cambio subyacente son lógicos, coherentes y completos a la hora de abordar</p>	<p>PE31. Existe una lógica clara de contribución desde los niveles inferiores de la teoría/marco lógico (actividades) hasta los superiores (impacto o resultados a nivel de finalidad).</p> <p>PE32. Los elementos que se incluyen en la teoría en cada nivel son suficientes para alcanzar el logro del</p>	<p>PRODOC y actualizaciones.</p> <p>Evaluación intermedia.</p> <p>Partes interesadas.</p> <p>Informes seguimiento</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (grupal e individual)</p>	<p>Equipo de proyecto.</p> <p>Donante.</p>	<p>Existencia de una relación directa e inequívoca de los elementos y consideración de los factores que pueden afectar los resultados definidos, así como las</p>

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
<p>las prioridades y necesidades pertinentes, en particular para las NNA de diversos grupos marginados?</p> <p><i>¿La identificación de supuestos fue útil en la implementación a la hora de prevenir y adaptarse a dificultades emergentes?</i></p>	<p>nivel superior y no requirieron ajustes durante la implementación.</p> <p>PE33. Proporción de actividades y productos del proyecto que, tras la evaluación de medio término, fueron revisados y ajustados específicamente para mejorar la respuesta a las necesidades de NNA de grupos marginados y evidencia de su impacto en la mejora de sus condiciones.</p> <p>PE34. En el caso de que requiriesen adaptaciones, razones por las que lo hicieron (mayor ajuste a las necesidades de los NNA u otras razones).</p> <p>PE35. Los supuestos definidos son claros y realistas, por lo que no afectaron la ejecución del proyecto.</p> <p>PE36. Los supuestos fueron monitoreados y cuando alguno se mostró inestable o no válido, se tomaron medidas correctivas.</p> <p>PE37. La teoría del cambio permite intervenir específicamente sobre los grupos de NNA con dificultades particulares, lo que se hace explícito.</p>	<p>posteriores al cierre de la evaluación</p>			<p>posibilidades del proyecto de intervenir sobre esos factores.</p> <p>Se analiza la coherencia para la contribución del proyecto según niveles.</p> <p>La definición de supuestos contribuyó al logro de los resultados, favoreciendo la implementación.</p>
<p>PE4. ¿Se han abordado eficazmente las recomendaciones de la Evaluación Intermedia? En caso negativo, ¿por qué?</p>	<p>PE41. Porcentaje de recomendaciones de la evaluación de medio término que fueron implementadas de manera completa.</p> <p>PE42. Porcentaje de recomendaciones que se enfrentaron con obstáculos en el proceso de implementación.</p> <p>PE43. Razones por las que algunas recomendaciones no fueron implementadas de manera completa.</p> <p>PE44. Las actuaciones puestas en marcha como respuesta a las recomendaciones:</p> <p>Realmente abordaban los problemas o áreas de mejora identificadas en la EMT.</p> <p>Obtuvieron los resultados que pretendían.</p>	<p>Informe evaluación.</p> <p>Respuesta de gestión y plan de acción.</p> <p>Informes seguimiento posteriores al cierre de la evaluación</p> <p>Partes interesadas</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (grupales)</p>	<p>Equipo de Proyecto</p> <p>Equipo Regional de Evaluación (ERE)</p>	<p>Grado de correspondencia entre los cambios propuestos y las modificaciones puestas en marcha tras la evaluación.</p> <p>Relación con los resultados obtenidos.</p>
<p><b>Criterio. COHERENCIA</b> (Grado en que la intervención encaja con otras actuaciones de la OIT y del Gobierno del Perú (coherencia interna) y con las de otros actores del país (coherencia externa)).</p>					
<p>PE5. ¿Las estrategias y acciones del proyecto han</p>	<p>PE51. Nivel de concordancia entre el proyecto con estrategias del gobierno peruano (Plan Nacional de</p>	<p>PRODOC y actualizaciones.</p>	<p>Revisión documental</p>	<p>Equipo de Proyecto.</p>	<p>Grado en el que el proyecto se ajusta a los</p>



Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
seguido siendo coherentes y pertinentes en relación con los marcos gubernamentales sobre TdP?	<p>Trata y Política de Trata) y con otras iniciativas en curso.</p> <p>PE52. La concordancia se ha mantenido estable o ha mejorado a lo largo del proyecto.</p> <p>PE53. Se han realizado ajustes para mantener o mejorar la alineación con los marcos gubernamentales, especialmente tras los cambios efectuados en las políticas nacionales.</p>	<p>Evaluación intermedia.</p> <p>Partes interesadas.</p>	<p>Entrevistas semiestructuradas (grupales e individuales)</p>	<p>Entidades contrapartes Socios implementadores</p>	<p>objetivos nacionales en la materia.</p>
PE6. ¿En qué medida ha aprovechado el proyecto las sinergias y alianzas con las diversas partes interesadas (por ejemplo, instituciones públicas, ONG, organizaciones internacionales) para mejorar la eficacia y el impacto y maximizar su contribución al marco gubernamental en materia de TdP, especialmente de niños?	<p>PE61. El Proyecto ha puesto en marcha medidas específicas para garantizar la complementariedad y el ajuste del proyecto con:</p> <ul style="list-style-type: none"> <li>Las realizadas por otros agentes que actúan sobre la trata en el Perú, especialmente la de NNA.</li> <li>Otras iniciativas de OIT en el País.</li> </ul> <p>PE62. Estas sinergias y alianzas han mejorado la implementación y los resultados del proyecto:</p> <p>PE621. En términos <b>operativos</b></p> <ul style="list-style-type: none"> <li>Mejoras en la coordinación.</li> <li>Reducción o eliminación de solapamientos.</li> <li>Aumento en los recursos disponibles para el proyecto.</li> </ul> <p>PE622. En términos de su <b>contribución al marco gubernamental</b> en materia de TdP-</p>	<p>Páginas web de organizaciones que trabajan en trata.</p> <p>Informantes clave-Partes interesadas.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (grupales e individuales)</p>	<p>Equipo de Proyecto. Socios implementadores Persona/s experta/s.</p>	<p>No solo se garantiza la complementariedad, sino que se va más allá para tratar de generar sinergias de la acción simultánea y para aprovechar los aprendizajes -positivos y negativos- obtenidos en otras intervenciones.</p>
<p><b>Criterio. EFICIENCIA EN LA UTILIZACIÓN DE RECURSOS</b> (Grado en el que la intervención produjo o es probable que produzca, resultados de manera económica y a tiempo, con una utilización adecuada de todo tipo de recursos (fondos, asesoramiento técnico, tiempo, etc.), por ejemplo, en comparación con otras alternativas viables según el contexto).</p>					
PE7. ¿Hasta qué punto se ha gestionado eficientemente el proyecto en términos financieros, de recursos humanos y de calendario, teniendo en cuenta el cambiante contexto institucional y político?	<p>PE71. En relación con la <b>gestión financiera</b>:</p> <ul style="list-style-type: none"> <li>Existe un presupuesto orientado a resultados debidamente sustentados.</li> <li>Las modificaciones presupuestarias se justifican según los resultados y las eventuales desviaciones se encuentran sustentadas y se explicitan las razones que las recomiendan (incluidos los retrasos en la ejecución).</li> <li>Correspondencia entre el nivel de ejecución material y el de ejecución presupuestaria.</li> </ul>	<p>Documentación presupuestaria.</p> <p>Partes interesadas.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (grupales e individuales)</p>	<p>Equipo de Proyecto. Socios implementadores Donante</p>	<p>Medida en que la utilización de los recursos ha contribuido a favorecer la ejecución del proyecto, según líneas de acción.</p> <p>Incidencia del contexto en la utilización de los recursos y consecuencias para la</p>

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>Los niveles de justificación y fundamentación son similares por componentes y por regiones.</p> <p>Los recursos asignados a cada componente/región no han supuesto una dificultad para la ejecución de las actividades.</p> <p>PE72. En relación con los <b>recursos humanos</b>:</p> <p>El proyecto ha dispuesto de un equipo suficiente, estable y con las competencias suficientes para la realización del trabajo encomendado, con capacidad para adaptarse a cambios en el contexto.</p> <p>Las entidades contrapartes han puesto a disposición del proyecto interlocutores estables, con las competencias necesarias para el rol y con una carga de trabajo que les permitía asumir las actividades del proyecto y cumplir con los compromisos en los tiempos previstos.</p> <p>PE73. En relación con el <b>manejo de plazos</b></p> <p>La ejecución pudo ajustarse a las planificaciones anuales y al cumplimiento de plazos, a pesar del contexto cambiante.</p> <p>Se pusieron en marcha medidas correctoras para compensar los efectos del contexto cambiante, que fueron eficaces y eficientes.</p> <p>Existe flexibilidad presupuestaria para la reasignación de recursos como respuesta a cambios inesperados</p> <p>PE74. En relación con el <b>enfoque de género</b></p> <p>Porcentaje del presupuesto asignado a actividades, programas o acciones que promueven la igualdad de género o que abordan de manera explícita las necesidades y prioridades de diferentes géneros.</p>				<p>ejecución y los resultados.</p>
<p>PE8. Rentabilidad y relación calidad precio de las intervenciones del proyecto, teniendo en cuenta tanto las inversiones financieras como los resultados obtenidos.</p>	<p>PE81. Equilibrio presupuestario interno por rubros.</p> <p>PE82. Distribución de las ampliaciones presupuestarias por rubros.</p> <p>PE83. Proporción entre costes finalistas y costes transversales.</p>	<p>Informes de ejecución financiera y de ampliación presupuestaria.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p>	<p>Equipo de Proyecto.</p> <p>Otras fuentes de OIT</p>	<p>Existe una correspondencia entre los recursos dedicados y los resultados obtenidos, que es coherente, además, con la estructura de</p>

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>PE84. Se dispone de una estructura de información de ejecución financiera del proyecto que permite la realización de análisis, con potencial de generar aprendizaje.</p> <p>PE85. Los costes de los productos están en línea con los costes medios de la organización en actividades similares.</p> <p>PE86. Correspondencia entre la concentración de recursos presupuestarios por componentes y <i>outcomes</i> con los resultados realmente logrados.</p>	<p>Informes de seguimiento.</p> <p>Partes interesadas.</p>			<p>costes.</p>
<p><b>Criterio. EFICACIA DE LOS MECANISMOS DE GESTIÓN</b> (Grado en el que las disposiciones de gestión contribuyen al logro de los resultados y no se convierten en un obstáculo para la implementación de las actuaciones. También puede denominarse eficiencia operativa).</p>					
<p>PE9. ¿En qué medida fueron eficaces los mecanismos de gestión y gobernanza del proyecto, incluidas las prácticas de gestión adaptativa, para maximizar las oportunidades de lograr los resultados y objetivos previstos?</p>	<p>PE91. La planificación anual y del proyecto en su conjunto fue realista, por lo que se convirtió en una herramienta útil para la gestión.</p> <p>PE92. Existencia de un mecanismo ágil de coordinación entre las unidades del equipo técnico y con los socios implementadores.</p> <p>PE93. En particular, la relación con el donante contribuyó al logro de los resultados en los plazos previstos.</p> <p>PE94. Claridad en los mecanismos de comunicación con los socios implementadores y con las entidades contrapartes.</p> <p>PE95. Factores que facilitaron o dificultaron el accionar de las partes implicadas en la gestión del proyecto (perfiles, carga de trabajo, rotación...).</p> <p>PE96. Capacidad de los mecanismos de gestión para adaptarse a los cambios de contexto y existencia de un análisis de riesgos que ha facilitado la respuesta.</p>	<p>Planificaciones anuales</p> <p>Informes de seguimiento</p> <p>Evaluación intermedia.</p> <p>Partes interesadas.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (grupales e individuales)</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Entidades contrapartes.</p> <p>Donante</p>	<p>Grado en que se tuvieron en cuenta los elementos principales de un sistema de gobernanza.</p> <p>Capacidad de adaptación a los cambios de contexto.</p> <p>Esos elementos deben ser conocidos y utilizados con normalidad por todas las partes implicadas.</p>
<p>PE10. ¿El sistema de seguimiento y evaluación permite obtener información de calidad para conocer el avance hacia los resultados en todas las variables relevantes</p>	<p>PE101. Se encuentra <b>orientado a los resultados</b> y cuenta con mecanismos de ajuste del proyecto en función de:</p> <p>Las adaptaciones del proyecto.</p> <p>La información recopilada por el propio sistema de seguimiento y evaluación.</p>	<p>Informe de seguimiento, en sus diferentes formas (trimestrales, anuales, tablas de outputs/outcomes).</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (grupales e individuales)</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Donante</p>	<p>Suficiencia y pertinencia de la información sobre outcomes, no sólo outputs, tanto en términos cuantitativos como cualitativos</p>

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
y, por tanto, para captar la eficacia de las intervenciones?	<p>PE102. Permiten obtener <b>información diferenciada</b> de los NNA según variables relevantes (edad (NN y adolescentes), género y pertenencia a algún grupo vulnerable.</p> <p>PE103. La <b>periodicidad de la información</b> recopilada se ajusta a las necesidades de información (equilibrando la carga de trabajo con el valor de la información).</p> <p>PE104. El sistema de seguimiento dispone de <b>mecanismos que permiten ajustarlo</b> con rapidez a los cambios en el contexto o a nuevas necesidades de información.</p>	<p>Evaluación intermedia.</p> <p>Partes interesadas.</p>			<p>(inclusión de desagregaciones relevantes), equilibrando calidad y utilidad de la información recogida y la carga de trabajo.</p> <p>Utilidad del sistema para las partes interesadas.</p> <p>Utilidad del sistema para informar la toma de decisiones.</p>
PE11. ¿Cómo se abordaron las necesidades relacionadas con el género?	<p>Integración del enfoque de género en las capacidades institucionales</p> <p>PE111. Porcentaje del personal de las instituciones fortalecidas que ha recibido capacitación en enfoques de género y evaluación de cómo esta capacitación ha influido en sus prácticas diarias y en la toma de decisiones institucionales.</p> <p>PE112. Número y calidad de las capacitaciones y herramientas desarrolladas para el personal del sistema de justicia enfocadas en el género, y su impacto en la práctica judicial y en la persecución de casos relacionados con la trata.</p> <p>PE113. <b>Eficacia de la coordinación en la protección y reinserción con perspectiva de género.</b> Número de acuerdos o protocolos de coordinación que incluyen disposiciones específicas de género, y su implementación efectiva en la protección y reintegración de niños víctimas de trata.</p> <p>PE114. <b>Incorporación del género en las estrategias de prevención.</b> Grado en que las estrategias de prevención desarrolladas incluyen y abordan</p>	<p>Prodoc</p> <p>Informes de seguimiento</p> <p>Evaluación intermedia</p> <p>Acuerdos y protocolos de coordinación y otros productos generados por el proyecto</p> <p>Partes interesadas</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (grupales e individuales)</p> <p>Grupos focales</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Donante</p>	<p>Existencia de un análisis de género previo al diseño del proyecto.</p> <p>Presencia de datos de género en la documentación generada y entre personas participantes.</p> <p>Declaraciones sobre cambios efectivos en el comportamiento como consecuencia de los aprendizajes obtenidos.</p>

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>explícitamente las vulnerabilidades y riesgos de género y la implementación de campañas de sensibilización orientadas a diferentes géneros.</p> <p><b>PE115. Implementación de protocolos sensibles al género en la protección de NNA víctimas de trata.</b> Número y calidad de protocolos implementados por las instituciones que incluyen enfoques de género y edad específicos para la protección y atención de NNA víctimas de trata.</p> <p><b>PE116. Monitoreo de la aplicación del enfoque de género en las investigaciones y procesos judiciales</b> relacionados con la trata de NNA, medido por la calidad y sensibilidad de las intervenciones judiciales hacia las víctimas.</p>				
<p>PE12. ¿En qué medida fueron eficaces las actividades de intercambio de conocimientos, asistencia técnica y comunicación para aumentar la credibilidad y el perfil del proyecto en el país y en las regiones donde intervenía?</p>	<p>PE121. Número total de actividades realizadas (talleres, capacitaciones, campañas, etc.) desglosado por tipo de actividad, región, y grupo objetivo.</p> <p>PE122. Alcance geográfico y demográfico de las actividades, medido por el número de regiones cubiertas, el número de participantes y su diversidad (edad, género, afiliación institucional, etc.).</p> <p>PE123. <b>Utilización y sostenibilidad de los conocimientos transferidos:</b> Grado de utilización de los conocimientos y capacidades transferidos a través de las actividades del proyecto, medido por la adopción de prácticas, políticas o procedimientos derivados de la asistencia técnica y el intercambio de conocimientos.</p> <p>PE124. <b>Valoración por parte de las partes interesadas:</b> Nivel de satisfacción y percepción de las partes interesadas sobre la efectividad de las actividades de intercambio de conocimientos, asistencia técnica y comunicación, medido por encuestas de satisfacción y entrevistas cualitativas.</p> <p>PE125. <b>Impacto en la credibilidad y el perfil del proyecto:</b> Evidencias del impacto de las actividades en</p>	<p>Informes de monitoreo e informes anuales.</p> <p>Informe de sistematización.</p> <p>Partes interesadas.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas (eventualmente, encuesta en línea).</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Entidades contrapartes.</p>	<p>Efectos obtenidos de estas actividades en relación con la credibilidad y el posicionamiento de la temática en la agenda del país de las contrapartes de gobierno y de las regiones en las que se intervino.</p> <p>Existencia de otros efectos.</p>

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	la credibilidad y visibilidad del proyecto, medido por menciones en medios de comunicación, reconocimiento en foros relevantes, y solicitudes de colaboración adicional por parte de actores clave.				
<b>Criterio. EFICACIA</b> (Grado en el que la intervención ha logrado, o se espera que logre, sus objetivos y sus resultados, incluyendo los resultados diferenciados entre grupos).					
PE13. ¿En qué medida ha logrado el proyecto los resultados previstos ( <i>outcomes</i> ) en los distintos componentes y ámbitos de actuación?	<p>PE131. Porcentaje de cumplimiento de los resultados previstos para cada componente del proyecto (fortalecimiento del sistema de justicia, coordinación interinstitucional, prevención de la trata), evaluado en relación con la línea de base y los objetivos específicos de cada componente.</p> <p>PE132. El proyecto puso en marcha actuaciones específicas para incrementar la probabilidad de apropiación de la mejora de los conocimientos, que se tradujeron en la institucionalización de nuevas prácticas, políticas o procedimientos derivados de las capacitaciones y asistencias técnicas.</p>	<p>PRODOC, TdC y supuestos (especialm, versión actualizada). Informes de monitoreo e informes anuales.</p> <p>Tablas de outputs/outcomes</p> <p>Informe de sistematización</p> <p>Partes interesadas.</p>	<p>Revisión documental Entrevistas semiestructuradas (eventualmente, encuesta en línea).</p>	<p>Equipo de Proyecto. Socios implementadores Entidades contrapartes (centrales y territorio)</p>	<p>Se han obtenido los resultados en el primer nivel de <i>outcomes</i> de la TdC del proyecto (apropiación).</p> <p>Análisis de la eficacia de las estrategias para mejorar la calidad de la prestación de servicios por parte de las instituciones. Se desagregará por tipo de contraparte de gobierno.</p> <p>Utilización de CdA<sup>120</sup></p>
SPE13.1 ¿En qué medida abordó el proyecto la necesidad de incrementar las capacidades de las partes interesadas y la superación de los retos a los que se enfrentan?	<p>PE1311. El proyecto incluyó en su diseño de manera explícita el incremento de las capacidades de las partes interesadas, para superar los retos a los que se enfrentan.</p> <p>PE1312. Calidad y relevancia de las actividades de fortalecimiento de capacidades (contenidos, formato, personalización), medida por la retroalimentación recibida de los participantes en términos de:</p> <p>Adecuación a sus necesidades</p>	<p>PRODOC, TdC y supuestos (especialmente, versión actualizada). Informes de monitoreo e informes anuales.</p>	<p>Revisión documental Entrevistas semiestructuradas (eventualmente, encuesta en línea)</p>	<p>Equipo de Proyecto. Socios implementadores Entidades contrapartes (centrales y territorio)</p>	<p>Análisis de las necesidades vs lo entregado por el proyecto, si cubrieron o no estas necesidades.</p> <p>Grado de satisfacción con la formación y de aprendizaje de las personas formadas.</p>

<sup>120</sup> Preguntas utilizables: ¿Qué ejemplos se pueden mostrar relativos a los cambios en los procedimientos, comportamientos, acciones o políticas institucionales que haya tenido un impacto positivo en la manera en que los operadores de servicios abordan la trata de personas? ¿Qué factores crees que contribuyeron a ese éxito, y cómo podemos amplificar esos aspectos para mejorar aún más nuestras respuestas en el futuro?

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>Utilidad y aplicabilidad de los conocimientos adquiridos.</p> <p>PE1313. Las actividades tuvieron en cuenta las diferentes perspectivas y niveles contemplados en los modelos teóricos de fortalecimiento de referencia<sup>121</sup> (individual, organizacional y entorno favorable).</p>	<p>Informe de sistematización.</p> <p>Cuestionarios ex-ante y ex-post de las capacitaciones o sus sistematizaciones.</p> <p>Partes interesadas.</p>			
<p>SPE13.2. ¿Qué repercusiones han tenido estas intervenciones en la mejora de la detección, la investigación y el enjuiciamiento de los casos de trata, así como en la protección de las víctimas?</p>	<p>PE1321. Grado de adopción y uso de los productos elaborados por el proyecto, medido por su implementación en las instituciones y su impacto en la mejora de procedimientos y prácticas.</p> <p>PE1322. Existencia de una estrategia eficaz para incrementar la probabilidad de utilización posterior de los productos y la aplicación de los conocimientos.</p> <p>PE1323. Mejora en la detección, investigación, enjuiciamiento y protección, desglosada por región, tipo de intervención y grupo beneficiario, medido por la efectividad y sostenibilidad de las mejoras alcanzadas, según los indicadores de los componentes de persecución y protección.</p> <p>PE1324. En particular, el proyecto logró un incremento en la capacidad reguladora y de aplicación de las autoridades, que se demuestra por la permanencia de las nuevas prácticas en la lucha contra la trata.</p> <p>PE1325. Percepción de profesionales que trabajan directamente con las víctimas sobre las mejoras en protección.</p>	<p>Informes de monitoreo e informes anuales.</p> <p>Productos elaborados por el proyecto y por el personal que trabaja directamente con las víctimas (documentos de casos, notas de campo, etc.).</p> <p>Tablas de outputs/outcomes</p> <p>Partes interesadas</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p> <p>Grupos focales</p> <p>Encuesta</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Entidades contrapartes (centrales y territorio)</p> <p>Personas que participaron en capacitaciones</p> <p>Organizaciones de la sociedad civil y profesionales que trabajan con víctimas<sup>122</sup>.</p>	<p>Comparativa entre los indicadores de <i>outcome</i> (aplicación) en relación con la línea de base y los valores deseados.</p> <p>Existencia de evidencias que muestren mejoras, a las que haya contribuido la aplicación de los conocimientos adquiridos y la existencia de capacidades fortalecidas.</p> <p>Cosecha de alcances<sup>123</sup></p>

<sup>121</sup> *Capacity Development and Results Framework*, elaborado por el Banco Mundial (2009; 2011), mencionado en la Teoría del Cambio actualizada.

<sup>122</sup> Trabajadores sociales, psicólogos, personal de refugios, abogados, etc.

<sup>123</sup> Preguntas utilizables: ¿Qué cambios perciben en sus ideas, accionar y resolución de casos luego de los protocolos, guías y capacitación recibida? Proporcione ejemplos del antes y del después.

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>PE1326. Evidencias documentales de mejoras en la protección de las víctimas como consecuencia de la implementación de las intervenciones.</p> <p>PE1327. Percepción de las instituciones y organizaciones de la sociedad civil que trabajan en la protección de las víctimas sobre las mejoras en las prácticas y políticas de protección</p>				
SPE13.3. ¿Reflejan esos resultados una mejora en términos de igualdad de género y no discriminación?	<p>PE1331. Los indicadores de <i>outcome</i> indican que se ha producido una mejora, especialmente en relación con niñas y niños y con menores de grupos vulnerables.</p> <p>PE1332. La mejora se refleja en la información sobre productos y resultados.</p> <p>PE1333. Valoración cualitativa del impacto de las capacitaciones y guías sobre género y vulnerabilidad en las prácticas diarias de las instituciones aliadas, medido por cambios observados en la calidad de la atención brindada a NNA víctimas de trata.</p> <p>PE1334. Número y calidad de protocolos y guías actualizadas que incluyen enfoques de género y vulnerabilidad, desarrollados o revisados en colaboración con las instituciones aliadas, y su grado de implementación en las prácticas institucionales.</p> <p>PE1335. Grado de efectividad de las medidas implementadas para integrar enfoques de género y vulnerabilidad en las sinergias y alianzas establecidas, medido por el número de instituciones colaboradoras que han adoptado prácticas sensibles al género y a la vulnerabilidad en la atención a NNA.</p>	<p>PRODOC, TdC y supuestos (especialmente, versión actualizada). Informes de monitoreo e informes anuales.</p> <p>Productos desarrollados (protocolos y guías desarrollados y revisados).</p> <p>Tablas de outputs/outcomes</p> <p>Partes interesadas.</p>	<p>Revisión documental Entrevistas semiestructuradas (eventualmente, encuesta en línea). Grupos focales</p>	<p>Equipo de Proyecto. Socios implementadores Entidades contrapartes (centrales y territorio) Profesionales que trabajan directamente con las víctimas</p>	<p>Se han obtenido los resultados en el primer nivel de outcomes de la TdC del proyecto (apropiación).</p>
PE14. ¿Qué resultados ha producido el proyecto como consecuencia de su acción, que no se encontraban previstos en su diseño?	<p>PE141. Identificación y evaluación de resultados no previstos desglosados por componente (fortalecimiento del sistema de justicia, coordinación interinstitucional, prevención de la trata), medido por la identificación de efectos secundarios o colaterales positivos o negativos en cada área.</p>	<p>Informes de monitoreo e informes anuales (a partir de 2021)</p>	<p>Revisión documental Entrevistas semiestructuradas Grupos focales</p>	<p>Equipo de Proyecto. Socios implementadores Donante Entidades contrapartes</p>	<p>Resultados recogidos en las diferentes técnicas que no se incluyen en ninguna de las dos formulaciones de la TdC.</p>



Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>PE142. Resultados no previstos en la implementación de políticas y prácticas relacionadas con la protección con enfoque de género y no discriminación, medido por cambios en la percepción de los actores clave.</p> <p>PE143. Cambios no previstos en el acceso a servicios, protección y bienestar de NNA procedentes de grupos vulnerables, medido por evaluaciones de caso y testimonios de profesionales que trabajan con estos grupos.</p> <p>PE144. Identificación de efectos colaterales positivos y negativos del proyecto en áreas no anticipadas, medido por la observación de cambios en otros actores, contextos o sectores afectados por las intervenciones del proyecto.</p>	<p>Productos del proyecto (informes de casos)</p> <p>Partes interesadas.</p>		<p>(centrales y territorio)</p> <p>Profesionales que trabajan directamente con las víctimas</p>	<p>Se tendrán en cuenta los resultados diferenciales por territorio.</p> <p>Cosecha de alcances<sup>124</sup></p>
<p>PE15. ¿Qué factores apoyaron los resultados alcanzados y en qué medida las circunstancias políticas (por ejemplo, los frecuentes cambios de liderazgo y la rotación de personal) han afectado a la ejecución? ¿Cómo se superaron estos retos?</p>	<p>PE151. Identificación de factores internos y externos que incidieron positiva o negativamente en el proyecto, desglosados por categoría (políticos, institucionales, económicos, sociales) e impacto específico en los resultados.</p> <p>PE152. Capacidad del proyecto para adaptarse a cambios y desafíos, medida por la efectividad de las estrategias de mitigación implementadas y la flexibilidad del proyecto para ajustar su enfoque y actividades.</p> <p>PE153. Evaluación de la gestión de riesgos no anticipados, medido por la rapidez y efectividad de la respuesta del proyecto a desafíos imprevistos, y la incorporación de lecciones aprendidas en tiempo real.</p> <p>PE154. Evaluación del efecto de nuevos factores o actores en la implementación del proyecto, adaptación</p>	<p>Informes de monitoreo e informes anuales (a partir de 2021)</p> <p>Evaluación intermedia</p> <p>Partes interesadas.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p> <p>Grupos focales</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Donante</p> <p>Entidades contrapartes (centrales y territorio)</p>	<p>Identificación de nuevos factores y actores.</p> <p>Posibles factores favorecedores: intercambio de conocimientos, compromiso de personal técnico, aportes de expertos externos, flexibilidad del donante para la adaptación del proyecto, etc.</p> <p>Factores que pudieron dificultar: cambios de liderazgo, rotación de personal, cambios de</p>

<sup>124</sup> Preguntas utilizables. Precise ejemplos sobre cambios en el afrontamiento de la trata a nivel institucional y personal. Proporcione información de quién, cómo y por qué influyó en usted los materiales y capacitación.

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
	<p>a estos cambios y efectividad de las recomendaciones para futuras intervenciones.</p> <p>PE155. Efecto de los cambios políticos (por ejemplo, cambios de liderazgo, rotación de personal) en la ejecución del proyecto, medido por la estabilidad del equipo del proyecto y la continuidad de las actividades planificadas.</p>				<p>autoridades, COVID-19, etc.</p>
<p><b>Criterio. ORIENTACIÓN AL IMPACTO</b> (Grado en el que la actuación contempla de manera consistente el logro del nivel más alto de la Teoría de Cambio y avances intermedios experimentados en esa dirección. Esto significa que debe existir una atención particular a los productos y resultados en todos los niveles en el monitoreo, la documentación y el análisis de los datos).</p>					
<p>PE16. ¿Cuáles son los resultados o cambios más significativos a los que ha contribuido el proyecto en términos de impacto, incluidos los impactos observables a largo plazo sobre la igualdad de género y la inclusión de niños de diversos grupos marginados?</p>	<p>PE161. Resultados a nivel de objetivos y de finalidad del proyecto.</p> <p>PE162. Específicamente, resultados en términos de igualdad de género y de inclusión de NNA de diversos grupos marginados.</p> <p>PE163. Contribución a cambios significativos para erradicar la trata de NNA:</p> <ul style="list-style-type: none"> <li>en la capacidad del gobierno (diseño y/o aplicación de normas, legislación).</li> <li>En el fortalecimiento de sus sistemas de gobernanza.</li> </ul> <p>Contribución al desarrollo y aplicación de políticas y prácticas nacionales y regionales de lucha contra la TdP, especialmente NNA y apoyar a las víctimas.</p> <p>PE164. Indicios de que el proyecto ha contribuido a aumentar la capacidad regulatoria y de aplicación de las autoridades competentes, especialmente en relación a la protección y el apoyo a niños, niñas y menores de grupos vulnerables.</p> <p>PE165. Indicios de que la mejora de la capacidad de las instituciones gubernamentales ha repercutido en la reintegración de las víctimas en la sociedad.</p>	<p>PRODOC, TdC y supuestos (especialmente, versión actualizada).</p> <p>Informes de monitoreo e informes anuales.</p> <p>Informe de sistematización.</p> <p>Partes interesadas.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p> <p>Grupos focales</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Donante</p> <p>Entidades contrapartes (centrales y territorio)</p>	<p>Contribución al incremento de la capacidad de las instituciones para la persecución del delito, la protección de las víctimas y la prevención futura.</p> <p>Evidencias de mejora de la capacidad de las instituciones, especialmente de las que proporcionan apoyos psicosociales, educativos y económicos.</p> <p>Mejora de la coordinación interinstitucional para la protección.</p> <p>Incorporación de un enfoque estratégico en prevención.</p>

criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
					Cosecha de alcances <sup>125</sup>
PE17. ¿Ha generado el proyecto algún impacto positivo o negativo no previsto? En caso afirmativo, ¿cuáles son y cómo han afectado a los resultados generales del proyecto?	PE171. En relación con los tres objetivos del proyecto PE172. Teniendo en cuenta el enfoque de género y no discriminación. PE173. En relación con NNA procedentes de grupos vulnerables. PE174. Grado y modo de afectación a cualquiera de los resultados del proyecto.	Partes interesadas.	Entrevistas semiestructuradas Grupos focales	Equipo de Proyecto. Socios implementadores Donante  Entidades contrapartes (centrales y territorio)	Resultados recogidos en las diferentes técnicas que no se incluyen en los objetivos del proyecto.  Se tendrán en cuenta los resultados diferenciales por territorio.
<b>Criterio. ORIENTACIÓN A LA SOSTENIBILIDAD</b> (Si se entiende que la sostenibilidad es el grado en que los beneficios de una intervención continúan o es probable que continúen una vez finalizada, la orientación a la sostenibilidad supone tener en cuenta esta dimensión a lo largo de la vida de la intervención, promoviendo actuaciones que institucionalicen o consoliden los cambios en las perspectivas que son más directamente de aplicación en este caso (sostenibilidad económico-financiera, político-estratégica, técnica y social).					
PE18. ¿Qué estrategias se adoptaron para garantizar la sostenibilidad de los resultados obtenidos por el proyecto?	PE181. Descripción de las actividades y estrategias orientadas a la sostenibilidad durante las fases de diseño e implementación del proyecto, según matriz OIT. PE182. Evidencia de la sostenibilidad de los resultados alcanzados, medido por la continuidad en el momento actual de las prácticas, políticas o procedimientos adoptados. PE183. Estimación de la permanencia de estos resultados, prácticas, políticas o procedimientos, según los factores de riesgo percibidos por los actores. PE184. Existencia de una estrategia de gestión del conocimiento tanto en OIT como en las entidades contrapartes, para mitigar el impacto de las principales amenazas a la sostenibilidad.	PRODOC  Informes de seguimiento  Partes interesadas	Revisión documental Entrevistas semiestructuradas	Equipo de Proyecto. Socios implementadores	Indicadores de participación de socios y contrapartes y gestión de riesgos, sostenibilidad institucional, financiera, política y de género.

<sup>125</sup> Preguntas utilizables. ¿Se ha podido mejorar el afrontamiento a la trata de personas? Indique qué factores contribuyeron y qué factores internos o externos han influido sobre los cambios.

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
PE19. ¿Hasta qué punto el proyecto ha reforzado la capacidad de las instituciones locales y las partes interesadas para mantener los esfuerzos de lucha contra la trata de forma independiente?	<p>PE191. Se han realizado actuaciones dirigidas a incrementar conocimientos y capacidades de las contrapartes, que se han traducido en una mejora de conocimientos, en su aplicación a su actividad habitual y en la apropiación por parte de sus instituciones<sup>126</sup>.</p> <p>PE192. Se han desarrollado capacidades institucionales, funcionales y técnicas en las contrapartes, quienes han desarrollado intervenciones públicas a partir de ellas, que han sido apropiadas por las instituciones y cuentan con recursos para su continuidad.</p> <p>PE193. Existe un compromiso de las contrapartes para mantener los esfuerzos tras el fin del proyecto, que se manifiesta en planes concretos y recursos asignados para continuar los esfuerzos.</p>	<p>Informes de seguimiento</p> <p>Informe de sistematización</p> <p>Partes interesadas</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p>	<p>Equipo de Proyecto.</p> <p>Socios implementadores</p> <p>Entidades contrapartes (encuesta)</p>	<p>Compromiso de formación en cascada de los formadores.</p> <p>Incorporación de temas nuevos en los programas de formación</p> <p>Incorporación de nuevos operadores a los programas de formación.</p>
PE20. ¿Qué actividades han puesto en marcha las instituciones nacionales para sostener los resultados en el tiempo?	<p>PE201. Las contrapartes locales y regionales han desarrollado actividades, resultados y mecanismos concretos y eficaces para garantizar la sostenibilidad, que pueden mantenerse en el largo plazo.</p> <p>PE202. Se han puesto en marcha cambios institucionales y sistémicos relevantes para apoyar mejoras en la lucha contra la trata de niños.</p> <p>PE203. Estos cambios son sostenibles, teniendo en cuenta factores clave: capacidad institucional, existencia de financiamiento y respaldo político y social.</p> <p>PE204. Evidencia de la sostenibilidad de los resultados alcanzados, medido por la continuidad de las prácticas, políticas o procedimientos que se mantienen en el momento actual.</p>	<p>Informes de seguimiento</p> <p>Partes interesadas</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p>	<p>Entidades contrapartes</p> <p>Equipo de proyecto</p>	<p>Similar a los temas de la PE18, adaptados al contexto local y regional.</p> <p>Compromiso explícito de las contrapartes.</p> <p>Cambios sistémicos puestos en marcha.</p>

<sup>126</sup> Se utiliza este término, porque es el que se menciona en la matriz de análisis de sostenibilidad de OIT. En el resto de la matriz, se les denomina “socios implementadores”.

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
PE21. ¿Existen resultados o prácticas del proyecto que es probable que se amplíen o sean reproducidos por el gobierno o por otras partes interesadas? En caso afirmativo, ¿cuáles son y qué factores contribuyen a su escalabilidad?	<p>PE211. Identificación de prácticas que cuentan con probabilidad de mantenerse o ampliarse por el gobierno u otras partes interesadas.</p> <p>PE212. Valoración de la probabilidad de reproducción o ampliación:</p> <p>Existencia de planes de acción concretos de las instituciones, que contemplen el mantenimiento o la ampliación.</p> <p>Presencia de estas prácticas en otros ámbitos (otros proyectos, por ejemplo, que se hayan aprovechado de los aprendizajes generados).</p> <p>PE213. Factores que pueden contribuir a su escalabilidad: mantenimiento de la alineación con los objetivos gubernamentales y respaldo político, dotación presupuestaria que la haga posible, mantenimiento del personal formado en las instituciones, percepción social de la necesidad de mantener los esfuerzos para erradicar la TdP, colaboración con otras instancias públicas, ONG y entidades privadas, asistencia técnica a otros gobiernos regionales y establecimiento de mecanismos que mantengan su sostenibilidad en el caso de cambios de prioridades políticas.</p>	<p>Política Nacional de Trata</p> <p>Planes de trata de gobiernos regionales.</p> <p>Otras intervenciones existentes que aborden el tema.</p> <p>Partes interesadas.</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p>	<p>Equipo de Proyecto. Socios implementadores Donante</p> <p>Entidades contrapartes (centrales y territorio)</p>	<p>Otras intervenciones nacionales</p> <p>Proyectos con financiación de fuentes externas.</p> <p>Reflejo en las políticas nacionales, existencia de un programa presupuestario en el que encaje, existencia de unidades administrativas que incluyan esas funciones y que no se encuentren vacantes, etc.</p>
PE22. ¿En qué medida es probable que los beneficios del proyecto continúen después de su finalización?	PE221. Esta pregunta será respondida fundamentándose en la información recogida en el resto de preguntas de orientación a la sostenibilidad, a modo de síntesis. Por tanto, no requiere de operacionalización.	----	----	----	----
<b>Criterio. TRIPARTISMO.</b> Definición.					
PE23. ¿Cuáles serían los posibles beneficios y desafíos de incluir a las organizaciones de trabajadores y empleadores en futuros proyectos similares, considerando las limitaciones	<p>PE231. La importancia del diálogo social se refleja en la TdC y en las actividades desarrolladas en el proyecto.</p> <p>PE232. <b>Percepción de las partes interesadas sobre la inclusión tripartita.</b> Opiniones y percepciones de los actores clave (gobierno, ONG, expertos) sobre los</p>	<p>PRODOC, TdC.</p> <p>Informes de seguimiento.</p> <p>Partes interesadas</p>	<p>Revisión documental</p> <p>Entrevistas semiestructuradas</p> <p>Análisis prospectivo</p>	<p>Equipo de Proyecto. Entidades contrapartes (centrales y territorio)</p>	<p>Presencia o no de los agentes sociales y del diálogo social en cualquiera de las fases y elementos del proyecto.</p>

Criterio/preguntas subpreg. (PE y SPE)	Indicadores	Fuentes	Método recogida	Informantes	Análisis
actuales y el enfoque predominante del gobierno?	<p>beneficios y desafíos de incluir a las organizaciones de trabajadores y empleadores en futuros proyectos.</p> <p>PE233. <b>Análisis de contexto y factibilidad.</b> Análisis del contexto político y económico para determinar la factibilidad y posibles obstáculos de implementar un enfoque tripartito en futuros proyectos."</p> <p>PE234. <b>Lecciones aprendidas de</b> la inclusión o exclusión de componentes tripartitos en <b>proyectos similares</b> en la región.</p>	<p>Evaluaciones de OIT sobre trabajo forzoso en Perú</p> <p>Otros documentos</p> <p>Personas expertas</p>		<p>Academia, consultores</p>	<p>Valoración de los efectos de su presencia y ausencia, especialmente en términos de impacto y sostenibilidad.</p>

## Anexo 2. Lista de Personas Entrevistadas

<b>Academia</b>	
Carlos Carbonell Rodríguez	Coordinador Académico de Capacitación y Consultoría del CICAJ - PUCP
Yvan Montoya	Profesor y Director del Instituto de Democracia y Derechos Humanos de la PUCP
<b>American Airlines</b>	
Mylene Flecha	Gerente de Operaciones de Vuelo
<b>Cámara de Comercio de Cusco</b>	
Elena Medina La Torre	Vocal de la Cámara Hotelera del Cusco
Julio Revatta	Director de Sector Turismo
Katty Alatrística	Empresaria de Guska
<b>CAPLAB</b>	
Sergio Vivo	CAPLAB
<b>CARE Cusco</b>	
Jessica Choque Mar	Coordinadora
Eliana Pallqui	Psicóloga
<b>CARE Gracia (San Martín de Porres)</b>	
Paola Torres Hoyos	Coordinadora
Nydia Martell	Trabajadora social
Giannina Paredes	Tutora
Soledad Jauregui	Psicóloga
<b>CARE Loreto</b>	
Jaqueline Rojas	Coordinadora
Alida Pinedo	Administradora
Francesca Rengifo Noriega	Enfermera
Rosa Dávila Almerco	Trabajadora social
Jessy Aracely	Educadora
<b>CHS</b>	
Ricardo Valdés	Director Ejecutivo
Pedro Cordova del Campo	Integrante del Consejo Directivo
Mónica Puello	Especialista en trata
<b>Consultores/as</b>	
Carlos Meza	Consultor ruta empleabilidad
Raquel Limay	Consultora en temas jurídicos / capacitación
Rocío Zegarra Camarena	Consultora Metodología Get Ahead
Diana Vásquez	Consultora sostenibilidad
Aarón Puentes	Consultor enfoque LGTBI
Gina La Rosa	Consultora Sistema de Control y Seguimiento de Política
<b>Dirección Regional de Trabajo de Cusco</b>	
Maria Antonieta Alvarez Trujillo	Subgerente de Gobernanza de Trabajo y Promoción del Empleo
<b>Embajada Americana</b>	
Jordan Swartz	<i>Political Section</i>
José Carlos Contreras	<i>Political specialist</i>
<b>GORE Cusco</b>	
Manuel Gamarra Quispe	Jefe de Proyecto de Trata
María Elena Gallego	Educadora
Franklin Sequeiros	Especialista en normativa
Paulo Oblitas	Economista
Pavel Gonzales	Especialista del proyecto
<b>GORE Loreto</b>	
Alexander Torres	Subgerente de Programas Sociales
Leo Vásquez Rojas	Coordinador del proyecto

Alex Winder Pinedo Rojas	Abogado y especialista del proyecto
Rosa Aurelia Paredes Proaño	Supervisora del proyecto
Ana María Muro Briceño	Psicóloga
Edith Wesember	Coordinadora de la Mesa contra la Trata de Personas
Óscar Flores del Castillo	Especialista del proyecto
Eymer Frank Cahuaza Tejada	Responsable administrativo
<b>IML - MP</b>	
Alicia Ayala Bely	Psicóloga de la Oficina de Garantía de Calidad
Saul Gerardo Takuda	Gerente de la Oficina de Garantía de Calidad
Yalisse Rojas	Asistente Médico Legal
<b>INABIF</b>	
Erick Pumacayo Rocha	Exdirector de la USPNNA
Fanny Montellanos Carbajal	Exdirectora Ejecutiva
Jessica Ruiz Atau	Directora Ejecutiva
Jessyca Diaz Valverde	Exdirectora Ejecutiva
Mercedes Preciado	Trabajadora Social de la USPNNA
<b>MIMP</b>	
Alberto Arenas Cornejo	Director de Protección Especial
Débora Díaz	Profesional de empoderamiento económico
Grecia Elena Rojas Ortiz	Exministra
María del Carmen Santiago	Exdirectora de la DG de Niñas, Niños y Adolescentes
Roxana Dávila Castro	DG de Niñas, Niños y Adolescentes
<b>MINEDU</b>	
Amparo Peceros Silvera	Subcoordinadora para el Área de Fortalecimiento de Capacidades de la Dirección de Educación Básica Alternativa
Cecilia Tenorio Pereyra	Especialista en Políticas Educativas de la Dirección de Educación Básica Alternativa
Cristina Galvez	Especialista en Oficina de Cooperación y Asuntos internacionales
<b>MININTER</b>	
Aissa Tejada	Exdirectora General de Seguridad Democrática
Chiara Marinelli	Asesora en la Dirección de Derechos Fundamentales. Actualmente consultora independiente
Edson Alcalde Ninapayta	Especialista en la Dirección de Derechos Fundamentales
Javier Ruiz-Eldredge	Exdirector de la Dirección de Derechos Fundamentales
Marcela Rojas	Equipo de Trata de Personas
María del Carmen Olivera	Coordinadora de Trata
<b>MINSA</b>	
July Esther Caballero Peralta	Directora Ejecutiva de la Dirección de Salud Mental de la DG de Intervenciones Estratégicas en Salud Pública
Luz Aragonés	Psicóloga y ex responsable de la Línea de Violencia
<b>Ministerio Público</b>	
Andronika Zans	Fiscal Provincial de la Fiscalía especializada en delitos de trata de personas de Cusco
Erick Paolo Deza Medina	Fiscal Provincial especializado en delitos de trata de personas
Rocío Gala	Fiscal Superior y Coordinadora Nacional de FISTRAP
Fredy Hernández Rosales	Fiscal especializado contra el crimen organizado
Paola Hittscher Angulo	Fiscal Provincial de la Fiscalía especializada en trata de Personas de Loreto
Nick Vigil Cardozo	Fiscal Adjunto de Loreto
Luis Carlos Aguilar Ruiz	Fiscal Adjunto de la Fiscalía especializada en delitos de trata de personas de Loreto
<b>MRE</b>	
Augusto Galarza Cuba	Subdirección de Protección a Colectividades Nacionales
Indira Schreiber	Analista legal
<b>MTPE</b>	
Javier Matos Quintanilla	Consultor laboral
Luis Vásquez	Director de la DG del Servicio Nacional del Empleo
Natalia Quiñones Berrospi	Psicóloga
<b>OIT</b>	



Karina Jensen	Oficial Internacional y jefa de Proyecto
María Pía Hermoza	Oficial Nacional del equipo de proyecto
Julio Rodríguez	Oficial Nacional del equipo de proyecto
Alonso Flores Macher	Oficial Nacional del equipo de proyecto
Marissa Eda	Asistente financiera del equipo de proyecto
Fiorella Puccio	Asistente financiera del equipo de proyecto
Elisabeth Díaz	Asistente financiera del equipo de proyecto
Luis González	Especialista de actividades con los empleadores OIT
<b>ONU-OIM</b>	
Joel Jabiles Eskenazi	Coordinador de Protección y Oficinas de Movilidad Segura
<b>ONU-UNODC</b>	
Jenifer Flores Seña	Oficial Nacional contra la Trata de Personas y sus formas de explotación
<b>Poder Judicial</b>	
Anny Reyes	Gerencia General
Elvia Barrios Alvarado	Jueza Suprema Titular y Presidenta de la Comisión de Justicia de Género
Iván Guerrero López	Juez Supremo
Jeannette Llaja	Ex Secretaria Técnica de la Comisión de Justicia de Género
<b>PNP</b>	
Jorge Aliaga	Comandante
Aldo Ávila Novoa	Director de la DIRCTPTIM
Ismael Vásquez	Exdirector a cargo de la Dirección de Trata de Loreto
Esther Costa	Jefa de la Unidad de Trata
<b>Red de formadoras certificadas Cusco</b>	
Elena Gonzales	Presidenta de la Asociación de Agencias de Turismo
Imelda Vargas	Formadora certificada
<b>Red de Formadores - Integración Económica</b>	
Betty Chavesta	Coordinadora del Programa de Emprendimiento de la GDE
<b>USDOS</b>	
Sarah Davis	Ex Oficial de programas J-TIP

## Anexo 3. Términos de Referencia de la evaluación



International  
Labour  
Organization

### Terms of reference:

#### Final Independent Evaluation

#### Partnerships in Action to End Child Trafficking in Peru Project

<b>Project Code:</b>	PER/17/51/USA
<b>Project title:</b>	Action against child trafficking for labour and sexual exploitation in Peru – phase II
<b>Country:</b>	Peru
<b>P&amp;B Outcome/Output:</b>	Output 1.4. Increased capacity of constituents, partners and stakeholders to respect, promote and realize fundamental principles and rights at work
<b>SDGs:</b>	5, 8 and 16
<b>CPO:</b>	PER 144, PER 157
<b>Project duration:</b>	01 October 2017 to 31 December 2024 (87 months)
<b>Project budget:</b>	USD 7,940,000
<b>Evaluation date:</b>	August 1st, 2024 – November 15th, 2024
<b>Administrative unit:</b>	DWT/CO-Lima
<b>Technical Backstopping Unit:</b>	FUNDAMENTALS
<b>Evaluation Budget:</b>	USD XXX
<b>Evaluation manager:</b>	Cybele Burga

## ► Evaluation background

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ILO considers evaluation as an integral part of the implementation of technical cooperation activities. This project will have gone through two independent evaluations. The first, a midterm evaluation, carried out in April 2020; the second, the final evaluation. Both evaluations are managed by an ILO certified evaluation manager and implemented by independent evaluators.

ILO evaluations serve the purpose of accountability, learning, planning, and building knowledge. They are conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

This evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”. The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

It is important to note that the project counts with a robust monitoring and evaluation system, including the elaboration of a baseline, Theory of Change, assumptions, technical Quarterly Progress Reportes (20182024), annual measurement reports of outcome indicators, a Mid-term evaluation report and its action plan, a sustainability plan, among others.

## ► Project background

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### Regional/National Context regarding the theme of the intervention

Trafficking in persons is a crime of great complexity and scope, with devastating consequences for victims. Being a crime against humanity, it represents one of the worst violations of human rights. Globally, it is a highly lucrative criminal activity. The ILO estimates that this type of modern-day slavery generates illegal profits of 150 billion dollars a year for traffickers. However, in Peru it is estimated that the economic benefits of this crime are not as significant when they are not linked to organized crime.

In Peru, this form of slavery takes multiple forms, impacts families and communities, and affects public safety. Minors, together with women, are in a situation of greater vulnerability of becoming victims of human trafficking. The impact on children is particularly grievous as it has a severe impact on their full development and its effects are long-lasting. Victims of child trafficking must receive specialized attention to protect their integrity and dignity, as well as to satisfy their needs, reduce their levels of vulnerability and allow the development of their rights.

The crime of trafficking in persons is committed by one or several people who recruit, transport, transfer, harbour, receive or retain persons (in this case, children) for the purpose of exploitation. According to the Peruvian criminal law, means are irrelevant in a criminal case if the victim is a child. It is important to highlight that demand is a driving factor of this crime. As demand exists or increases, the number of victims will continue or increase. In addition to demand, there is a generalized culture of tolerance and normalization which allows this crime to increase.

According to the Trafficking in Persons Report 2022 of the United States Department of State, Peru does not fully meet the minimum standards for the elimination of trafficking in persons, but it is making significant efforts to do so. The government demonstrated overall increasing efforts compared to the previous

reporting period, considering the impact of the COVID-19 pandemic on its anti-trafficking capacity; therefore, Peru remained on Tier 2. Recommendations were made to increase overall resources to fund implementation of the National Policy Against Human Trafficking and allocate dedicated anti-trafficking budgets for members of entities of the national multisectoral commission, as called for in law. In addition, recommends increase funding for comprehensive victim services, including training and capacity building.

In addition, suggests increasing the availability of services for adults, boys, LGBTQI+ individuals and labor TIP victims. Another recommendation was to employ trauma-informed methods and proactive screening measures for trafficking indicators during interactions with members of vulnerable groups and refer potential victims to comprehensive protection services. Also, increase and institutionalize reintegration services for child victims transitioning out of shelter care and other victims who decline or lack access to shelter accommodation. Regarding prosecution, increase efforts to prosecute both sex and labor trafficking crimes, convict and punish traffickers, including complicit officials, and apply adequate sentences to convicted traffickers. Likewise, allocate more resources to planning multisectoral, intelligence-driven law enforcement operations and coordination of victim services. The report calls for strengthening and institutionalizing training for justice actors employing victim-centered, trauma-informed procedures. Special emphasis was given to ensuring officials consistently apply a definition of trafficking consistent with international law. Improving data collection systems to collect and report comprehensive, harmonized, and disaggregated data on anti-trafficking efforts was another recommendation.

In 2017, the governments of Peru and the United States signed the **Child Protection Compact (CPC) Partnership** for the purpose of strengthening institutional capacities of the State and civil society to combat child trafficking. This initiative constitutes a multi-year plan that directs its efforts to the prosecution and conviction of traffickers, the identification of victims of child trafficking, the coordination to provide specialized and comprehensive care services to victims, and to prevent children from being trafficked or re-trafficked.

By virtue of the premises mentioned above, the Project "**Partnerships in Action to End Child Trafficking in Peru**" was created, along with other projects implemented by other organizations. Its general objective is strengthening the capacity of the Peruvian government to eradicate child trafficking. Its actions are focused in Lima, Cusco and Loreto and it is carried out within the framework of the "Child Protection Compact Partnership (CPC Partnership)".

For follow-up purposes, the project will count as child trafficking cases: • All human trafficking crimes prosecuted under Peruvian laws where victims are underage.

- Child sexual exploitation crimes or child abuse crimes that are related to human trafficking and meet the Palermo and the US Trafficking Victims Protection Act (TVPA) definitions. There are cases that might be human trafficking, but they are prosecuted under different statutes and laws: e.g. some pornography cases and commercial sexual exploitation.
- In the same note, the project will count labour exploitation cases: domestic servitude, forced criminal activity, forced begging and forced labour. Although some of those crimes might be prosecuted under different laws and statutes (e.g. forced labour) they will be counted as child trafficking if they meet the Palermo and TVPA definitions.

## United Nations Sustainable Development Cooperation Framework

The intervention is contributing to the United Nations Sustainable Development Cooperation Framework 2022-2026 in Peru, particularly Direct Effect Nº 6:

*"Efecto Directo 6. Al 2026, las personas, especialmente aquellas que se encuentran en mayor situación de vulnerabilidad y discriminación, como niñas y niños, adolescentes, jóvenes y mujeres; ejercen sus derechos en condiciones de igualdad, como resultado del fortalecimiento de la gobernanza efectiva, la cohesión social, el acceso a la justicia y la lucha contra la desigualdad de género y toda forma de discriminación y violencia basadas en género, sobre la base de un enfoque integrado."*

## ► Project description

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The project Partnerships in Action to End child trafficking in Peru was approved in October 2017 with the following stages:

- **Preparation phase** (October - December 2017) to recruit international and local staff.
- **Reformulation phase** with donor and Peruvian counterparts (January – June 2018).
- **Official implementation** from July 2018 to December 2024.

It is funded by the Office to Monitor and Combat Trafficking in Persons (J-TIP), of the US-Department of State. The total budget allocated is **USD 7,940,000** after four cost extensions.

The project has 3 objectives:

- **Objective 1:** To enhance the capacity of the criminal justice system to investigate, prosecute and convict traffickers while maintaining a victim-centered approach.
- **Objective 2:** To enhance coordination among stakeholders to provide effective and comprehensive assistance, protection and reintegration of child victims of trafficking in Lima, Cusco, Loreto and some activities in Madre de Dios with particular attention to its gender dimension.
- **Objective 3:** To promote a strategic and coordinated approach to prevent child trafficking in Lima, Cusco and Loreto, with particular attention to its gender dimension.

The project will undergo a final evaluation in accordance with ILO rules and policies.

## Results achieved

Since 2018, the project has been supporting Peruvian agencies responsible with the investigation, prosecution and convicting of traffickers as well as those who provide specialized services to child trafficking victims. Important milestones have been achieved with the support of the project, which are included in Annex I.

## Linkage with the P&B

The project is linked with the P&B 2024-2025 as follows:

- **Outcome 1:** Strong, modernized normative action for social justice.
- **Output 1.4.** Increased capacity of constituents, partners and stakeholders to respect, promote and realize fundamental principles and rights at work.
- **Indicator 1.4.2.** Number of Alliance 8.7 Pathfinder countries that have taken action on child labour, forced labour or trafficking in persons.

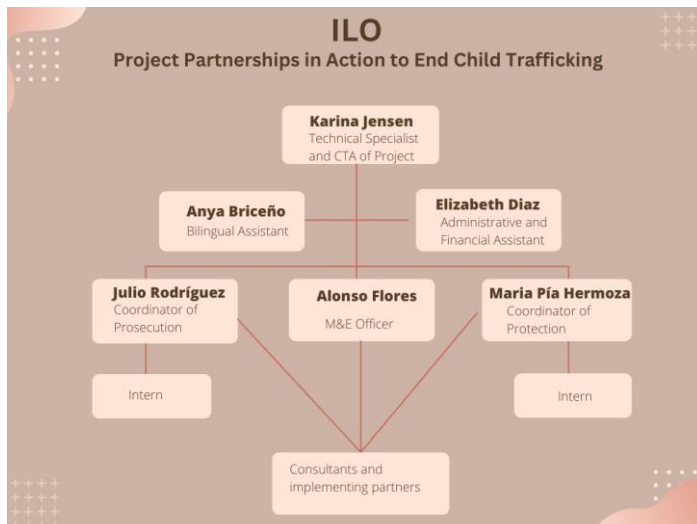
## Linkage with the SDGs

The project is linked with the SDGs as follows:

- **5.5** Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
- **8.3** Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro, small- and medium-sized enterprises, including through access to financial services.
- **8.7** Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.
- **16.2** End abuse, exploitation, trafficking and all forms of violence against and torture of children

## Management arrangements

The project is managed by a Chief Technical Adviser (CTA), responsible for overall project management based in Lima, Peru, and reports to the Director of the ILO Andean Office. The Project Management Team comprises of a National M&E Officer, an Administrative and Financial Assistant, a National Project Officer/Coordinator of the Prosecution component, a National Project Officer/Coordinator of the Protection component, and a Bilingual Assistant.



## ► Purpose, scope and clients of the evaluation

The main **purpose** of this final independent evaluation is to identify expected and unexpected results achieved by the project, how they were achieved, the factors that led to such achievements and how they have affected different counterparts. The evaluation will also identify the lessons learned and good practices that were found to support evidence-based learning and decision-making for future programming. The specific objectives of the evaluation are the following:

- Assess the extent to which the project has contributed to improving the capacity of the Peruvian government to eradicate child trafficking under the Child Protection Compact Partnership according to the scope of the project.
- Identify the contributions of the project to the Child Protection Compact -CPC- Partnerships, the national frameworks (National Action Plan and National Policy against TIP), the SDGs and its synergy with other projects and programs in the country related to TIP.
- Assess whether and how factors have affected project implementation, and whether such factors have been effectively addressed.
- Assess the extent to which project results will be sustainable.
- Identify lessons learned and possible good practices, in particular about intervention models that can be applied later, and innovative approaches developed within the framework of interventions.
- Provide strategic recommendations or considerations to improve future programming areas for key stakeholders.

Regarding **scope**, the final evaluation will cover the period July 1<sup>st</sup> 2018 to July 31<sup>st</sup> 2024. As an exception, the evaluation team should take into consideration any few specific achievements to be made by the project during the data collection phase. The project continues advocating for the approval of important instruments, tools and documents that may be approved during the weeks following the cut-off date. These specific achievements will not imply the collection of primary data.

It is important to note that effective implementation began in July 2018 with a reformulated logic model agreed between both governments. The evaluation will cover all the planned outputs and outcomes under the project, including modifications approved by the donor with cost extensions.

The evaluation should help to understand how and why the project has obtained or not the specific results from output to the project goal and take stock of the project's contributions towards the goals and objectives. The evaluation will encompass all geographic coverage of the project (Regions of Lima, Cusco, Loreto and specific activities in Madre de Dios and Puno).

The **clients/audiences** of the evaluation are the following:

### Internal:

- ILO Office for the Andean Countries • Project Team and implementing partners.
- FUNDAMENTALS/ GOVERNANCE

- PARDEV
- EVAL

#### External

- JTIP/USDOS
- Ministry of Interior
- National Police of Peru
- Public ministry
- Judiciary
- Ministry of Women and Vulnerable Populations
- National Program of Family Wellness (INABIF)
- Ministry of Labor and Employment Promotion
- National Superintendence of Labor Inspection (SUNAFIL)
- Ministry of Education
- Regional Governments of Loreto, Cusco.
- Municipalities
- Ministry of Foreign Affairs
- Ministry of Health
- Ministry of Justice and Human Rights

## ► Approach and evaluation questions

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In accordance with the ILO Policy guidelines for results-based evaluation and the ILO Evaluation Policy (2017 and complementary provisions in the ILO Evaluation Policy Guidelines), an independent final evaluation will be carried for the project. These guidelines adhere to the norms and standards of evaluation adopted by the United Nations Evaluation Group and the OECD/DAC Evaluation Quality Standards, and its criteria of relevance, validity of design, effectiveness, efficiency, impact, and sustainability, integrating into the design of the tools, and methodology.

The final evaluation will systematically assess the performance of the project against a set of key criteria and derived questions, document lessons learned and good practices and make recommendations to improve organizational learning for enabling sustainability of the action and the development of future interventions. The evaluation is also expected to provide effective guidance to ILO constituents on their future work on child trafficking. The results of this evaluation will be analysed and documented in a structured and systematic way, clearly identifying what works, for whom and why.

#### Key evaluation questions:

Criteria	Questions
<b>Relevance</b> <i>(The extent to which the intervention objectives and design respond to beneficiaries, country, and partners/institution needs, policies, and priorities, and continue to do so if circumstances change)</i>	<ol style="list-style-type: none"> <li>1. To what extent has the project adapted to and addressed the needs and priorities of target groups (including national stakeholders, the Government of Peru, ) as well as the final beneficiaries (child trafficking victims), considering the evolving context (socio-economic, political, and institutional environment in Peru), including the impact of COVID-19?</li> <li>2. Have the victim centred approach and trauma informed care been considered in the strategies addressing the differentiated needs of children and adolescents victims of trafficking.</li> </ol>

<p><b>Validity of intervention design</b> <i>(The extent to which the design is logical and coherent)</i></p>	<p>3. To what extent are the project’s design elements (objectives, outcomes, outputs, activities) and their underlying theory of change logical and coherent in addressing relevant priorities and needs, particularly for girls, boys, and children from various marginalized groups?</p> <p>4. Have the project strategies and actions remained coherent and relevant to Government Frameworks on TIP?</p> <p>5. In case there were any significant changes in the design, how have these changes improved the project? Were recommendations from the MTE addressed effectively? If not, why?</p>
<p><b>Coherence</b> <i>(How well does the intervention fit?)</i></p>	<p>6. To what extent has the project leveraged synergies and partnerships with various stakeholders (e.g., public institutions, NGOs, international organizations) to enhance effectiveness and impact, and maximize its contribution to governments framework on TIP, especially on child trafficking? Additionally, how have new intervening factors or actors emerging during the project period influenced its performance and design of future assistance in the field of human trafficking, especially those focused on child trafficking?</p>
<p><b>Effectiveness</b></p>	<p>7. To what extent has the project achieved its intended results (outcomes and outputs) across different components and target areas, including gender equality and non-discrimination? What factors supported the results achieved, and to what extent have political circumstances (e.g., frequent leadership changes and staff turnover) affected implementation? How were these challenges overcome?</p> <p>8. How effective have the project’s interventions been in increasing the regulatory and enforcement capabilities of relevant authorities, especially in protecting and supporting boys, girls and children from various vulnerable groups?</p> <p>9. How well did the project address the capacity needs and challenges of stakeholders, and what impacts have these interventions had on improving the detection, investigation, and prosecution of trafficking cases, as well as the protection of victims?</p> <p>How robust and reliable are the project’s monitoring and evaluation systems in capturing the effectiveness of interventions, particularly regarding gender- disaggregated data and the inclusion of children from various vulnerable groups?</p>
<p><b>Efficiency of resource use</b></p>	<p>11. How efficiently has the project been managed in terms of financial, human resources, and timing, considering the changing institutional and political context? <i>(This should include an assessment of national and regional differences, as well as the effectiveness of mitigation strategies and the strategic allocation of resources to achieve the project’s objectives, including those related to gender equality)</i></p> <p>12. Assess the cost-effectiveness and value for money of the project’s interventions, considering both the financial investments and the outcomes achieved<sup>127</sup>.</p>

<sup>127</sup> Criteria to address this question to be determined with Regional Evaluation Team; its pertinence will be determined based on available information.



<p><b>Effectiveness of management arrangements</b></p>	<p>13. Is the monitoring and evaluation system results-based? To what extent were the technical resources and partnerships adequate and adapted to fulfil the program plans? How were gender-related needs addressed through technical resources and partnerships?</p> <p>14. How effective were the management and governance arrangements of the project, including adaptive management practices, in maximizing the opportunities to achieve the intended outcomes and objectives?</p> <p>15. How effective were knowledge sharing, technical assistance, and communication activities in raising the credibility and profile of the project within the country (and specific regions)?</p> <p>16. Was the relationship with the donor managed effectively, contributing to the achievement of the project results in a timely manner?</p>
<p><b>Impact orientation</b></p>	<p>17. What are the most significant results produced directly or indirectly by the project in terms of impact, including observable long-term impacts on gender equality and the inclusion of children from various marginalized groups?</p> <p>18. To what extent has the project contributed to significant changes in the capacity of the government (design and/or application of standards, legislation) and strengthening governance systems of the Peruvian government to eradicate child trafficking under the Child Protection Compact Partnership?</p> <p>19. How has the project influenced the development and implementation of national and regional policies and practices towards fighting trafficking in persons, especially those aimed at prosecuting child trafficking and supporting victims?</p> <p>20. What evidence exists that the project's interventions have led to improve the capacity of the government institutions that provides psychosocial, educational, and economic outcomes for child victims of trafficking, and how has this impacted victim's reintegration into society?</p> <p>21. Has the project generated any unintended positive or negative results or impacts? If so, what are they, and how have they affected the overall outcomes of the project?</p>
<p><b>Sustainability orientation</b></p>	<p>22. What strategies were taken to ensure the sustainability of the results achieved by the project?</p> <p>23. To what extent are the benefits of the project likely to continue after its completion, and what specific activities, results, and mechanisms have</p>

	<p>been adopted by local counterparts to ensure the sustainability of these benefits?</p> <p>24.</p> <p>25. How effectively has the project built the capacity of local institutions and stakeholders to sustain anti-trafficking efforts independently? How committed are these stakeholders to sustaining these efforts beyond the project's lifecycle?</p> <p>26. What institutional and systemic changes have been made to support sustainable improvements in combating child trafficking? How robust are these changes in ensuring long-term impact?</p> <p>27. Are there any project results or practices that are likely to be scaled up or replicated by the government or other stakeholders? If so, what are they, and what factors contribute to their scalability?</p> <p>28. What potential positive effects could be achieved by engaging with workers' and employers' organizations, alongside government entities, in future anti-trafficking efforts? How might the inclusion of these tripartite constituents could enhance the sustainability and impact of future project's designs.</p>
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**Note: (\*) Gender-Sensitive Analysis:** The evaluation will consider the different ways in which boys, girls, and non-binary children are affected by trafficking. The evaluation will analyse the gender-specific drivers and consequences of trafficking.

## ► Management Arrangements of the evaluation

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The evaluation team will report to the evaluation manager, Cybele Burga, ILO Regional Evaluation Officer ([burga@ilo.org](mailto:burga@ilo.org)). Logistical and administrative support will be provided by the ILO Office in Lima, and coordinated by Mr. Alonso Flores, M&E Officer ([floresal@iloguest.org](mailto:floresal@iloguest.org)).

## ► Evaluation methodology

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The independent final evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The evaluation is an independent evaluation, and **the final methodology and evaluation questions will be determined by the consultant in coordination with the Evaluation Manager.**

The evaluation will be conducted by a team of independent evaluators, that will include a national consultant, who will primarily focus on all the criteria described in the previous section as well as will provide inputs that will feed into the remaining programme period.

The evaluation will be "summative" in nature. It will be oriented to assess the expected and unexpected results of the intervention (by component and overall), how and why (and why not) these results were achieved. Process aspects will also be valued as these explain the achievement or not of the results, assessing the extent to which the learning generated became good practices, identifying evidence that justifies the extension or maintenance of the intervention over time. The evaluation of processes and results will offer stakeholders information to evaluate and review work plans, strategies, objectives, strategic alliances, and resources as required for the implementation of similar projects in the future.

### Evaluation stages

The evaluation will apply a **mix methods approach**, engaging with key stakeholders of the project at all levels during the design, field work, validation, and reporting stages. To collect the data for analysis, the evaluation will make use of the techniques listed below (but not limit to). The data from these sources will be triangulated to increase the validity and rigor of the evaluation findings.

**Desk review and data analysis** of the M&E products and other documents and publications.

- A thorough examination of various secondary sources will be conducted. These include the project's narrative reports, logic model, administrative records, and M&E system documentation such as baseline Theory of Change assumptions, technical Quarterly Progress Reports (2018-2024), annual measurement reports of outcome indicators, the mid-term evaluation report and its action plan, and the sustainability plan.
- Relevant publications and other materials generated during the project will also be reviewed, along with existing laws, policies, plans, protocols, guides, technical standards, databases, and statistics related to trafficking in the country, previous evaluations.

The list includes the following:

- Project narrative
- Logic Model
- Administrative records
- Project M&E system: baseline, TOC, assumptions, technical Quarterly Progress Reports (2018-2024),
- annual measurement reports of outcome indicators, mid-term evaluation report and its action plan, means of verification, sustainability plan, monitoring matrix, organizational chart of the project, work plans, budget and budget narrative, M&E plan, reporting/dissemination matrix, among others (Data should be breakdown by sex as appropriate).
- Publications and other relevant products generated during the project.

- Relevant information on the problem of trafficking in the country: laws, policies, plans, protocols, guides, technical standards, databases, statistics, administrative records.
- CPC Endline Evaluation (2022) <https://www.state.gov/wp-content/uploads/2023/08/U.S.-Peru-CPCEndline-Eval-Report-Unclass-508.pdf>.

**Key informant interviews** • Interviews will be conducted with project staff, relevant ILO specialists, and other ILO officials using tailored questionnaires. This will include in-depth interviews with key counterparts of the project, especially those involved in the fight against trafficking at the national level and in the regions of Cusco and Loreto .

Specifically, representatives from institutions involved in investigation, prosecution, conviction of the crime, and/or care, protection, and reintegration of victims will be interviewed. This includes the Ministry of Interior, National Police of Peru, Public Ministry, Judiciary, Ministry of Women and Vulnerable Populations, INABIF, Ministry of Labor and Employment Promotion, SUNAFIL, Ministry of Education, Regional Governments of Loreto and Cusco, Municipalities, Ministry of Foreign Affairs, Ministry of Health, and Ministry of Justice and Human Rights.

**Structured Interviews:** Semi-structured interviews will allow for in-depth exploration of the perspectives of these key informants, focusing on how the project addressed the needs of girls, boys, and children with diverse orientations.

**Surveys.** To complement the interviews, self-administered virtual surveys should be distributed to the same participants. These surveys should utilize Likert scales to quantify participants' perceptions and evaluations regarding the project's relevance, gender sensitivity, major advancements, management, and sustainability. This dual approach will enable a robust quantitative and qualitative analysis of the project's impacts.

**Site observations:** Potential evaluators should take into account that the possibility of conducting field visits to observe project activities firsthand will be evaluated during the inception phase of the evaluation. This may include visiting specialized shelters (CAREs) supported by the project in Lima, Cusco, and Loreto. As such, financial proposals should be flexible and include provisions for potential travel and accommodation costs associated with these field visits. However, please note that direct interviews with child trafficking survivors will be avoided to prevent re-victimization, in accordance with MIMP regulations.

**Emphasis on achievements and contributions.** The evaluation will place a special focus on identifying and highlighting the project's principal achievements. This will involve prioritizing the most significant "n" achievements in line with the project's overall goals. The evaluation will also seek to identify the project's contributions to these achievements and other external contextual factors that have played a role. This aspect will be explored through both interviews and surveys.

#### **Evaluation suggested strategies:**

- **Outcome Harvesting (OH):** The OH focuses on collecting evidence of both intended and unintended changes. This retrospective approach helps establish the extent to which the intervention contributed to these changes.
- **Program Theory Approach:** Combined with OH, this prospective approach helps understand and test the internal logic and causal mechanisms of the program.

#### **Integration of Gender Equality and Vulnerable Groups:**

Intersectional approach: The methodology will adopt an intersectional approach, recognizing the multiple and intersecting forms of vulnerability faced by different groups of children. This includes an analysis of how gender, age, and orientation intersect to influence the experiences of trafficking victims.

#### **Evaluation Tools and Techniques:**

- **Qualitative Techniques:** Semi-structured interviews and focus groups.
- **Quantitative Techniques:** Virtual surveys and data transformation methods to quantify qualitative data.
- **Triangulation:** Ensuring the robustness of findings through multiple data sources and methods.

**Cost-Effectiveness Analysis.** An analysis will be conducted to evaluate the cost-effectiveness of the project. This will examine whether the project could have achieved more results with the same investment or the same results with less investment.

#### **Sustainability and Future Recommendations:**

- **Sustainability Roadmap:** A roadmap will be established for the project's sustainability postcompletion, ensuring the continuation of benefits for all groups.
- **Future Interventions:** Recommendations will be developed for improving future interventions, including identifying key actors for future participation, with a focus on all vulnerable groups.

**Presentation of the preliminary findings.** At the end of the field work the evaluation team will present preliminary findings to the project team in a workshop to discuss the findings and fill information gaps.

The data and information should be collected, presented and analysed with appropriate gender disaggregation even if project design did not take gender into account. A more detailed methodology for the assignment will be elaborated by the evaluator on the basis of this TOR, in consultation with the ILO Evaluation Manager and key stakeholders in the Inception report.

**Presentation of the evaluation findings.** Once the report is finalized, the evaluation team will present the findings to the project team and the US Department of State's TIP Office.

## ► Main products

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The evaluation will result in a concise evaluation report detailing the overall and specific performance of the project as assessed in terms of relevance and strategic fit of the intervention; validity of the intervention design; progress and effectiveness of the intervention; resource use efficiency; effectiveness of management arrangements; orientation to the impact and sustainability of the intervention; as defined in the ILO Guidelines for the preparation of independent evaluations of ILO programs and projects ([ILO Policy Guidelines for Results-Based Evaluation](#)).

The evaluator is expected to deliver the following products:

► **Product 1: Inception report.** The Inception Report, of no more than 15 pages (not including Annexes), will be submitted for review and approval by the evaluation manager. This Report must include a detailed description of the methodology to be used in both evaluations, sources, and procedures to be used for data analysis and collection, key activities, interview questionnaires, list of key stakeholders, research questions, compliance indicators and the evaluation schedule. This report will be used as the initial point of agreement and understanding between the evaluation team and the contracting party (see [Checklist 4.8: Writing the Initial Report](#)).

► **Products 2 and 3 (Progress report- product 2 and final evaluation report- product 3).** The evaluation report must be submitted to the Evaluation Manager. The final evaluation report must be in Spanish and follow the ILO specific presentation formats and must not be longer than 60 pages, excluding annexes. The annexes of the report will include: the questions and indicators used for the investigation, the final instruments used in the field work, a list of the people interviewed, and a list of the documents reviewed. The report must be established in line with the ILO "quality checklists 4 and 5" for evaluation reports that will be downloaded from the link in Annex 2.

**This Evaluation Report must include:**

- (1) Title page with the key data of the project and evaluation;
- (2) Table of contents and lists (annexes and tables or graphs)
- (3) List of abbreviations
- (4) Executive summary (no more than 5 pages)
  - 4.1. Background and context
    - 4.1.1. Summary of Evaluation Purpose, Logic, and Structure
    - 4.1.2. Current allocation status
    - 4.1.3. Purpose, scope and clients of the evaluation
    - 4.1.4. Evaluation methodology
  - 4.2. Main findings and conclusions
  - 4.3. Recommendations, lessons learned and good practices
- (5) Body of the report
  - 5.1. Background of the intervention
  - 5.2. Background to the final independent evaluation
  - 5.3. Methodology
  - 5.4. Main findings ordered according to the five criteria of the analytical framework
- (6) Conclusions
  - 6.1. conclusions
  - 6.2. Lessons learned (according to [eval template](#))
  - 6.3. Good practices (according to [eval template](#))
  - 6.4. recommendations
- (7) Annexes (list of interviews, meeting summary, stakeholder meetings, other relevant information)

Consult [Checklist 4.2: Preparing the Evaluation Report](#).

The report should follow the EVAL format template, including a title page (see [Checklist 4.3: Filling in the evaluation title page](#)). The quality of the Report will be graded based on EVAL's quality standards (see [Checklist 4.9: Rating the quality of an evaluation report](#)).

- ▶ **Executive Summary for high circulation dissemination.** The executive summary must follow the EVAL guidance format, synthesize the most important results of the evaluation by evaluation criteria, lessons learned, good practices and recommendations and must not be longer than 7 pages (see [Checklist 4.4: Preparing the Evaluation Report Summary](#)). Likewise, an executive summary must be prepared for the project, highlighting the differentiated results by intervention.
- ▶ **Product 4: PowerPoint** with main results that summarize the most substantive aspects of the final independent evaluation report, background, methodology used, main findings, conclusions, lessons learned, good practices and recommendations.
- ▶ **Product 5: 2 Institutional stories.** The institutional stories must be representative of key results. They can be stories of success or improvement and must deliver learning.

## ▶ Tentative work plan

This evaluation exercise anticipates a level of effort of 80 effective workdays (which will be divided among all team members), which will be developed between August and November 2024. Here is the tentative schedule:

Stage	Tentative date	Main tasks	Responsible
<b>Phase 1: preparatory activities for the evaluation</b>	1st week of August	At least two meetings with the evaluator team to adjust the methodology, documents, and format of the inception report	Evaluation team and Regional Evaluation Officer – REO
<b>Phase 2: Evaluation process</b>	2nd week of August	Refinement of the method, research tools and inception report	Evaluation team and REO
		Definition of evaluation questions, search strategy and protocol through dialogue with REO	
	3rd week of August to 2 <sup>nd</sup> week of September	Interviews with key stakeholders and field visits.	Evaluation team
	3rd week of September	Data analysis and systematization	Evaluation team
	3rd week of October	Preliminary report	Evaluation team
	until 1st week of November	Review of comments to the report by REO, EVAL and ILO officials	Evaluation team
	3rd week of November	Deadline to deliver the Final Report	Evaluation team
<b>Phase 3: Dissemination</b>	4th week of November	Stakeholder's evaluation results dissemination workshop	Evaluation team

## ▶ Responsibilities and required profile of the evaluation team

The final independent evaluation of the project “Partnerships in Action to End Child Trafficking in Peru” subject of these ToR must be carried out by an independent evaluation team. The gender balance in the composition of the team is desirable and **thematic knowledge in human trafficking is a must**.

### Responsibilities of the evaluation team

This is an independent evaluation, in which ILO will appoint an evaluation manager and the members of the Evaluation Team, which ideally will include national expertise.

Team member	Responsibilities
<p><b>Evaluation Manager:</b> the evaluation will be managed by Cybele Burga, ILO Regional Evaluation Officer for Latin America and the Caribbean, who has no prior involvement in the project</p>	<ul style="list-style-type: none"> <li>• Draft and finalize the evaluation TOR with inputs from key stakeholders; Develop the Call for expression of interest and select the independent evaluator;</li> <li>• Brief the evaluator on ILO evaluation policies and procedures;</li> <li>•</li> <li>• Initial coordination with the project team on the development of the field mission schedule and the preliminary results workshop;</li> <li>• Circulate the first draft of the evaluation report for comments by key stakeholders; Ensure the final version of the evaluation report address stakeholders’ comments (or an explanation why any has not been addressed) and meets EVAL quality requirements.</li> </ul>
<p><b>Team leader:</b> the lead evaluation consultant</p>	<ul style="list-style-type: none"> <li>• Responsible for conducting the evaluation.</li> <li>• Coordinate with evaluation manager, project team and stakeholders to conduct the entire evaluation process.</li> <li>• Proceed to a desk review of all relevant documents and conduct a field mission to meet main stakeholders.</li> <li>• Elaborate the inception report (incl. methodological elaborations), the first version and final report in deadlines and in conformity with ILO and international standards.</li> <li>• Conduct the field work, if this is confirmed feasible during of the consultancy development and stakeholders’ workshop at the end of the mission.</li> <li>• Participate to debriefings with main stakeholders on the main results and recommendations of the evaluation.</li> </ul>

### Evaluation team profile

The evaluation team may consist of individual consultants, groups of consultants, firms of consultants or research institutes that should be experts in research, baselines, monitoring and evaluation and methodologies. Preference will be given to consultants, firms or research institutes that have **at least** the following qualifications and experience:

Team member	Education	Experience
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<p>At least one <b>Independent Evaluator</b> (leader)</p>	<ul style="list-style-type: none"> <li>• An advanced university degree or equivalent background in Economics, Social Sciences or related graduate qualifications. Specialized training in areas such as evaluation, project management, social statistics, advanced statistical research, and analysis.</li> </ul>	<ul style="list-style-type: none"> <li>• At least 7 years of experience in similar projects /programs evaluation, preferably in Americas; Experience in using the Theory of change approach on evaluation. Strong background in Human Rights Based Approach programming and Results Based Management.</li> </ul>
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		<ul style="list-style-type: none"> <li>• Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;</li> <li>• Excellent analytical skills and communication skills;</li> <li>• Demonstrated excellent reading and report writing skills in Spanish and English (all reports are in English)</li> <li>• Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;</li> <li>• Knowledge and experience in human and child trafficking would be an asset as well in the Peruvian criminal justice system and the system for the protection of children and adolescents.</li> </ul>
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<p>At least one <b>national evaluation consultant</b></p>	<ul style="list-style-type: none"> <li>• Bachelor degree Economics, Social Sciences, law or related graduate qualifications Specialized training in areas such as evaluation, project management, social statistics, advanced statistical research, and analysis.</li> </ul>	<ul style="list-style-type: none"> <li>• A minimum of 5 years of professional experience specifically in evaluating project/programs in the area of human rights, preferably in Peru. Proven experience with logical framework approaches and other strategic planning approaches, M&amp;E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.</li> <li>• Understanding of the, with a particular appreciation of its political and justice institutions.</li> <li>• Excellent communication, analytical and interview skills.</li> <li>• Advanced report writing skills.</li> <li>• Demonstrated ability to deliver quality results within strict deadlines.</li> <li>• Knowledge and experience in human and child trafficking would be an asset as well in the Peruvian criminal justice system and the system for the protection of children and adolescents.</li> </ul>
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<p>At least <b>one thematic specialist</b></p>	<ul style="list-style-type: none"> <li>• Advance university degree in social sciences or criminal law. Specialized training in trafficking in persons.</li> </ul>	<ul style="list-style-type: none"> <li>• A minimum of 5 years of professional experience in the implementation of projects, programs, activities, and /or research directly related to the components of prosecution of human trafficking and the protection of victims/survivors.</li> <li>• A professional that has not hold a public position in an institution part of the CPC with whom the project has coordinated the implementation of</li> </ul>
		<p>activities or consultants that have created work products that contributed to the project results.</p> <ul style="list-style-type: none"> <li>• Excellent communication, analytical and interview skills.</li> <li>• Fluency in reading and writing in English.</li> <li>• Demonstrated ability to deliver quality results within strict deadlines</li> </ul>

## ► Payment schedule

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The evaluation team fees, corresponding to approximately 80 effective workdays, will be carried out once the products are received to the satisfaction of the OIT as follows:

- Payment 1: 20% (US\$ XX) against delivery and approval of the Inception Report.
- Payment 2: 30% (US\$ XX) upon delivery and approval of the Preliminary Report (Product 2).
- Payment 3: 50% (US\$ XX) against the delivery and approval of the Final Report (Product 3), PowerPoint of results (Product 4), and institutional story (Product 5).

## ► Legal and ethical aspects

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The evaluator will maintain the utmost confidentiality related to sensitive information and comments that arise during individual and group interviews. They should be given enough space to ask any questions they may have, and they should be answered to their satisfaction before the interview begins.

This evaluation complies with the United Nations norms and standards for evaluation and will ensure that ethical safeguards regarding the independence of the evaluation are taken into account. Please, ask [here](#) UNEG ethical guidelines.

The evaluation team will subscribe consent forms due to the handling of sensitive information collected (primary and secondary). On the other hand, the evaluation team will make sure that all stakeholders sign consent forms.



## Anexo 4. Ampliaciones presupuestarias

	Fecha de aprobación	Elementos incorporados	Duración acumulada	Presupuesto/ monto adicional	Presupuesto acumulado
Reformulación	Mayo de 2018	-	39 meses	\$4M	\$4M
1ª Extensión con fondos adicionales	Septiembre de 2019	<ul style="list-style-type: none"> <li>Incorporación de las regiones de <b>Madre de Dios y Puno</b> al ámbito de intervención del Proyecto para algunas actividades.</li> <li>Ampliación del equipo del proyecto con <b>tres nuevos puestos</b>: Oficial Técnico, Asociado Técnico y Asociado de Traducción.</li> <li>Modificaciones en ciertas actividades y productos, resultado en una <b>nueva matriz de marco lógico</b> (productos adicionales en la Actividad 2.2 sobre Modelo de Atención, y Actividad 3.2. sobre protocolo de repatriación).</li> <li>Ampliación del contrato de <b>CHS Alternativo</b> y contratación de <b>consultorías</b>.</li> </ul>	51 meses	\$1.7M	\$5,7M
2ª Extensión con fondos adicionales	Agosto de 2021	<ul style="list-style-type: none"> <li>Inclusión del "<b>Output 1.2.3 La capacidad del IML para contribuir a combatir los casos de trata de menores ha mejorado</b>". El Proyecto brinda <b>asistencia técnica al IML</b>, resultando en la elaboración de una guía.</li> <li>Inclusión de la "<b>Actividad 1.3: Promoción del intercambio de experiencias, conocimiento y buenas prácticas sobre trata de personas e interpretación normativa a nivel nacional e internacional</b>", incluyendo la participación de otros países de la región.</li> <li>Aumento del <i>target</i> sobre <b>formación de los CAREs</b> para hacer frente a la alta rotación y a los efectos de la pandemia.</li> <li>Puesta en marcha del <b>Proyecto piloto en Lima</b> (Output 2.4.3).</li> <li><b>Nuevo indicador en el programa de familias de acogida</b> a fin de mejorar su capacidad para identificar, formar y supervisar a las familias que pueden proporcionar cuidados temporales a menores LGBTI víctimas de la trata.</li> </ul>	67 meses	\$1.2M	\$6,9M
3ª Extensión con fondos adicionales	2022	-	74 meses	\$40,000	\$6,940,000
4ª Extensión con fondos adicionales	Agosto de 2023	<ul style="list-style-type: none"> <li>Continuación de la <b>asistencia técnica al Coordinador Nacional del FISTRAP</b> para organizar sesiones de trabajo y mecanismos interinstitucionales destinados a mejorar la coordinación e identificar silos y respuestas para abordarlos.</li> <li>Incorporación de <b>targets y actividades adicionales</b>, como crear un sistema de seguimiento de los servicios prestados por los refugiados<sup>128</sup>.</li> </ul>	87 meses	\$1M	\$7,940,000

<sup>128</sup> No llegó a realizarse por no considerarse viable.

## Anexo 5. Tabla resumen de indicadores de *outcome*

Objective	CPC Activity	Outcome	Outcome indicator	Periodo de referencia	Baseline	Target	Mid term	I medición	II medición	III medición	IV medición	Estado
1. To enhance the capacity of the criminal justice system to investigate, prosecute and convict traffickers while maintaining a victim-centered approach.	1.1. Analysis of child trafficking prosecutions and convictions with final decisions of Lima, Cusco and Loreto and provide international best practices.	1.1.1. Improved Criminal Justice System prosecutions and convictions in quantitative and qualitative terms, of child trafficking cases, with particular attention to the victim's gender dimension.	1.1.1.1 % of recommendations implemented by the criminal justice system.	Diciembre 2021	0	50%	45%	92%	No se actualizó	No se actualizó	No se actualizó	183%
		1.1.2. Improved prosecution and conviction, in quantitative and qualitative terms, of child trafficking cases, with particular attention to the victim's gender dimension.	1.1.2.1 % of recommendations from the second report implemented by the criminal justice system.	Diciembre 2021	0	50%	N/A	71%	No se actualizó	No se actualizó	No se actualizó	143%
			1.1.2.2 % of recommendations from the third report that the Public Ministry has committed to implement.	Julio 2024	0	50%	N/A	N/A	N/A	N/A	58%	117%
	1.2: Develop a Mentorship-Training Program for law enforcement, prosecutors and judiciary with national and international experts and counterparts to share investigative and prosecutorial techniques and on how to achieve successful convictions on child trafficking	1.2.1 Increased capacity within specialized law enforcement and the judiciary to detect, investigate, prosecute, convict, and sentence child sex and labor traffickers.	1.2.1.1 % of ongoing TIP investigations out of total cases received (vs archived, dismissal, referrals)	Julio 2024	21%	30%	N/A	No se actualizó	77%	No se actualizó	56%	188%
			1.2.1.2 % of knowledge increase among prosecutors and Judges through pre and post tests	Junio 2024	0	25%	20%	24,8%	26,3%	30,0%	No se actualizó	120%
			1.2.1.3 % cases where victim reparation is ordered in sentencing.	Julio 2024	75%	85%	100%	Not measured	87%	No se actualizó	90%	106%
		1.2.2. Learning mechanisms and resources are institutionalized / adopted for law enforcement, prosecutors and judiciary Schools to deal with child	1.2.2.1 Training modules incorporated into the official curriculum of training units of the School of the Public Ministry, Judiciary and the police schools. (Target 4)	Agosto 2023	0	4	1	4	5	No se actualizó	6	150%

Objective	CPC Activity	Outcome	Outcome indicator	Periodo de referencia	Baseline	Target	Mid term	I medición	II medición	III medición	IV medición	Estado
		trafficking cases and increase knowledge and skills.	1.2.2.2 # of key law enforcement, prosecutors and judiciary school trainers trained on child trafficking	Diciembre 2021	0	75	0	118	No se actualizó	No se actualizó	No se actualizó	157%
			1.2.2.3 # of training courses adapted or developed in their learning platforms to ensure continuity		0	1	-	N/A	1	No se actualizó	1	100%
			1.2.3. ILM officials are sensitized, trained and have access to specialized tools to better prepare forensic reports on child trafficking cases	1.2.3.1 % of knowledge increase among ILM officials through pre and post tests	Junio 2024	0	30%	N/A	12,3%	24,8%	42,8%	No se actualizó
	1.3: Promote national and international exchange of experiences, knowledge and best practices of TIP and CT law interpretation	1.3.1. Standardized and specialized TIP and CT law interpretation at national and international level to create jurisprudence, including specialized literature available for justice operators to base resolutions and legal documents	1.3.1.1 % of justice operators with knowledge and resources to interpret the law correctly (survey).	Junio 2022	0	70%	N/A	100%	No se actualizó	No se actualizó	No se actualizó	143%
2: To enhance coordination among stakeholders to provide effective and comprehensive assistance, protection and reintegration of child victims of trafficking in Lima, Cusco, Loreto and some activities in Madre de Dios	2.1 Provide technical assistance to state and other relevant public institutions to set up and/or improve policies and procedures promoting the use of victim-centered approaches throughout the protection and criminal process	2.1.1. Policies and procedures relevant to child trafficking cases promoting victim-centered approaches, with particular attention to the gender dimension, by state and institutions of the assistance, protection and criminal justice systems available and being implemented.	2.1.1.1 # of institutions applying policies, procedures, checklists, recommendations and/or knowledge to ensure victim-centered approach in child trafficking cases. (Target 10).	Agosto 2023	0	10	6	12	12	No se actualizó	No se actualizó	120%
		2.1.2. Institutional capacity to apply the victim centered approach in child trafficking cases increased.	2.1.2.1 % increase knowledge of the application of the victim-centered approach as demonstrated by pre and post-tests	Junio 2024	0	30%	20%	28,3%	29,4%	No se actualizó	41,3%	138%

Objective	CPC Activity	Outcome	Outcome indicator	Periodo de referencia	Baseline	Target	Mid term	I medición	II medición	III medición	IV medición	Estado
with particular attention to its gender dimension.	2.2. Provide technical assistance to the Ministry of Women and Vulnerable Populations to improve and expand specialized services to child trafficking victims in state shelters and temporary shelters, Loreto and Cusco including some indicators in MDD and/or Puno.	2.2.1.2 Increased number of state and temporary spaces are equipped and staffed to provide comprehensive specialized services to victims	2.2.1.2 # of state specialized shelters and temporary spaces equipped and staffed to provide comprehensive specialized services to victims.	Diciembre 2021	0	5	6	6	No se actualizó	No se actualizó	No se actualizó	120%
		2.2.1.3 Improved knowledge of CARE operators on providing high quality specialized services and conditions.	2.2.1.1 % improvement of knowledge for CARE personnel from trainings and technical assistance as indicated through pre and post-test	Setiembre 2022	0	30%	25%	41%	No se actualizó	No se actualizó	No se actualizó	135%
		2.2.2. Specialized assistance services are standardized across all CARs.	2.2.2.1 % improvement of knowledge of INABIF's Assistance Model in CAR's personnel as indicated through pre and post-test	Agosto 2023	0%	25%	N/A	N/A	46%	No se actualizó	No se actualizó	183%
	2.3: Provide specialized technical assistance to the Ministry of Health to develop, implement and monitor a Mental Health Protocol/Guidelines on Child Trafficking.	2.3.1. Institutional capacities and framework of the Ministry of Health is improved to provide specialized services on mental health to child trafficking victims.	2.3.1.1 Improvement of knowledge for participants from training as demonstrated by pre and post-test	Julio 2024	0	25%	N/A	26%	18%	No se actualizó	83,7%	335%
	2.4: Provide technical assistance for the implementation of the "Inter-Sectoral Protocol for the Prevention and Prosecution of the Crime and for the Protection, Assistance and Reintegration of Human Trafficking Victims" focused on the areas of Protection, Assistance and Reintegration processes of child trafficking victims'	2.4.1. Improved institutional action and coordination between agencies tasked with assisting and protecting child trafficking victims, with relevant due consideration to gender concerns.	2.4.1.1 # of official meetings of the protection working groups of the national and regional commissions	Agosto 2023	532	6	N/A	15	16	No se actualizó	No se actualizó	267%
		2.4.2. Enhanced knowledge and coordination to reintegrate child trafficking victims and to work towards the creation of a national reintegration system (articulated services).	2.4.2.1 # of child trafficking victims taking part of the pilot programs and receiving specialized services according to their individualized reintegration plans implementation by multiple ministries/agencies. (Target 20)	Agosto 2023	0	20	N/A	14	31	No se actualizó	No se actualizó	155%

Objective	CPC Activity	Outcome	Outcome indicator	Periodo de referencia	Baseline	Target	Mid term	I medición	II medición	III medición	IV medición	Estado	
	trough Capital Humano y Alternativo CMNPTPTIM.	2.4.3. Public institutions have guidelines available to implement employability and entrepreneurship programs for CT victims	2.4.3.1 Pilot program systematized and available to relevant institutions	Julio 2024	0	1	N/A	N/A	N/A	No se actualizó	1	100%	
		2.4.3. Public institutions have guidelines available to implement employability and entrepreneurship programs for CT victims	2.4.3.2 Number of CT victims from CAREs trained to develop labour skills required for CT victims	Agosto 2023	0	40	N/A	93	142	160	No se actualizó		400%
		2.4.3. Public institutions have guidelines available to implement employability and entrepreneurship programs for CT victims	2.4.3.3 # of child TIP survivors who received seed capital or scholarships from private, public or non-profit institutions	Junio 2024	0	10	N/A	N/A	0	2	11		110%
	2.5: Provide technical assistance to the Ministry of Women and Vulnerable Populations, Ministry of Justice and Victims Assistance Unit of the Public Ministry, local officials and other relevant institutions to improve their policies and procedures related to specialized care for child trafficking victims, especially LGBTI children.	2.5.1. Enhanced assistance to LGBTI child trafficking victims.	2.5.1.1 Improvement of knowledge for officials trained as demonstrated by pre and post-tests	Junio 2024	0	25%	14%	12%	13%	No se actualizó	27,3%	109%	
	2.6. Provide agency specific training for state health providers, municipal inspector, and front-line law enforcement personnel to identify and refer victims of child trafficking in Loreto, Cusco and Lima through Capital Humano y Alternativo.	2.6.1. Enhanced effectiveness of relevant sectors to proactively identify, report information and make referrals of child trafficking victims.	2.6.1.1 Improvement of knowledge for officials trained as demonstrated by pre and post-tests	Agosto 2023	0	25%	N/A	27%	33%	No se actualizó	No se actualizó	130%	

Objective	CPC Activity	Outcome	Outcome indicator	Periodo de referencia	Baseline	Target	Mid term	I medición	II medición	III medición	IV medición	Estado
	2.7. Provide technical assistance to the Ministry of Foreign Affairs to develop policies and procedures for the assistance of CT victims with a VCA	2.7.1. Enhanced assistance and repatriation policies for child trafficking victims.	2.7.1.1 # of repatriation and assistance policies institutionalized by the MOFA.	Julio 2024	0	2	N/A	N/A	N/A	1	2	100%
3: To promote a strategic and coordinated approach to prevent child trafficking in Lima, Cusco and Loreto, with particular attention to its gender dimension.	3.1: Provide technical assistance to the regional commissions of Lima, Cusco and Loreto to adapt their plans to local needs on child trafficking according the new National Policy	3.1.1. Improved action and coordination capacity of regional commissions to locally implement their regional plans against TIP, paying particular attention to the gender dimension.	3.1.1.1 of actions implemented by the Metropolitan Commission of Lima.	Agosto 2023	0	2	2	2	5	No se actualizó	No se actualizó	250%
		3.1.1. Improved action and coordination capacity of regional commissions to locally implement their regional plans against TIP, paying particular attention to the gender dimension.	3.1.1.2 # of activities implemented in actions plans of regional commissions. (Target 20)	Agosto 2023	0	20	6	53	49	No se actualizó	No se actualizó	245%
		3.1.1. Improved action and coordination capacity of regional commissions to locally implement their regional plans against TIP, paying particular attention to the gender dimension.	3.1.1.3 # of investment projects developed and submitted with the regional commissions and regional governments aiming the construction and maintenance of CARs, accommodations and spaces.	Junio 2024	0	2	0	2	2	2	No se actualizó	100%
	3.2: Develop and implement a national and regional communication strategy using its in-house media outlets focused on emblematic child trafficking cases through Institute of Legal Defense IDL.	3.2.1. Improved understanding among the Defense Institute's audience on child sex and labor trafficking. (decision makers, law enforcement, judges, academy, traditional media)	3.2.1.1 # of subscribers added to IDL's mailing list after campaign commencement.	Diciembre 2021	0	10	42	42	No se actualizó	No se actualizó	No se actualizó	420%
		3.2.1. Improved understanding among the Defense Institute's audience on child sex and labor trafficking. (decision makers, law enforcement, judges, academy, traditional media)	3.2.1.2 # of audiovisual materials transferred to MININTER	Agosto 2023	0	30	N/A	13	49	49	No se actualizó	163%

Objective	CPC Activity	Outcome	Outcome indicator	Periodo de referencia	Baseline	Target	Mid term	I medición	II medición	III medición	IV medición	Estado
		3.2.1. Improved understanding among the Defense Institute's audience on child sex and labor trafficking. (decision makers, law enforcement, judges, academy, traditional media)	3.2.1.3 % of participants understanding the awareness materials on TIP to measure change of behavior and understanding of child trafficking. (KAP)	Setiembre 2022	0	40%	34%	50%	No se actualizó	No se actualizó	No se actualizó	124%
	3.3: Provide technical assistance to the Multi-Sectorial Commission Against Human Trafficking in the implementation of the National Action Plan Against Trafficking in Persons 2017-2021 and National Policy in line with the project's goals of ending child trafficking.	3.3.1. Enhanced capacity of the Multi-Sectorial Commission to take action against child trafficking based on the National Action Plan.	3.3.1.1 # of regional actions implemented by the members of the multisectoral commission with support of the project	Agosto 2023	0	10	N/A	11	15	No se actualizó	No se actualizó	150%
		3.3.1. Enhanced capacity of the Multi-Sectorial Commission to take action against child trafficking based on the National Action Plan.	3.3.1.2 % of institutions member of the Multi-Sectorial Commission that have submitted a budget against child trafficking based on the assessment of the current spending rationality, priority needs and costs to combat the crime according to the NAP.	Agosto 2023	9	70%	60%	64%	79%	No se actualizó	No se actualizó	112%
	3.4: Provide technical assistance to the Multi-Sectorial Commission Against Human Trafficking to create a data collection system of the National Plan against Human Trafficking 2017-2021.	3.4.1. The institutions member of the Multi-Sectorial Commission Against Human Trafficking are equipped to collect, analyze, produce and report relevant data on the implementation of the National Plan.	3.4.1.1 One data collection system capable of providing progress reports of the Action Plans, especially information regarding to child trafficking data by region. (Target: 1 regions)	Diciembre 2021	0	1	N/A	1	No se actualizó	1	No se actualizó	100%

## Anexo 6. Sistematización de personas participantes en actividades de fortalecimiento de capacidades, según Informe de *outputs* Julio 2024

### Resultados de indicadores de *outputs* de actividades de formación

Indicador de <i>Output</i>	Medición Julio 2024 <sup>129</sup>
<b>Operadores del Estado</b>	
1.2.1.1- # of specialized and non-specialized police officers participating in learning sessions	709
1.2.1.2 # of specialized and non-specialized prosecutors and public defenders of MINJUS participating in learning sessions	1.885
1.2.1.3 # of judges attending learning sessions to improve their knowledge on child trafficking along with the correct legal interpretation and application (especially from courts with more TIP cases).	1.257
1.2.2.2 # of law enforcement, prosecutors and judiciary personnel participating in the course of their school.	275
1.2.3.2 # of ILM staff trained on CT and trauma informed care	1.292
2.1.2.1 # of public officers trained to ensure the application of the victim-centered approach in their roles and services. (Target CEM/MIMP (50), DEMUNA/MIMP (90), public defenders/MINJUS (40), UDAVIT/MP(60), police (120), prosecutors (50) and judges (30), UPE (60)	1.623
2.2.1.2 # of operators of CAREs trained on specialized victim-centered approach, trauma-informed care, child protection systems, soft skills, crisis management and self-assessments through workshops, online training instruments and learning guides (Cusco, Loreto, Lima, Madre de Dios and/or Puno).	2.063
2.2.2.2. # of INABIF's staff trained on the Assistance Model.	105
2.3.1.2 # of officials trained on the protocol	897
2.4.1.2 # of officials participating in the workshops	525
2.4.3.2 Number of public officials trained to develop the research, apply entrepreneurship methodologies and develop financial skills among survivors	658
2.4.3.5 # of teachers trained from CEBAS, CETPRO and regular basic education centers for students who are 14 years old and up (MOE), to improve interaction and provision of services for child trafficking victims / survivors.	251
2.5.1.2 - # of officials trained and sensitized disaggregated by institution	514
2.5.1.4 Foster Family program staff trained to guide foster families to provide specialized care to LGBTI CT victims	25
2.6.1.3 # of diverse service providers attending the workshops	717
2.7.1.2 # of trained officials and Consuls in charge of assistance and repatriation procedures	261
3.1.1.4 # of trainings to members of the regional commissions and regional governments to develop investment projects aiming the construction and maintenance of CARs, and other accommodations and spaces.	10
3.4.1.2 # data system's administrators and users trained to manage or enter information to the system.	100
<b>Subtotal</b>	<b>13.167</b>
<b>Participantes de otros ámbitos</b>	
2.4.3.6 # of businesspersons trained in Responsible Business Conduct	94
2.4.3.7 # of child TIP survivors and at-risk groups (14 years old and up) trained to improve their entrepreneurship and financial education skills	2.163
3.2.1.3 # of journalists participating in meetings and workshops to improve their knowledge on TIP.	44
<b>Subtotal</b>	<b>2.301</b>
<b>TOTAL</b>	<b>15.468</b>

<sup>129</sup> El equipo de proyecto informó en la revisión del informe final de la posibilidad de actualizar los datos con el último acumulativo recientemente publicado. No obstante, se han mantenido los datos a julio de 2024 por ser los que fueron utilizados para el análisis en la fase de elaboración de este informe.



## Resultados de indicadores de *outputs* de otras actividades de mejora del aprendizaje

Indicador de <i>Output</i>	Medición Julio 2024
1.1.1.2 - # of workshops, within the first 6 months after the report is produced, with the criminal justice system to analyse findings, international best practices and recommendations.	4
1.1.1.3 # of participants in the workshops to discuss the first case study findings.	94
1.1.2.2- # of workshops, completed within the first 6 months after the follow-up report is produced, with the criminal justice system to analyze new findings from the follow-up reports.	5
1.1.2.3 # of participants in the workshops to discuss the second and third case study findings	303
1.3.1.4 # of trainees (justice actors, government officials and academics) participating in the national and international conferences or workshops developed.	4.337
2.2.1.4 # of training and mentoring sessions on specialized assistance trauma-informed care, soft skills, crisis management, VCA and self-care for CAR operators under activity 2.2	136
<b>TOTAL</b>	<b>4879</b>

A continuación, se muestran los datos de la medición a julio de 2024 de los indicadores de *outputs*, resaltando en color azul aquellos relacionados con participantes en cursos de formación y, en gris, otras actividades de mejora del aprendizaje como mentorías o formación de formadores.

Indicador de <i>Output</i>	Medición Julio 2024
1.1.1.1- Case analysis report during the first 6 months of the project, which includes a list of specific training needs by institution, good and bad examples, recommendations and check lists to measure the quality of the judicial records.	1
1.1.1.2 - # of workshops, within the first 6 months after the report is produced, with the criminal justice system to analyse findings, international best practices and recommendations.	4
1.1.1.3 # of participants in the workshops to discuss the first case study findings.	94
1.1.2.1- Follow up reports produced comparing the findings from the previous reports	2
1.1.2.2- # of workshops, completed within the first 6 months after the follow-up report is produced, with the criminal justice system to analyze new findings from the follow-up reports.	5
1.1.2.3 # of participants in the workshops to discuss the second and third case study findings	303
1.2.1.1- # of specialized and non-specialized police officers participating in learning sessions	709
1.2.1.2 # of specialized and non-specialized prosecutors and public defenders of MINJUS participating in learning sessions	1.885
1.2.1.3 # of judges attending learning sessions to improve their knowledge on child trafficking along with the correct legal interpretation and application (especially from courts with more TIP cases).	1.257
1.2.1.4 # of training sessions developed.	159
1.2.2.1 Training materials developed on child trafficking into the Law enforcement and justice operator's schools.	4
1.2.2.2 # of law enforcement, prosecutors and judiciary personnel participating in the course of their school.	275
1.2.2.3 # of training sessions developed.	6
1.2.3.1 # of tools improved or developed with the assistance of the project on child trafficking	1
1.2.3.2 # of ILM staff trained on CT and trauma informed care	1.292
1.2.3.3 # of training sessions developed.	5
1.2.3.4 # of reports on best practices in forensic evaluations of child trafficking cases published	1
1.3.1.1 National and International Conferences or workshops developed.	11
1.3.1.2 # of regional bodies, universities, networks and working groups engaged in learning activities to improve TIP and CT law interpretation	5
1.3.1.3 # of Newsletters published compiling, reviewing, analyzing and sharing TIP and CT final decisions, including cross reference with best international practices	9
1.3.1.4 # of trainees (justice actors, government officials and academics) participating in the national and international conferences or workshops developed.	4.337
1.3.1.5 # of protocols, guides, guidelines, plenary accords, procedures, policies, reports and tools developed to improve the capacity of the criminal justice system and sustainability.	11

Indicador de Output	Medición Julio 2024
2.1.1.1 Internal report to analyze the application of the victim-centered approach throughout the assistance, protection and criminal justice processes in a coordinated manner and about spaces, resources, capacities, job profiles, knowledge, attitudes, practices and procedures.	1
2.1.1.2 # of proposals of procedures and policies presented for the application of the victim-centered approach by the public officers related to victim's assistance and protection	17
2.1.1.3 # of checklists to apply the victim-centered approach for law enforcement, victims' advocates and judges.	7
2.1.2.1 # of public officers trained to ensure the application of the victim-centered approach in their roles and services. (Target CEM/MIMP (50), DEMUNA/MIMP (90), public defenders/MINJUS (40), UDAVIT/MP(60), police (120), prosecutors (50) and judges (30), UPE (60)	1.623
2.1.2.2 Number of training sessions developed.	38
2.2.1.1 An internal practical report of needs (accommodations, capacities, procedures and policies) and recommendations to improve and expand the quality of services of CARs for child trafficking victims, provide an oversight perspective and fine-tune the project strategy. (Desegregated by internal services and policies and external services, e.g. schools, health services).	1
2.2.1.2 # of operators of CAREs trained on specialized victim-centered approach, trauma-informed care, child protection systems, soft skills, crisis management and self-assessments through workshops, online training instruments and learning guides (Cusco, Loreto, Lima, Madre de Dios and/or Puno).	2.063
2.2.1.3 # of accommodations improved to assist child trafficking victims in CARs and temporary spaces. * Improvements could include interview rooms, clean water services, bathrooms, create recreational spaces (computers, libraries, gardens, and internet) to be defined in a recommendations report in the regions of Cusco, Loreto, Lima, Madre de Dios and/or Puno.	7
2.2.1.4 # of training and mentoring sessions on specialized assistance trauma-informed care, soft skills, crisis management, VCA and self-care for CAR operators under activity 2.2	136
2.2.2.1. # of workshops to develop, implement and monitor the Assistance model with INABIF.	5
2.2.2.2. # of INABIF's staff trained on the Assistance Model.	105
2.3.1.1 # of trainings carried out to assist in the implementation of the Mental Health Protocol.	5
2.3.1.2 # of officials trained on the protocol	897
2.3.1.3 # of training sessions developed.	4
2.3.1.4 # of procedures / tools developed for the mental health protocol to assist child trafficking victims.	2
2.3.1.5 # of systematization reports on best practices regarding the application of protocols and knowledge on mental health services for child trafficking victims and at-risk groups	1
2.4.1.1 # of workshops with relevant institutions to improve the coordination and implementation of the Inter-sectoral Protocol regarding protection, assistance and reintegration of child trafficking victims.	30
2.4.1.2 # of officials participating in the workshops	525
2.4.2.1 A rapid assessment developed to evaluate capacity of the institutions responsible to provide reintegration services.	1
2.4.2.2 # of trainings activities to service providers in charge of the elaboration, coordination and follow up of reintegration plans and the provision of services.	81
2.4.2.3 A plan to systematize the pilot program to facilitate its replication nation-wide.	1
2.4.2.4 # of trained service providers in charge of the elaboration, coordination and follow up of reintegration plans and the provision of services	869
2.4.3.9 # of tracking tools developed to track the provision of economic integration services to child trafficking victims.	1
2.4.3.1 Labour market research	2
2.4.3.2 Number of public officials trained to develop the research, apply entrepreneurship methodologies and develop financial skills among survivors	658
2.4.3.3 Proposal of entrepreneurship and employability routes that contribute to close gaps	2
2.4.3.4 Number of training sessions developed.	140
2.4.3.5 # of teachers trained from CEBAS, CETPRO and regular basic education centers for students who are 14 years old and up (MOE), to improve interaction and provision of services for child trafficking victims / survivors.	251
2.4.3.6 # of businesspersons trained in Responsible Business Conduct	94

Indicador de Output	Medición Julio 2024
2.4.3.7 # of child TIP survivors and at-risk groups (14 years old and up) trained to improve their entrepreneurship and financial education skills	2.163
2.4.3.8. # of business plans models designed to support CARE staff in the provision of economic reintegration services for child TIP survivors	14
2.5.1.1 # of guidelines available to improve services for LGBTI child trafficking victims.	8
2.5.1.2 - # of officials trained and sensitized disaggregated by institution	514
2.5.1.3 Number of assessment or tools and sensitization materials developed for the foster family program	4
2.5.1.4 Foster Family program staff trained to guide foster families to provide specialized care to LGBTI CT victims	25
2.5.1.5 Number of training sessions developed.	18
2.6.1.1 # of Child trafficking identification guides developed/improved and put into use by service providers in Lima, Cusco and Loreto.	3
2.6.1.2 # of train of trainer workshops developed for health providers, municipal inspectors and front-line law enforcement. -	19
2.6.1.3 # of diverse service providers attending the workshops	717
2.7.1.1 # of Guidelines for the Ministry of Foreign Affairs developed for child trafficking victims	2
2.7.1.2 # of trained officials and Consuls in charge of assistance and repatriation procedures	261
2.7.1.3 Number of training sessions developed.	3
3.1.1.1 # of regional events carried out to improve coordination and knowledge of TIP by sharing knowledge, experiences and practices across the regional commissions and regional governments.	9
3.1.1.2 One metropolitan Action Plan developed in Lima	1
3.1.1.3 # of regional work plans developed to implement the regional action plans in Cusco and Loreto.	3
3.1.1.4 # of trainings to members of the regional commissions and regional governments to develop investment projects aiming the construction and maintenance of CARs, and other accommodations and spaces.	10
3.2.1.1 - # of in-house radio programs addressing child sex and labor trafficking.	36
3.2.1.2 # of radio spots addressing child sex and labor trafficking	35
3.2.1.3 # of journalists participating in meetings and workshops to improve their knowledge on TIP.	44
3.2.1.4 # of social media posts addressing child trafficking.	249
3.3.1.1 # of technical assistance and training activities implemented with key member agencies of the Multi-sectoral Commission to create/assign line-item budgets on TIP. (Target 10)	10
3.3.1.2 # of national actions of the National Action Plan (NAP) implemented with project technical assistance to ensure the application of a comprehensive approach of the protection and assistance processes (target 13)	17
3.4.1.1 Protocol for operations adopted by the Multi-Sectoral Commission.	2
3.4.1.2 # data system's administrators and users trained to manage or enter information to the system.	100
3.4.1.3 # of data fields created to collect data information on child trafficking divided by region.	5

## Anexo 7. Principales actividades para sostener los resultados en el tiempo y cambios que muestran el incremento de la capacidad de las instituciones locales

### Actividades para sostener los resultados en el tiempo

#### Componente de Persecución

- Los **Congresos Nacionales de las FISTRAP del Ministerio Público**, que permiten el intercambio de problemas y soluciones para mejorar la interpretación del delito y la toma de decisiones de fiscales especializados y superiores de trata de todo el país. Las conclusiones y acuerdos de estos congresos se plasman en “Oficios Circulares” en los que se citan los cambios realizados y que son de consenso y de obligatorio cumplimiento. La realización de estas actividades ha sido posible por la voluntad política de la FISTRAP y han sido llevadas a cabo con recursos propios y de la cooperación internacional, como OIM y UNODC, además de OIT. Existe el compromiso de continuarlos.
- Las **plantillas de decisiones fiscales** son publicaciones de difusión interna del MP, en las que se consignan las decisiones y escritos más importantes en los procesos penales, elaborados por las fiscalías y que condujeron a la condena de tratantes. Las plantillas se comparten a nuevos fiscales de trata y se alojarán en un intranet. Su escalabilidad es alta toda vez que es de acceso a todo el personal especializado de trata en el MP, por lo que se prevé su utilización a nivel nacional.
- Los **boletines de jurisprudencia** permiten que los operadores de justicia estén informados sobre la evolución de la situación de la persecución penal y la condena por trata de personas, especialmente en los casos de trata de niñas, niños y personas adolescentes, en el Perú.
- La **plataforma virtual de jurisprudencia** organiza y sistematiza todas las decisiones judiciales a nivel nacional sobre interpretación, aplicación y/o tipificación de delitos de trata de personas, así como cualquier aspecto procesal que puede ser útil a nivel fiscal. Esta plataforma permite alojar esta información y es accesible desde los celulares, de modo que podrá ser utilizada en cualquier momento a lo largo de un determinado proceso, facilitando su utilización.
- Los **estudios de casos** parten de las sentencias sobre trata de personas dictadas en un periodo temporal concreto, y las analizan para detectar posibles debilidades, interpretaciones erróneas, etc. De este modo, pueden identificarse brechas de conocimiento y necesidades de fortalecimiento de los conocimientos de las instituciones del sistema de justicia, que pueden atenderse desde procesos de aprendizaje y retroalimentación, mediante la utilización de alguno de los productos generados, incluyendo los materiales formativos o promoviendo espacios para analizar, discutir y mejorar la interpretación normativa. El proyecto deja tres estudios de casos y una descripción explícita de su metodología, con el fin de que puedan ser replicados
- Las **Ceremonias de Buenas Prácticas** permitieron conocer y reconocer las mejoras alcanzadas en la interpretación del delito, producto de los esfuerzos realizados por el Proyecto durante sus siete años. En ellas se difundieron y reconocieron las decisiones judiciales que constituyen un precedente replicable en la sanción de la trata de personas y otras formas de explotación y fomenta sucesivas interpretaciones correctas de la normativa. Estas ceremonias continuarán ya que han tenido directa influencia en las sentencias y promueven su escalabilidad.
- El Poder Judicial internalizó e institucionalizó parte del contenido del **Manual Operativo para el Procesamiento Penal de Casos de Trata de Personas y Otras Formas de Explotación** a través de dos directivas internas de obligatorio cumplimiento para la judicatura, en los ámbitos de la reparación civil y la valoración probatoria de la declaración de la persona sobreviviente. Estas se consideran que representan un cambio sustantivo para las sanciones en la trata y, en la medida en que han sido institucionalizadas, serán de utilización una vez terminado el proyecto, a nivel de todo el país.

- Los **Acuerdos Plenarios** suponen la adopción e institucionalización de una parte de los conocimientos sobre investigación y sanción de casos de trata de personas trabajados por el proyecto, especialmente en el caso de niños, niñas y adolescentes. Haber alcanzado tres acuerdos plenarios sobre este tema muestra el compromiso de los jueces de la corte Suprema de Justicia y de la Comisión de Justicia de Género con el tema de trata y, al ser de obligado cumplimiento, favorecen una mayor uniformidad de la respuesta judicial a la trata, ya que constituyen doctrina jurisprudencial.

Desde otro punto de vista, los programas de formación especializada sobre trata en cada organismo público involucrado en el Proyecto también han sido institucionalizados. Es el caso de los cursos, talleres y diplomados sobre trata, integrados en la programación de las Escuelas de Formación del Ministerio Público, del Poder Judicial y de la Policía Nacional. Estas escuelas tienen capacidad para lanzar nuevas ediciones, ya que disponen de formadores capacitados, de material instructivo, metodologías y recursos propios, así como de alianzas con la academia, como la PUCP.

## Componente de protección

- El **modelo operacional del CARE** fue introducido por el Proyecto para abordar la trata de manera más especializada, acorde con estándares que garanticen que la dignidad de las sobrevivientes y su reintegración sean óptimas. Actualmente los CARE están en funcionamiento y cuentan con protocolos y guías que orientan el accionar del personal a cargo. Cuentan con personal y equipamiento básico y un presupuesto para su operación que, sin embargo, es limitado. En el caso concreto del personal, existe una alta rotación, lo que es un factor que pone en riesgo la sostenibilidad de los conocimientos y capacidades y, por tanto, una atención de calidad a las niñas y adolescentes acogidas.
- La **red interna de conocimiento de las UPE** están constituidos por los puntos focales de trata, que se establecieron a partir del proyecto, con la misión de apoyar a los CARE. Estos puntos focales asesoran e informan al personal sobre el modo de aplicar el Protocolo Intersectorial para la Prevención y Persecución del Delito y la Protección de Trata, por lo que se convierten en recurso de sostenibilidad para los CARE que sufran de una alta rotación en su equipo.
- Las prácticas del **Cuidado del Cuidador/a** corresponden a una actividad propiciada por el Proyecto para fomentar el autocuidado del personal a cargo de los CARE que atienden a niñas y adolescentes sobrevivientes de la trata en su proceso de reintegración. Fueron capacitadas y motivadas para realizar prácticas de autocuidado, que es crucial para garantizar su bienestar físico, emocional y mental en un trabajo que puede ser altamente demandante y emocionalmente desafiante. La implantación de estas prácticas contribuye a prevenir el estrés y el desgaste emocional y a mejorar el manejo de las emociones.
- La **Red Nacional de Personas Formadoras en Género y Emprendimiento** reúne a las personas certificadas por el proyecto y a las que lo habían sido previamente en el país y es un espacio para que las personas certificadas continúen apoyando los CARE en la integración económica de jóvenes sobrevivientes de trata. Dependerá de los CARE y sobre todo del INABIF, su escalabilidad y sostenibilidad. Por el momento, las personas que fueron certificadas en el marco del proyecto prevén que su colaboración sea desinteresada, sin compensación económica alguna. Este hecho tiene consecuencias positivas y negativas para la sostenibilidad, ya que, por un lado, disminuye el coste de las actuaciones, pero, por otro, cabe la posibilidad de que este compromiso se debilite con el tiempo. De todos modos, al estar certificados pueden actuar como consultores en la temática con otras organizaciones, de manera que su actividad dirigida a los CARE se siga realizando *pro-bono*.
- Las **alianzas** con actores públicos para atender **la salud mental y la educación** de las sobrevivientes de trata en los CARE (en primera instancia) es un importante legado del Proyecto y se concreta en la atención coordinada de los CARE con los centros de salud mental, de educación básica y de educación técnica. Si se desea que estos avances sean sostenibles, sin embargo, y dado el grado de avance logrado por el proyecto, sería necesario que las instituciones comprometidas en el marco de la Política nacional de Trata le presten acompañamiento, ya que estas alianzas pueden considerarse incipientes en muchos casos y aún no han sido institucionalizadas.

- La **movilización de recursos del sector privado** para financiar iniciativas de emprendimiento, capacitación técnica para el empleo y oportunidades de empleo para las víctimas de la trata de personas en edad de trabajar también cuenta con un gran potencial de desarrollo, pero para que sea sostenible el INABIF y el MIMP deben adquirir el compromiso de darles seguimiento, fortalecerlas y expandirlas, ya que ni siquiera se han trabajado en todos los lugares donde existe un CARE.

## Cambios que muestran el incremento de la capacidad. Componente de Persecución

### Mejoras en la fase de investigación de casos, entre la PNP y el MP.

Se capacitó en el uso de la “Guía Operativa para la investigación del delito de trata de personas (PNP y MP)” que clarificó las acciones de cada una de las instituciones, dado que algunas de ellas estuvieron confusas, no explicitadas o ausentes. Además, fueron capacitados para mejorar sus expedientes en temas como teoría del caso, hipótesis y plan de investigación y redacción de actas. Como resultado, se reporta que se ha mejorado y agilizado la fase de investigación y que nuevos efectivos policiales o fiscales, pueden seguir una ruta de actuación conjunta con roles concordados. Asimismo, cuentan con las herramientas, nuevas habilidades y conocimientos necesarios para realizar investigaciones proactivas utilizando técnicas especiales de investigación y procesamiento.

Los desafíos que se presentan para sostener estos cambios son la alta rotación de efectivos policiales en los puestos de primera línea, escaso presupuesto para equipamiento y logística y la necesidad de continuar la capacitación a efectivos no especializados.

### Mejora de la atención a las necesidades de las víctimas durante los rescates.

La PNP, al inicio del proyecto no consideraba los enfoques ECV/AIT en la fase de rescate. Las personas que se formaron, en la actualidad no solo prestan atención al operativo, sino también a las necesidades de la víctima, actuando con más empatía. En los testimonios recogidos, precisan que ha sido un aprendizaje importante, que ha ampliado su perspectiva de actuación. Los desafíos que se presentan para sostener estos cambios residen en hacer extensiva la capacitación al personal policial no especializado y a las nuevas incorporaciones al área de trata.

### Incremento y mejora de la cantidad y calidad de los expedientes sobre trata del Ministerio Público

Los testimonios recogidos, las intervenciones en los Congresos de las FISTRAP y las circulares internas realizadas para mejorar los enfoques dan cuenta de que se ha mejorado la calidad de los expedientes. De acuerdo con la FISTRAP, durante 2022 de los 1.057 casos registrados de delito de trata de personas en las regiones de referencia<sup>130</sup>, casi el 77% se encuentran en etapa de investigación preliminar o investigación preparatoria. El resto está en una etapa intermedia, en etapa de juzgamiento, archivo definitivo o fueron derivados a otras fiscalías. La meta que se había fijado inicialmente el Proyecto fue del 30% de casos en investigación, lográndose el 56%.

### Mejora de la coordinación entre fiscalías especializadas y fiscalías penales

Antes de la capacitación por parte del Proyecto, había desconocimiento y descoordinación entre las FISTRAP y las fiscalías no especializadas. Por ejemplo, en Cusco las fiscalías penales de La Convención y Espinar, desconocían los procedimientos para la investigación de la trata, situación que fue reportada al Proyecto como una necesidad. Las personas informantes mencionan que, como resultado de la capacitación a fiscales penales a nivel de Lima y de las regiones, ha mejorado la coordinación con la fiscalía especializada en trata, y han mejorado sus acciones investigativas, preservando mejor las evidencias y apoyando a las víctimas.

<sup>130</sup> Incluye Lima E1, Lima E2, Lima Norte y Callao, Loreto, Cusco, Madre de Dios y Puno.

## **Incorporación de contenidos sobre trata en los planes de estudio de las Escuelas**

Según el Informe de *Outcomes*, en julio de 2024 se identificó la existencia de seis planes de estudio sobre trata: uno, es un curso de la PNP, hay tres diplomaturas en el Poder Judicial y 2 en el Ministerio Público. En cuanto a las actuaciones de formación de formadores, entre la PNP, la Fiscalía y el Poder Judicial se formó a 118 personas, que se encuentran habilitadas para realizar réplicas en sus respectivas escuelas. Existe un compromiso por parte del Ministerio Público de replicar las capacitaciones con sus recursos, lo que se ha traducido en una edición más de la diplomatura sobre trata, ya sin ayuda del Proyecto. Esto demuestra que las capacidades instaladas están funcionando.

## **Cambios en la percepción del trauma en las víctimas de trata por parte de operadores de justicia.**

Los operadores de justicia calificaban a las niñas y adolescentes por sus conductas y tenían dificultades para comprender que las víctimas de trata habían pasado por eventos traumáticos y que las reacciones son individuales. Los testimonios muestran una mejora significativa del conocimiento de las características de la trata, sus modalidades y los delitos asociados y se cuenta con ejemplos de aplicación de estos conocimientos a la investigación, expedientes y litigación, lográndose un mejor abordaje a las sobrevivientes.

## **Cambios que muestran el incremento de la capacidad. Componente de Protección**

### **Cambios en el conocimiento y actitudes en el personal de los CARE**

Actualmente, el personal de los CARE cuenta con conocimientos prácticos sobre la trata<sup>131</sup>, por lo que pueden atender de mejor manera episodios de crisis emocional con las herramientas de contención emocional de emergencia, identificando las señales de alarma y brindando ayuda con estrategias adecuadas y una mayor empatía. Igualmente, el personal del proyecto ha aprendido a atender su autocuidado y a gestionar sus propias emociones para comprender a las víctimas y responder de manera apropiada. Se reporta también que el equipo técnico ahora es capaz de desarrollar una intervención individualizada, con planes de atención a cada víctima, evitando la revictimización. Para ello, solicitan la entrega de toda la documentación (diagnósticos, evaluaciones, información familiar, etc.) en el momento en que se recibe a una víctima. No obstante, como la rotación del personal en los CARE es muy alta, el Proyecto deja un módulo de capacitación disponible para todo el personal nuevo.

### **Mejoras en la reintegración de víctimas de trata en los CARE**

En algunos casos, se ha facilitado la reintegración de estas víctimas de trata, apoyando su educación, proporcionando acceso a la salud mental a través de los Centros Comunitarios del MINSA y proporcionando orientación sobre medios de vida. No obstante, no se puede generalizar este resultado, porque los casos de cada niña o adolescente son diferentes según el nivel de afectación del trauma, el retraso en la educación, así como en la existencia de redes de soporte fuera de los CARE.

### **Mejora de capacidades institucionales del Ministerio de Salud para brindar servicios especializados en salud mental a los niños víctimas de trata.**

El Proyecto emprendió el Programa de Formación Laboral dirigida a personal del MINSA, a través de la Escuela Nacional de Salud Pública, ENSAP, sobre el tema "Atención a niños, niñas, adolescentes víctimas de maltrato y trata de personas", en tres ediciones, así como el Seminario Internacional "La Salud Mental de Niñas niños y Adolescentes víctimas y sobrevivientes de Trata de Personas. En estos eventos se matricularon 726 personas. El Programa de Formación de la ENSAP quedará en la plataforma de SERVIR para su realización independiente. Cabe precisar que se cuenta con un protocolo de actuación de los servicios de salud para niños, niñas y adolescentes en situación de trata, que está aprobado por Decreto Supremo y es de aplicación obligatoria.

<sup>131</sup> Hay que considerar que los CARE se fueron creando progresivamente desde el año 2019, aproximadamente.

## Anexo 8. Recomendaciones de las personas informantes

Las que se incluyen a continuación, son algunas de las recomendaciones recogidas directamente de las personas informantes durante el trabajo de campo. En su opinión, estas recomendaciones deberían ponerse en marcha para **superar los retos a los que aún se enfrenta el país en materia de trata de personas**.

### 1. Mejorar la información:

- Unificar los registros de casos en un sistema nacional integrado que facilite la gestión de datos y evite duplicidades entre diferentes instituciones.
- Crear un observatorio conjunto entre la policía, la fiscalía y el Poder Judicial para analizar dictámenes, resoluciones judiciales y buenas prácticas en el tratamiento de casos de trata de personas.
- Generar evidencia cuantitativa y cualitativa rigurosa sobre la calidad de vida de las víctimas tras las intervenciones, estableciendo indicadores claros para el seguimiento y monitoreo continuo de los resultados.

### 2. Extender las actividades a otras zonas del país:

- Expandir las capacitaciones a fiscales y operadores de justicia en todas las regiones, utilizando metodologías híbridas (virtual y presencial) para cubrir áreas con alta incidencia delictiva.
- Promover acciones de articulación intersectorial entre los niveles regional, local y nacional del resto de zonas del país para dar una respuesta integral frente al delito, asegurando que las estrategias sean específicas para cada región.

### 3. Seguir mejorando la actuación judicial:

- Investigar y documentar las creencias y representaciones de jueces y fiscales sobre la trata de personas para identificar sesgos adicionales o todavía presentes y mejorar su capacidad de resolución de casos.
- Establecer incentivos para premiar a fiscales y jueces que adopten buenas prácticas en la resolución de casos de trata. Estos incentivos pueden ser similares a los premios otorgados en las Ceremonias de Buenas Prácticas que puso en marcha el proyecto.

### 4. Mejorar el acceso efectivo a la justicia:

- Implementar mecanismos de itinerancia, especialmente en zonas rurales y con alta incidencia de trata.
- Establecer módulos integrados de atención en zonas alejadas que permitan realizar denuncias efectivas y brindar servicios inmediatos a las víctimas.

### 5. Seguir fortaleciendo a la Policía nacional:

- Aumentar la continuidad en las unidades policiales especializadas, estableciendo permanencias mínimas de cuatro años, con posibilidad de prorrogarlas, para garantizar la eficacia en las investigaciones y procedimientos relacionados con la trata.
- Incorporar tecnologías avanzadas en las investigaciones policiales, como herramientas automatizadas para el análisis de dispositivos electrónicos, para agilizar procesos y garantizar resultados más precisos.



## **6. Seguir mejorando los programas dirigidos a víctimas**

- Mejorar la articulación entre los programas destinados a adolescentes y los dirigidos a adultos vulnerables, facilitando su transición al cumplir 18 años y garantizando la continuidad en el apoyo ofrecido.
- Diseñar servicios de acompañamiento personalizados y sostenidos en el tiempo, que incluyan asesoramiento laboral y apoyo psicológico para jóvenes y adultos egresados de centros residenciales.
- Ampliar los programas de seguimiento a las víctimas más allá del primer año, integrando sectores clave como Educación y Trabajo, y promoviendo su acceso a oportunidades educativas y laborales.
- Crear y fortalecer sistemas nacionales especializados que contemplen estrategias de reintegración para las víctimas, incluyendo proyectos de vida que las alejen de situaciones de explotación.
- Fortalecer el papel de las familias como soporte clave en la reintegración de las víctimas, ofreciendo orientación y acompañamiento adecuado.

## **7. Incrementar el papel de las empresas en la reintegración:**

- Promover acuerdos con empresas para establecer becas exclusivas para víctimas de trata y generar oportunidades formativas y laborales que les permitan reconstruir su proyecto de vida.
- Desarrollar campañas de sensibilización dirigidas a empresas para fomentar su compromiso en la generación de empleo y apoyo económico para proyectos de vida de las víctimas.

## **8. Mejorar la sensibilización y la identificación temprana de casos:**

- Diseñar materiales de sensibilización accesibles, como cápsulas informativas en redes sociales, para ampliar el alcance de la información sobre la trata de personas.
- Abordar los mitos y representaciones sociales que minimizan la gravedad de la trata de personas y perpetúan estigmas hacia sus víctimas, promoviendo campañas de concienciación dirigidas a toda la población.
- Aumentar los recursos destinados a actividades preventivas, especialmente en zonas rurales y de frontera, para garantizar una respuesta efectiva frente a la captación de víctimas.
- Fortalecer las capacidades de policías, docentes y líderes comunitarios mediante programas de formación continua que los habiliten para detectar y prevenir situaciones de trata.
- Impulsar programas educativos que incorporen enfoques preventivos desde la educación básica, promoviendo valores de respeto y cuidado hacia las poblaciones vulnerables.



### Anexo 9. Lecciones Aprendidas

## Alianzas en Acción para Terminar con la Trata de Niñas, Niños y Adolescentes en el Perú

**Código del Proyecto:** PER/17/51/USA

**Nombre del Evaluador:** Red2Red

**Fecha:** 06 December 2024

*La siguiente lección aprendida ha sido identificada en el proceso de evaluación. En el informe de evaluación completo se puede incluir un texto más explicativo de la lección.*

<b>ELEMENTO DE LA LECCIÓN APRENDIDA</b>	<b>LA1. Reintegración económica</b>
<p><b>Breve descripción de la lección aprendida</b> (relación con una acción o tarea específica)</p>	<p>Se ha aprendido que la reintegración económica de niñas y adolescentes en los CARE exige un enfoque integral y colaborativo entre instituciones públicas, organizaciones civiles, el sector privado y las propias adolescentes y sus familias. Este hecho hace que el proceso de reintegración económica tome tiempo, mientras que el promedio de estadía de las víctimas en los centros es de 5 a 6 meses. Teniendo presente este poco tiempo de estadía, debe considerarse igualmente que las estrategias de reinserción económica requieren atender otros factores que interfieren en muchas ocasiones como el muy bajo nivel educativo, la alta afectación emocional y la inexistencia de soporte familiar para su reintegración.</p>
<p><b>Contexto y cualquier precondition relacionada</b></p>	<p>Para los procesos de reintegración de víctimas, el contexto cultural y social es importante. Se debe considerar especialmente la situación de acceso a mercados para la compra de productos y servicios, así como la existencia de redes empresariales y de apoyo comunitario. El caso de Cusco, que fue relativamente exitoso, contaba con ese contexto favorable.</p>
<p><b>Usuarios / Beneficiarios a los que se dirige</b></p>	<p>Todos los CARE, para su consideración.</p>
<p><b>Desafíos / lecciones negativas - Factores causales</b></p>	<p>La rotación de personal afecta el compromiso con los resultados y la adecuada provisión de servicios de atención y protección a las niñas y adolescentes de los CARE. Cabe señalar igualmente el desafío que supone la ausencia de redes empresariales de apoyo a la reinserción que mantengan compromisos a mediano plazo.</p>
<p><b>Logros / Aspectos positivos - Factores causales</b></p>	<p>Factores que influyen positivamente en la calidad de los servicios prestados y en la intervención de los CARE para la reintegración económica de las víctimas son: el grado de solidez del CARE, el liderazgo proactivo y gestión de su dirección, y el trabajo de una plantilla de personal estable (que no experimente una alta rotación) y formado en el enfoque centrado en la víctima. Es el caso del CARE Tikarisunchis de Cusco.</p>
<p><b>Aspectos administrativos de la OIT</b> (personal, recursos, diseño, implementación)</p>	



# Alianzas en Acción para Terminar con la Trata de Niñas, Niños y Adolescentes en el Perú

**Código del Proyecto:** PER/17/51/USA

**Nombre del Evaluador:** Red2Red

**Fecha:** 06 December 2024

*La siguiente lección aprendida ha sido identificada en el proceso de evaluación. En el informe de evaluación completo se puede incluir un texto más explicativo de la lección.*

<b>ELEMENTO DE LA LECCIÓN APRENDIDA</b>	<b>LA2. Medidas para mitigar la rotación. El caso de la PNP</b>
<b>Breve descripción de la lección aprendida</b> (relación con una acción o tarea específica)	En un contexto de alta rotación del personal policial, se aprendió que antes de invertir recursos significativos en la capacitación de efectivos, es esencial asegurar un acuerdo político que garantice la permanencia de los policías capacitados en sus puestos por un plazo de tiempo razonable. Esto mejoraría la eficacia del uso de los recursos y maximizaría el impacto de las capacitaciones en la lucha contra la trata de personas.
<b>Contexto y cualquier precondition relacionada</b>	<p>La Policía Nacional del Perú (PNP) es una institución de estructura jerárquica que promueve rotaciones frecuentes para evitar la corrupción y permitir ascensos, lo que dificulta la permanencia de personal capacitado.</p> <p>Para que los agentes puedan acceder a una formación, toda vez que los fondos del proyecto provienen de EE.UU., deben pasar por un proceso de <i>vetting</i> (evaluación de antecedentes) demorando la emisión de resoluciones administrativas entre dos y tres meses.</p> <p>A pesar de existir resoluciones ministeriales que promueven la permanencia del personal capacitado, su cumplimiento ha sido inconsistente.</p>
<b>Usuarios / Beneficiarios a los que se dirige</b>	<p>Los beneficiarios directos primarios son los agentes de la PNP capacitados en trata de personas y técnicas especializadas de investigación, mientras que a nivel secundario se benefician quienes trabajan ulteriormente con las investigaciones desarrolladas por la PNP, como fiscales, defensores públicos y funcionarios del Poder Judicial.</p> <p>Los beneficiarios indirectos son las personas víctimas de trata, quienes se obtendrán acceso a un sistema más efectivo de justicia.</p>
<b>Desafíos / lecciones negativas - Factores causales</b>	<p>Desde 2016, el Ministerio del Interior emitió una resolución que establecía que los policías capacitados en temas de trata de personas debían permanecer al menos dos años en sus respectivas direcciones. Sin embargo, este mandato no se ha cumplido. A lo largo de los años, el proyecto ha trabajado activamente en la incidencia política para promover su implementación, participando en reuniones con diversos niveles de la institución para resaltar la importancia de esta medida. Aunque la resolución tiene carácter ministerial, su cumplimiento ha enfrentado obstáculos fuera del control del proyecto, relacionados con factores internos de la policía. Oficialmente, se justifica la rotación frecuente como una estrategia para prevenir la corrupción. Sin embargo, se ha observado que no es el único factor, ya que existen oficinas policiales con menor rotación y buenos niveles de integridad.</p> <p>El problema también radica en el sistema de recursos humanos de la policía que requiere que el personal pase por distintas direcciones y regiones para ascender en su carrera, lo que desincentiva su permanencia prolongada en una sola unidad.</p>
<b>Logros / Aspectos positivos - Factores causales</b>	En colaboración con las agencias del sistema de Naciones Unidas con las que el proyecto desarrolló una estrecha alianza, UNODC y OIM, se trabajó con la PNP para impulsar la permanencia del personal capacitado en las unidades especializadas. Durante las reuniones iniciales, se planteó al General a cargo de la unidad especializada de Trata de Personas la necesidad de emitir una resolución que garantizara que los efectivos



capacitados permanecieran en sus roles, destacando que este apoyo no debía percibirse como una condición, sino como una medida para asegurar el impacto sostenido de las capacitaciones.

La coordinación directa con el liderazgo policial, incluyendo al General y al Comandante General, así como la alianza con las agencias de la ONU demostraron ser un factor clave para avanzar en la emisión de la resolución ministerial. Este enfoque no solo reduce la pérdida de recursos y tiempo invertidos en formación, sino que establece una base para mejorar el desempeño operativo y la lucha contra la trata de personas a largo plazo.

Si bien al cierre de esta evaluación los resultados aún no están a la vista existe un potencial de eficacia en las gestiones.

**Aspectos administrativos de la OIT** (personal, recursos, diseño, implementación)



## Anexo 10. Buenas prácticas emergentes

### Alianzas en Acción para Terminar con la Trata de Niñas, Niños y Adolescentes en el Perú

Proyecto CD/CÓDIGO: PER/17/51/USA

Nombre del evaluador: Red2Red

Fecha: 06 December 2024

La siguiente buena práctica emergente ha sido identificada en el proceso de evaluación. Se puede encontrar más contenido en el informe de evaluación completo.

COMPONENTE DE LA BUENA PRÁCTICA	BP.1 Trabajo colaborativo
<p><b>Breve descripción de la buena práctica</b> (relación con el objetivo del proyecto o el resultado específico, antecedentes, propósito, etc.)</p>	<p>La Buena Práctica consistió en el <b>trabajo colaborativo con las contrapartes nacionales para lograr la apropiación de los productos y resultados</b>. Tiene relación directa con el objetivo del Proyecto: "Incrementar la capacidad del sistema de justicia criminal para investigar, perseguir y sentenciar tratantes, manteniendo un enfoque centrado en la víctima", mediante el desarrollo de capacidades, empoderando a las contrapartes para que se <b>apropien del conocimiento y los procesos, instituyéndolos en sus entidades</b>. Implicó que el proyecto prestase asistencia técnica, recursos y experticia, pero actuando como facilitadores. La facilitación fomenta la participación de las partes involucradas y se basa en la idea de que la cooperación es conveniente y necesaria para la apropiación.</p>
<p><b>Condiciones y contexto relevantes: limitaciones o recomendaciones en términos de aplicabilidad y replicabilidad</b></p>	<p>El trabajo colaborativo apunta a la apropiación de contenidos para la institucionalización de los procesos y productos. Eso implica, coordinaciones, consultas, desarrollo de contenidos y formatos, conocimiento de necesidades etc. aun cuando insuman tiempo. Al final, se observa que, como resultado, todo el trabajo realizado pertenece a las instituciones y no al Proyecto. El trabajo colaborativo se realizó en todos los procesos aun cuando haya habido cambio de autoridades y de liderazgo en las contrapartes, producto de la rotación permanente de funcionarios a todos los niveles. El trabajo colaborativo ha sido la clave para la apropiación reflejada en el empoderamiento de las contrapartes, al cierre del proyecto. Debido al contexto frágil y cambiante, el Proyecto mostró capacidad para reiterar, ajustar y mejorar los productos en las coordinaciones buscando la colaboración.</p>
<p><b>Establecer una clara relación causa-efecto</b></p>	<p>El trabajo colaborativo es una metodología apropiada porque corresponde a los tres estadios del proceso de cambio establecido por el Proyecto, a saber: conocimiento, apropiación y aplicación. En relación con la situación al inicio del Proyecto el 2017, las contrapartes del componente persecución y del componente de protección han mejorado sustantivamente su capacidad y se han apropiado de los procedimientos para investigar, enjuiciar y proteger a las víctimas de la trata niños, niñas y adolescentes (NNA), debido al trabajo colaborativo de todos los procesos y productos elaborados. Se han realizado diagnósticos de las brechas y necesidades, formulado protocolos de actuación; se han diseñado y desarrollado eventos formativos como cursos, talleres y Diplomados ajustados a las necesidades y usos de las contrapartes.</p>
<p><b>Indicar el impacto medible y los beneficiarios previstos</b></p>	<p>En el informe de evaluación se detalla los cambios en conocimientos y prácticas de funcionarios y funcionarias de las entidades estatales para mejorar el abordaje a las víctimas, la mejora de la calidad de la articulación interinstitucional, así como el incremento de la calidad de los expedientes de trata, encontrándose mayor número de sentencias y reparaciones.</p>
<p><b>Potencial de réplica y por quién</b></p>	<p>Cualquier proyecto que desarrollo capacidad y busque la apropiación de procesos y productos puede asumir el trabajo colaborativo.</p>



**Vinculación hacia arriba con los objetivos globales de la OIT**

(PTDPs, Resultados de los Programas País o Marco de Programas Estratégicos de la OIT)

**Otros documentos o comentarios relevantes**

**COMPONENTE DE LA BUENA PRÁCTICA**

**BP.2 Espacios de trabajo interinstitucional**

**Breve descripción de la buena práctica** (relación con el objetivo del proyecto o el resultado específico, antecedentes, propósito, etc.)

El proyecto conformó mesas de **trabajo interinstitucionales como una solución estratégica para superar dificultades en el diálogo y trabajo conjunto entre los principales organismos** dedicados tanto a combatir la trata de personas como a asistir y proteger a sus sobrevivientes.

Esta práctica facilitó la creación de mecanismos ágiles de comunicación y coordinación, promoviendo herramientas prácticas y sostenibles que mejoraron la capacidad operativa conjunta. Un aspecto destacado de la estrategia fue la inclusión de personal de distintas jerarquías dentro de cada institución. Este enfoque transversal garantizó que las dinámicas de trabajo respondieran tanto a las necesidades técnicas como a las prioridades estratégicas, contribuyendo a la sostenibilidad de los acuerdos y prácticas generados en estos espacios.

Estas mesas de diálogo no solo resultaron en respuestas más efectivas ante los desafíos que detectados a lo largo de la duración del proyecto, sino que también consolidaron relaciones de confianza entre las instituciones participantes, fortaleciendo su capacidad de actuar de manera articulada.

**Condiciones y contexto relevantes: limitaciones o recomendaciones en términos de aplicabilidad y replicabilidad**

Esta práctica surgió en un contexto político institucional complejo, marcado por la fragmentación institucional, las discrepancias en la interpretación de la normativa sobre trata de personas y la falta de confianza entre organismos, resultando en importantes dificultades para coordinar acciones entre las entidades involucradas.

El proyecto identificó estos desafíos y, desarrolló un enfoque articulador que facilitó el diálogo y la colaboración entre las instituciones. Un elemento clave fue el papel del equipo del proyecto como facilitador neutral, que promovió un ambiente de confianza y búsqueda de consensos.

No obstante, la implementación también enfrentó obstáculos, como las agendas sobrecargadas de los operadores y la resistencia inicial al cambio por parte de algunos sectores.



<p><b>Establecer una clara relación causa-efecto</b></p>	<p>El proyecto detectó a través de distintos procesos, como, por ejemplo, los estudios de casos, que una de las principales dificultades en la colaboración interinstitucional para la investigación de casos de trata de personas radicaba en las interpretaciones divergentes sobre los roles y funciones de las entidades involucradas. Estas diferencias, sumadas a enfoques desalineados respecto a la normativa vigente y al acercamiento a las personas sobrevivientes, generaban obstáculos significativos para una coordinación efectiva. Ante este panorama, el proyecto identificó como solución clave el desarrollo de mesas de trabajo interinstitucionales, una buena práctica que permitió transformar estas barreras en oportunidades para la mejora del sistema.</p> <p>Estas mesas se diseñaron para abordar las causas subyacentes de la fragmentación institucional, fortaleciendo la articulación entre las unidades especializadas de las instituciones participantes, como la DIRCTPTIM, las AREINTRAPs, el IML, el PJ y las FISTRAPs. Promovieron el intercambio de conocimientos, la estandarización de enfoques y la búsqueda de soluciones conjuntas a desafíos operativos. No solo resolvieron problemas inmediatos, sino que también establecieron una base sostenible para la colaboración futura.</p> <p>Una de las contribuciones más significativas fue la mejora de las capacidades técnicas de los operadores. A través de actividades participativas y prácticas, se abordaron temas esenciales como la teoría del caso, la formulación de hipótesis y planes de investigación, y la redacción de actas. Además, la inclusión de personal de distintas jerarquías, desde fiscales hasta suboficiales de la policía, promovió una mayor comprensión de los roles y funciones de cada institución, reduciendo tensiones y fomentando la confianza mutua.</p> <p>La misma lógica se pudo observar en áreas vinculadas a la asistencia y reintegración de las víctimas de trata. Un ejemplo fue la mesa desarrollada entre agentes de servicios del MINEDU, MINSA y el Poder Judicial en donde, por ejemplo, al presentarse la resistencia a incoar denuncias por temor al riesgo que ello pudiera generar en la vida de los agentes, luego de un rico debate se llega a una respuesta innovadora por parte del PJ en la que se establece un mecanismo que resuelve la cuestión.</p> <p>El diseño de las mesas, alineado con los objetivos del proyecto, demostró ser una estrategia eficaz para superar las barreras institucionales y operativas.</p>
<p><b>Indicar el impacto medible y los beneficiarios previstos</b></p>	<p>El impacto de esta práctica de referencia se reflejó especialmente en la mejora de la coordinación entre operadores, tanto del ámbito de justicia como de asistencia y, de manera indirecta, en las personas sobrevivientes de trata de personas.</p> <p>Los beneficiarios directos fueron fiscales, policías, jueces, defensores públicos, peritos forenses, funcionarios del área de salud, educación entre otros, quienes pudieron delimitar sus roles, fortalecer sus capacidades técnicas y operativas.</p> <p>Un impacto relevante fue la mejora en la percepción y confianza entre las instituciones involucradas, lo que facilitó la resolución de casos en tiempo real. La creación de espacios ágiles y operativos de comunicación (como grupos de WhatsApp) emergieron como herramientas eficaces para fortalecer la coordinación.</p>
<p><b>Potencial de réplica y por quién</b></p>	<p>Para replicar esta buena práctica, resulta clave realizar la detección de necesidades de las instituciones involucradas, ya sea partir de un diagnóstico inicial, como de la lectura de los emergentes ulteriores, así como garantizar la participación de un facilitador técnico neutral que promueva la articulación y el consenso. Además, la implementación debe contener actividades inclusivas y mecanismos de seguimiento que permitan medir los avances y el impacto a largo plazo.</p>
<p><b>Vinculación hacia arriba con los objetivos globales de la OIT</b> (PTDPS, Resultados de los Programas País o Marco de Programas Estratégicos de la OIT)</p>	



<p><b>Otros documentos o comentarios relevantes</b></p>	
<p><b>COMPONENTE DE LA BUENA PRÁCTICA</b></p>	<p><b>BP.3. Aprendizaje por la experiencia</b></p>
<p><b>Breve descripción de la buena práctica</b> (relación con el objetivo del proyecto o el resultado específico, antecedentes, propósito, etc.)</p>	<p>La buena práctica consiste en haber <b>desarrollado metodologías de “aprendizaje desde la práctica” o experienciales en los procesos de capacitación</b>, un recurso pedagógico que se basa en la idea de que las personas aprendan de sus propias experiencias. Este tipo de aprendizaje se caracteriza por su enfoque activo, de manera que se busca desarrollar habilidades experimentando con simulaciones de contextos reales.</p> <p>El Proyecto seleccionó los contenidos y el formato de las actividades de capacitación pensado en las necesidades y en el uso concreto que las diferentes instituciones requerían para el correcto abordaje del delito de trata, aplicando guías, procedimientos y normas legales. Era necesario que las formaciones presentasen contenidos que cubriesen específicamente las brechas de actuación identificadas. Por ejemplo, se desarrollaron contenidos destinados a mejorar la atención a la víctima de trata con enfoque de derechos humanos; al uso de técnicas investigativas proactivas, y a la mejora de los expedientes de investigación de la fiscalía y las sentencias de jueces, entre otros.</p> <p>El objetivo de desarrollar formaciones específicas y con orientación a cambiar las prácticas se ha visto beneficiado por la aplicación de la metodología experiencial. Destaca especialmente la organización de campamentos forenses basados en juegos de rol y simulaciones de escenarios reales; los talleres con sentencias sesgadas en estereotipos de género para evitar los mismos; cursos para jueces centrados en las sentencias y complementados puntualmente con teoría; y las mentorías individuales para resolver dudas de interpretación jurídica del delito de trata para casos específicos y de manera confidencial.</p>
<p><b>Condiciones y contexto relevantes: limitaciones o recomendaciones en términos de aplicabilidad y replicabilidad</b></p>	<p>Esta metodología es aplicable a otros contextos siempre que, desde el inicio, se determinen de manera colaborativa las brechas de conocimiento y necesidades de los grupos a ser capacitados, buscando aplicar formatos de capacitación orientados al “aprender-haciendo” o experienciales, sobre todo en formato presencial o semi presenciales.</p>
<p><b>Establecer una clara relación causa-efecto</b></p>	<p>Las acciones de gestión de conocimientos y las capacitaciones, muchas de ellas basadas en metodologías de aprendizaje por la experiencia, contribuyeron a la mejora de las prácticas de investigación, la calidad de los expedientes forenses y fiscales (al incluir el enfoque centrado en el trauma); y a la correcta interpretación del delito, resultando en un incremento de las sentencias y reparaciones civiles en casos de trata.</p>
<p><b>Indicar el impacto medible y los beneficiarios previstos</b></p>	<p>Se observa de forma clara una mejora en los procedimientos de investigación, en los expedientes fiscales que incluyen acusaciones robustas y fundamentadas en una correcta interpretación de la ley, y en sentencias basadas en legislación actualizada. Todo ello, es resultado de acciones de capacitación y acciones de gestión del conocimiento para compartir y diseminar nuevas prácticas, tales como boletines jurisprudenciales, congresos, estudios de casos y Acuerdos Plenarios.</p>
<p><b>Potencial de réplica y por quién</b></p>	<p>Esta metodología de aprendizaje por la práctica puede ser replicada por otras entidades en actividades de fortalecimiento de capacidades, muy especialmente en los casos en los que se destinen a operadores de servicios de lucha contra la trata de personas.</p>
<p><b>Vinculación hacia arriba con los objetivos globales de la OIT</b> (PTDPs, Resultados de los Programas País o Marco de Programas Estratégicos de la OIT)</p>	
<p><b>Otros documentos o comentarios relevantes</b></p>	





<b>COMPONENTE DE LA BUENA PRÁCTICA</b>	<b>BP.4 Identificación de champions</b>
<p><b>Breve descripción de la buena práctica</b> (relación con el objetivo del proyecto o el resultado específico, antecedentes, propósito, etc.)</p>	<p>La práctica se centró en <b>identificar y empoderar a líderes estratégicos, conocidos como "Champions"</b>, dentro de las instituciones estatales y del sector privado. Estos líderes, gracias a su posición jerárquica y alto prestigio en sus sectores, tienen influencia significativa sobre los integrantes de sus organizaciones.</p> <p>La identificación de figuras relevantes en entidades clave como el Poder Judicial, el Ministerio Público, el Ministerio de la Mujer y Poblaciones Vulnerables y la Comisión Multisectorial. A través de capacitaciones técnicas y apoyo estratégico, estos líderes se posicionaron como agentes de cambio capaces de promover los objetivos del proyecto. Este enfoque no solo facilitó la implementación de actividades, sino que también aseguró que las instituciones asumieran como propios los avances y resultados alcanzados. A su vez, se detectaron liderazgos en el sector privado, especialmente para apoyar iniciativas de reintegración. Estas colaboraciones permitieron financiar programas de emprendimiento, capacitación y empleo dirigidos a sobrevivientes de trata.</p> <p>En este marco, el proyecto priorizó como estrategia de sostenibilidad la formación y fortalecimiento de estos embajadores institucionales, garantizando su capacidad para mantener y mejorar los procesos, herramientas y documentos creados durante su ejecución.</p>
<p><b>Condiciones y contexto relevantes: limitaciones o recomendaciones en términos de aplicabilidad y replicabilidad</b></p>	<p>La práctica de referencia se llevó a cabo en un contexto con grandes desafíos, como la alta rotación de personal en las agencias estatales y la pandemia de COVID-19, que limitó temporalmente la capacidad de implementar actividades de manera presencial. Además, el proyecto operó en un sistema de justicia con brechas significativas en la interpretación de la normativa, recursos humanos y financieros además de falta de coordinación entre instituciones cuyas actividades están naturalmente vinculadas.</p> <p>Pese a estas dificultades, la práctica se benefició de líderes previamente predispuestos, quienes, gracias a su trayectoria previa y compromiso, facilitaron la apropiación de las iniciativas y productos del proyecto por sus instituciones. Sin embargo, se reconoció que no se logró identificar un líder policial clave, lo cual limitó el alcance en ese sector específico.</p>
<p><b>Establecer una clara relación causa-efecto</b></p>	<p>El proyecto supo aprovechar la información emergente de la implementación de sus iniciativas, en las cuales involucró agentes de distintos niveles jerárquicos. La identificación de líderes para posicionarlos como Champions, tuvo un efecto directo en impulsar la participación de los agentes estatales a las actividades de formación institucionales, la apropiación de las herramientas y la sostenibilidad de las acciones del proyecto.</p> <p>Asimismo, el involucramiento de figuras del Poder Judicial en espacios estratégicos, como la Comisión de Justicia de Género, y del Ministerio Público como la Coordinación Nacional de las Fiscalías especializadas en Trata de Personas, incrementó la eficacia de la persecución del delito y la adopción de enfoques innovadores.</p> <p>Sin embargo, la falta de detección de un líder policial se identificó como una oportunidad perdida, lo que subraya la importancia de asegurar representatividad en todos los sectores clave.</p>
<p><b>Indicar el impacto medible y los beneficiarios previstos</b></p>	<p>El grupo objetivo de esta práctica incluye a agentes estatales y del sector privado como beneficiarios directos, y a las personas sobrevivientes de trata como beneficiarios indirectos. Su impacto se refleja en la apropiación institucional de herramientas clave, como guías operativas, en la mejora de la interpretación normativa, lo que ha incrementado la eficacia de las sentencias, incrementando el efectivo acceso a la justicia por parte de las víctimas de trata.</p> <p>En el ámbito privado, el financiamiento de iniciativas de reintegración, como emprendimientos, programas de capacitación laboral y becas de estudio, ha ampliado significativamente las oportunidades para las sobrevivientes. Además, el liderazgo y compromiso de los "Champions" garantizan que estos avances sean sostenibles y perduren más allá de la duración del proyecto.</p>



<b>Potencial de réplica y por quién</b>	La replicabilidad de esta práctica radica en su enfoque metodológico, que combina la identificación de líderes con predisposición, la transferencia de herramientas adaptadas a las necesidades locales y el acompañamiento técnico continuo. Este modelo no solo puede aplicarse a otros contextos geográficos y sectores dentro de la lucha contra la trata, sino también a otras áreas temáticas que requieran coordinación interinstitucional y fortalecimiento de capacidades. Los materiales producidos, como guías y diplomaturas, sirven como recursos accesibles para futuros procesos formativos, asegurando que la práctica sea sostenible y escalable.
<b>Vinculación hacia arriba con los objetivos globales de la OIT</b> (PTDPs, Resultados de los Programas País o Marco de Programas Estratégicos de la OIT)	
<b>Otros documentos o comentarios relevantes</b>	

## Anexo 11. Historia Institucional

### Empoderamiento de la fiscalía especializada en trata de personas. El caso de las FISTRAP en Perú

La Fiscalía Especializada en Delitos de Trata de Personas (FISTRAP) del Perú ha visto fortalecidas sus capacidades como resultado de su participación en el proyecto "Alianzas en Acción para terminar con la trata de niñas, niños y adolescentes en el Perú", financiado por la Oficina de Vigilancia y Lucha contra la Trata de Personas (J/TIP) del Departamento de Estado de los Estados Unidos e implementado entre 2018 y 2024.

El Proyecto está alineado con la Política Nacional contra la trata de Personas al 2030 y forma parte de la Alianza para la Protección de la Infancia (CPC, por sus siglas en inglés), acuerdo suscrito entre el gobierno de los Estados Unidos y el Perú en 2017. Tanto la Política Nacional como el CPC buscan mejorar el funcionamiento de persecución, sanción penal y fiscalización para combatir la trata de personas.

La FISTRAP, área del Ministerio Público-Fiscalía de la Nación, tiene como principal función investigar y perseguir los delitos relacionados con la trata de personas en todas sus modalidades, conforme al marco legal nacional e internacional. Cuenta con una Coordinación Nacional y con 14 fiscalías especializadas en el territorio nacional.

La labor de la FISTRAP es crucial en la lucha contra la trata de personas, que afecta a colectivos vulnerables, especialmente mujeres, niñas, niños y adolescentes. Además, este delito ha ido mutando en el tiempo, lo cual hace necesario comprender los nuevos factores que lo agudizan: migración irregular, presencia del crimen organizado y acciones ilegales, captación de víctimas a través de las redes sociales, entre otros. Junto con ello, se presentan varias modalidades de trata sea laboral, explotación sexual, mendicidad, tráfico de órganos, adopciones ilegales, etc.

Es importante tener en cuenta que la trata de niñas, niños y adolescentes es un problema muy complejo, ya que, atendiendo a la legislación peruana, concurren un conjunto de más de 20 delitos asociados que requieren precisión en el momento de elaborar los expedientes de persecución.

Por todo ello, la actualización en la aplicación de nuevas técnicas proactivas de investigación y un amplio conocimiento de la normativa nacional e internacional es esencial para mejorar la persecución del delito y fortalecer las acciones de policías, fiscales y jueces.

#### ¿Qué se realizó para empoderar a la FISTRAP?

El trabajo entre la FISTRAP y el Proyecto, en su componente "Persecución", se realizó en el marco de un acuerdo anual interinstitucional con OIT para planificar las actividades. Estas contaron con la participación de la Escuela del Ministerio Público, la academia (la PUCP) y la activa participación de la Coordinadora de las FISTRAP.

Las estrategias de fortalecimiento de capacidades para empoderar a las fiscalías se basaron en capacitaciones y acciones de gestión del conocimiento. Estas últimas buscaban compartir y utilizar nuevos aprendizajes para aplicar las mejores prácticas en la interpretación del delito, sobre todo en el caso de nuevos fiscales. El resumen de las acciones es como sigue:

#### **En capacitación**

- Tres versiones de un diplomado a través de la alianza entre la academia y la Escuela del Ministerio Público;

- Capacitación presencial en seis regiones y capacitación conjunta con la Policía Nacional del Perú (PNP) y el Poder Judicial.
- Programa de mentoría individualizada, creando un espacio para que fiscales y sus equipos puedan reunirse y discutir casos específicos de manera confidencial. Este programa tuvo réplica interna, de manera que los mismos fiscales capacitaron al nuevo personal.  
*Están las mentorías, que también han sido una novedad y que nos han permitido de alguna manera casi personalizar el abordaje de los fiscales ante una problemática jurídica dificultosa.” FISTRAP Nacional, Ministerio Público.*
- Campamentos forenses en donde se recrean situaciones reales con juego de roles para interpretar el delito.  
*“...los campamentos forenses que, como sabes, es una creación sui generis que consiste en, por un lado, recrear o simular un escenario real. Ahí nos unieron a fiscales, policías, personal de asistencia técnica, jueces... (...) Y adicionalmente, la simulación de audiencias tanto en las audiencias de juicio oral como las de medidas cautelares. Pero sí nos hemos beneficiado. ¿Por qué? Porque hubo casuística. Hubo profesores no solo nacionales, sino también extranjeros. FISTRAP Nacional, Ministerio Público.*
- Capacitación conjunta de la PNP y el Ministerio Público en el uso de la “Guía Operativa para la investigación del delito de trata de personas”, y otros temas clave para realizar investigaciones proactivas utilizando técnicas especiales de investigación y procesamiento.
- Intercambio internacional de fiscales con Argentina, para aprender algunas técnicas innovadoras de investigación proactiva.

### **En gestión del conocimiento**

Las “Plantillas de decisiones fiscales” consignan las decisiones y escritos más importantes elaborados por las fiscalías en los procesos penales que condujeron a la condena de tratantes. Este producto favorece que fiscales especializados incorporen y utilicen las mejores prácticas en la interpretación del delito.

La “Plataforma virtual de jurisprudencia” organiza y sistematiza todas las decisiones judiciales a nivel nacional sobre interpretación, aplicación y/o tipificación en delitos de trata de personas.

Los “Congresos Nacionales de las FISTRAP” se convirtieron en espacios de encuentro y debate para llegar a consensos y establecer acuerdos que estandarizaran procedimientos, lineamientos y criterios en la investigación de casos de trata de personas.

### **Cambios en las prácticas fiscales**

A lo largo de estos años, se ha observado una serie de cambios muy significativos en la actuación de fiscales. En primer lugar, el hecho de encontrarse más actualizados sobre la normativa ha llevado a implementar las leyes de forma más clara y específica, incorporando los enfoques de género y derechos humanos. Un mayor conocimiento en técnicas específicas para investigar y gestionar los casos de trata ha contribuido igualmente a la mejor identificación de víctimas, manejo de pruebas y persecución de redes criminales.

*“La fiscal de trata de personas de Loreto compartió con el proyecto una sentencia catalogada como buena práctica. Según su testimonio, esta sentencia fue resultado de que la fiscal especializada en trata de personas de Loreto aplicara los conocimientos que había recibido durante los programas de capacitación realizados. Medición de Outcomes.*

Se observa también una mejor atención a las necesidades de las sobrevivientes de trata durante las investigaciones gracias a la adopción del enfoque centrado en la víctima y el enfoque basado en el trauma. El Instituto de Medicina Legal (IML) también ha experimentado un cambio positivo en los peritajes psicológicos al incorporar los efectos del trauma, mejorando la robustez del caso para su sustentación ante el Poder Judicial.

Por otro lado, ha mejorado la coordinación y articulación intra e interinstitucional, destacando la labor de las fiscalías especializadas y penales para la preservación de evidencia, la actuación conjunta de la PNP y los fiscales en las labores de rescate e investigación, así como el trabajo coordinado con el MIMP y el INABIF en la fase de reintegración de las víctimas.

En términos más generales, el Proyecto ha logrado un mejor acceso a información y conocimiento sobre la interpretación del delito de trata gracias, entre otras medidas, a la elaboración de protocolos y guías actualizadas más efectivas para la investigación y persecución del delito. La disponibilidad de materiales de capacitación sobre trata, junto con las actividades de formación de formadores, han contribuido a su vez a la replicabilidad.

*“Un ejemplo claro es la Fiscalía, que quiso replicar con sus propios fondos, (...) y han replicado la diplomatura con sus propios recursos y con la escuela misma y la academia. O sea, ellos hicieron esa alianza con la Academia y el Ministerio Público solos (...) Lo cual demuestra también que todos los materiales y cosas que hemos venido trabajando y la misma alianza entre la Academia y el Ministerio Público ya está funcionando.” Entrevista grupal OIT Persecución.*

Finalmente, los mejores resultados también se reflejan en el aumento de casos investigados y procesados, y la mejora de las tasas de condenas y reparaciones.

### **¿Qué hizo posible el empoderamiento de la FISTRAP?**

Desde el inicio, el Proyecto actuó como facilitador, ofreciendo herramientas, espacios de formación, intercambio y experticia de manera que los productos y procesos generados de manera conjunta sean apropiados y aplicados.

Los resultados que se observan fueron posibles gracias a una serie de importantes factores:

- a) Liderazgo y gestión colaborativa para propiciar el involucramiento e iniciativa del personal a nivel nacional y, especialmente, en las regiones de Cusco, Loreto, Puno y Madre Dios.
- b) Disposición para escuchar las necesidades del personal, adecuando y ajustando las acciones para mejorar su labor (caso de las mentorías).
- c) Innovación en el proceso de fortalecimiento de capacidades, buscando espacios de gestión del conocimiento que difundan buenas prácticas.

Cabe destacar igualmente el liderazgo de la Coordinación Nacional de las FISTRAP y de la capacidad de aplicación y propuesta proactiva de las FISTRAP regionales como Cusco y Loreto. La formulación de un plan de trabajo anual de forma conjunta con el Proyecto fue muy favorable puesto que se detallaban las necesidades de las y los fiscales, realizando ajustes orientados al cambio de conocimientos, actitudes y prácticas.

Fue clave contar con la disposición para aprovechar las oportunidades del Proyecto. Todo ello incrementó la capacidad del personal para cumplir eficazmente la función fiscal en trata. El seguimiento pormenorizado de los resultados que se iban logrando en la práctica y la escucha activa a las preguntas y necesidades de las diferentes fiscalías, fueron factores decisivos. Los resultados hablan por sí mismos y demuestran que esta modalidad de trabajo conjunto y basado en las necesidades de las y los fiscales, pero sobre todo de las víctimas, fue muy apropiada.

#### **Fuentes**

OIT Proyecto Alianzas (2024). Medición de Outcomes 2024

Entrevistas FISTRAP

# Transformando vidas desde el cuidado integral.

## El caso del Centro de Atención Residencial Especializado de Tikarisunchis

El Centro de Atención Residencial Especializado (CARE) de Cusco fue creado en 2019 con el propósito de asistir y proteger a niñas y adolescentes sobrevivientes de trata de personas. Este espacio, diseñado como un refugio seguro y estructurado, tiene como objetivo principal restituir los derechos fundamentales de las residentes y brindarles herramientas para reconstruir sus proyectos de vida. La implementación del CARE forma parte de los esfuerzos conjuntos de la Organización Internacional del Trabajo (OIT) y el Ministerio de la Mujer y Poblaciones Vulnerables del Perú en el marco del Proyecto "Alianzas en Acción para terminar con la trata de niñas, niños y adolescentes en el Perú", financiado por la Oficina de Vigilancia y Lucha contra la Trata de Personas (J/TIP) del Departamento de Estado de los Estados Unidos.

### Aplicación del modelo de intervención del CARE

El CARE Tikarisunchis, situado en Cusco, aborda su labor desde una perspectiva que integra los enfoques de derechos humanos, género, centrado en la víctima y basado en el trauma; que combina atención psicológica, programas educativos, talleres de emprendimiento y un acompañamiento constante por parte de su equipo interdisciplinario. Este equipo incluye psicólogas, trabajadoras sociales, personal médico y de apoyo, comprometidas con la recuperación emocional, física y social de las residentes.

El trabajo en el CARE se caracteriza por su flexibilidad y personalización, adaptándose a las necesidades específicas de cada residente. Estas participan activamente en sus propios procesos de recuperación, lo que fomenta el sentido de pertenencia, su autonomía y ulterior empoderamiento. Además, el centro promueve su inclusión en ámbitos educativos, técnicos y sociales, además del fortalecimiento familiar, buscando garantizar su reintegración exitosa en la sociedad.

### Capacitación en autocuidado

Un punto de inflexión en el desarrollo del CARE Tikarisunchis fue la capacitación en el cuidado del personal, una formación impulsada por el Proyecto que abordó las necesidades emocionales, físicas y psicológicas de quienes trabajan directamente con las niñas y adolescentes. Este enfoque resultó crucial, ya que las cuidadoras enfrentan una carga emocional significativa debido a la naturaleza del trabajo, a menudo agravada por dinámicas de género que les exigen asumir estas responsabilidades sin recibir el apoyo necesario.

*Han trabajado mucho con el personal porque nosotros tenemos que estar bien para atenderlas a ellas. Y eso ha sido un trabajo fuerte que lo hicimos (...) Y pedir ayuda nosotros como personal.* *Entrevista grupal CARE Cusco.*

La capacitación reconoció la importancia de atender el bienestar de las cuidadoras como un pilar fundamental para el éxito de la labor del centro. A través de sesiones orientadas al autocuidado, la gestión emocional y la comunicación efectiva, se lograron importantes avances, incluyendo la prevención del agotamiento laboral y una mejora en el bienestar emocional de las trabajadoras, lo que les permitió enfrentar los desafíos del trabajo con mayor estabilidad. Por otra parte, la mejora de la comunicación interna fortaleció las dinámicas de trabajo colaborativo del equipo, facilitando la redistribución equitativa de tareas y promoviendo un entorno laboral más saludable. La capacitación también impulsó cambios en las políticas internas, priorizando el soporte emocional y operativo para el personal.

El impacto de la formación no solo benefició al equipo, sino que también mejoró la calidad de la atención brindada a las adolescentes. La comunicación intra- equipo más efectiva permitió una construcción participativa del conocimiento, en la que cada miembro contribuyó al diseño, evaluación y revisión de estrategias de abordaje con las jóvenes.

“Sí, eso nos ayudó bastante (...) Y también hay algunas ideas que nos ha ido dando para el acompañamiento. ¿Cómo acercarnos a las adolescentes? Porque normalmente aquí, cuando recibimos capacitaciones es mucho más teórico (...) Nosotros tenemos ahora una directiva de agitación psicomotriz, cuando alguien entra en crisis y se agita y todo (...) Hay que cuidarnos también nosotros, sí, pero algo que aprendimos también en hacer es que hay que prevenir y entonces ya detectamos las características (...) Entonces tomamos medidas (...) Y ahí ya prevenimos que haya crisis.” *Entrevista grupal CARE Cusco.*

Este enfoque promovió la inclusión de las adolescentes en las decisiones dado que se priorizó la escucha activa y la consideración de sus opiniones, lo que fortaleció su confianza y motivación; y la evaluación constante de prácticas dada la implementación de ajustes dinámicos a los métodos de intervención, asegurando que respondieran de manera óptima a las necesidades individuales y colectivas.

### **Conclusiones**

Estos cambios han contribuido a conformar un sistema más inclusivo y equitativo, reduciendo la rotación del personal y estableciendo un entorno laboral y de atención más estable y efectivo.

El CARE Cusco se ha consolidado como un referente en la atención a víctimas de trata, gracias a su enfoque en el cuidado tanto de las adolescentes como del equipo que las acompaña. La capacitación en el cuidado de las cuidadoras no solo fortaleció la cohesión interna del equipo, sino que también transformó la experiencia de las jóvenes, impulsándolas hacia una recuperación integral y una reintegración más eficaz.

Este modelo demuestra que un sistema de atención que prioriza el bienestar de sus integrantes puede generar un impacto positivo y sostenible, no solo en las vidas individuales, sino también en la construcción de un entorno más humano, justo e inclusivo.

### **Fuentes**

Entrevistas CARE Cusco

# Gobiernos regionales comprometidos con la lucha contra la trata de niños, niñas y adolescentes.

## El caso de los PIP de Cusco y Loreto

En Perú, los Gobiernos Regionales de Cusco y Loreto han implementado Proyectos de Inversión Pública (PIP) enfocados en combatir la trata de personas, con énfasis en la prevención y la protección de víctimas vulnerables como niños, niñas y adolescentes. Para elaborar los PIP recibieron la asistencia técnica del Proyecto “Alianzas en Acción para Terminar con la Trata de Niñas, Niños y Adolescentes en el Perú” financiado por la Oficina de Vigilancia y Lucha contra la Trata de Personas (J/TIP) del Departamento de Estado de los Estados Unidos.

### ¿Qué son los PIP?

Los PIP son iniciativas financiadas por el Estado Peruano diseñadas para mejorar la calidad de vida de la población mediante la provisión de infraestructura y/o servicios públicos, pudiendo enfocarse en diferentes sectores (educación, salud, transporte, saneamiento...).

Sus objetivos específicos, por tanto, son:

- a. Generar, ampliar o incrementar la cantidad y calidad de los servicios públicos.
- b. Formar capital fijo, humano, natural, institucional y/o intelectual.
- c. Crear, ampliar, mejorar o recuperar la capacidad de producción de bienes o servicios.

Los PIP son intervenciones temporales plurianuales que se financian con recursos públicos. Siguen un marco normativo y metodológico establecido por el Sistema Nacional de Programación Multianual y Gestión de Inversiones (Invierte.pe).

### Cusco y Loreto: regiones con alta prevalencia de trata

La implementación de acciones para la lucha contra la trata de personas a nivel de Gobiernos regionales requiere de recursos financieros públicos, ya que los asignados son muy limitados y no permiten mejorar los servicios de protección y acciones de prevención, sobre todo en regiones de alta prevalencia de trata.

Cusco y Loreto se encuentran entre las regiones con mayor número de casos de trata identificados, debido a su contexto sociocultural y geográfico, presentando factores de vulnerabilidad particulares.

Cusco cuenta con alto flujo de turistas, lo que incrementa la demanda de explotación sexual comercial. Además, existe una alta tasa de migración interna por motivos socioeconómicos, de manera que muchas víctimas son captadas en zonas rurales con ofertas engañosas de falsos empleos.

Loreto está ubicado en la Amazonía con acceso limitado a servicios básicos, lo que aumenta la vulnerabilidad de las comunidades indígenas. Asimismo, hay presencia de mafias vinculadas al narcotráfico y la minería ilegal, que a menudo implican trata de personas. Las modalidades de trata más comunes son la explotación sexual, especialmente en puertos y áreas cercanas a las actividades extractivas; y el trabajo infantil en actividades relacionadas con la pesca y la minería.

En estas regiones son muy necesarias las intervenciones que impliquen campañas educativas en comunidades vulnerables para identificar riesgos; refugios o Centros de Atención Residencial Especializados (CARE) para niños, niñas y adolescentes rescatados de situaciones de trata, y el fortalecimiento de la cooperación entre autoridades locales, nacionales e internacionales para combatir redes de trata, entre otras acciones clave.

### Asistencia técnica a los gobiernos regionales



El Proyecto Alianzas, mediante la asistencia técnica de CHS como socio implementador, acompañó a las oficinas del Gobierno regional en el diseño de los PIP y su aprobación y apoyó el proceso de fortalecimiento de capacidades al funcionariado público para que pudiesen gestionarlos.

Para tal efecto, se llevaron a cabo talleres de capacitación en Cusco y Loreto, dirigidos al funcionariado de los gobiernos regionales y locales con la finalidad de sensibilizarlos en la necesidad de elaborar PIP para enfrentar la trata de personas. Los talleres orientaron a las unidades formuladoras de las entidades públicas en la elaboración de las fichas técnicas y estudios de perfil, con el propósito de sustentar la concepción técnica, económica y el dimensionamiento de los proyectos de inversión.

Además, se elaboró una guía<sup>1</sup> para la construcción de proyectos público-privados en el ámbito de trata, lo que contribuye a la sostenibilidad de la iniciativa y su replicabilidad en el futuro.

### **El PIP de Cusco**

El Gobierno Regional de Cusco desarrolla el proyecto "Mejoramiento del servicio de prevención de la trata de personas en niñas, niños y adolescentes" en las siete provincias del departamento. Este PIP cuenta con un presupuesto de S/. 5,763,069 (más de 1 millón y medio de dólares), siendo la unidad ejecutora la Gerencia Regional de Desarrollo Social. Su principal objetivo es que la población de niños, niñas y adolescentes en las provincias de Cusco, Quispicanchi, Paruro, Sicuani, Espinar, Chumbivilcas y la Convención conozcan sus derechos y no sean víctimas de trata de personas.

El PIP de Cusco tiene 4 componentes destinados a asegurar adecuadas capacidades en prevención y atención por parte de autoridades y operadores de justicia y de servicio, adecuados conocimientos en prevención de parte de docentes tutores de las instituciones educativas, así como suficientes conocimientos de prevención por parte de la población.

*"El liderazgo del Gobierno Regional de Cusco y el apoyo técnico de la OIT nos han permitido articular a 24 instituciones en un plan de acción común. Esto nos da fuerza para llegar a los lugares más vulnerables con un mensaje claro: no están solos, estamos aquí para protegerlos». Manuel Gamarra Quispe, GORE Cusco.*

A la fecha, fines del 2024, y desde su inicio en 2023, el proyecto ha logrado la formación de más de 58,000 niñas, niños y adolescentes, además de articular esfuerzos con 67 municipalidades y diversas instituciones locales y nacionales.

*"Uno de los logros más destacados fue llegar a 67 municipalidades distritales, donde se capacitó a operadores de justicia, personal de serenazgo y defensorías municipales. Es fundamental que todas las instituciones locales estén preparadas para actuar ante casos de trata. En ese esfuerzo hemos involucrado a más de 45 juzgados y oficinas descentralizadas del Ministerio Público» Manuel Gamarra Quispe, GORE Cusco.*

### **El PIP de Loreto**

El gobierno regional de Loreto desarrolla el PIP "Mejoramiento de servicio asistencial y programas preventivos de trata de personas vulnerables, niñas, niños y mujeres" (MEF) en la ciudad de Iquitos y Caballococha, las provincias de Maynas y Mariscal Ramón Castilla del departamento de Loreto. Este proyecto, cuyo presupuesto asciende a S/. 3,895,401 soles (más de un millón de dólares), tiene como principal objetivo enfrentar este delito a través del fortalecimiento de los servicios de asistencia que involucren a comunidades lejanas y vulnerables.

*"Nuestro objetivo justamente es, en cuanto a la prevención y la sensibilización, bajar esos índices de violencia que se tienen ahora lamentablemente. Y esto no podemos ocultar. Loreto es una de las regiones con mayor índice de afectaciones en temas de violencia. Nuestro propósito, nuestro objetivo del proyecto, es justamente ir bajando esos indicadores, pero eso no lo vamos a hacer de la noche a la mañana, eso no lo vamos a hacer solos. Ese es un trabajo articulado." Entrevista grupal GORE Loreto.*

**Los componentes del PIP de Loreto son:**

1. Adecuadas competencias para la gestión participativa en la prevención y atención de la violencia especialmente en su modalidad de trata de personas bajo el enfoque de género y el desarrollo humano de parte de las autoridades.
2. Suficientes competencias para el abordaje legal y asistencial del delito de trata de personas por parte de los operadores de justicia y de servicios.
3. Adecuadas competencias para la identificación, derivación y la orientación preventiva por parte de los principales autores involucrados de la educación.
4. Población concientizada y con competencia para la identificación, derivación y la orientación preventiva en la temática de violencia y trata de personas.

“Nosotros estamos capacitando (...) estamos coordinando también con el director de la UGEL y la Dirección Regional de Educación para poder insertarnos el próximo año, ya no en su currículo, en lo que es tutoría, temas de trata de personas (...) Estamos trabajando conjuntamente con lo que es la guía de aprendizaje para los tutores y lo que es para los padres de familia. Muy importante: en el proyecto también contempla las escuelas de padres. De nada sirve la labor del docente en las aulas cuando no tiene un respaldo de los padres de familia.”  
*Entrevista grupal PIP Gore Loreto.*

### Conclusiones

Los PIP representan un esfuerzo regional significativo en la lucha contra la trata de personas, liderados por los Gobiernos Regionales, quienes en la implementación se articulan con las mesas interinstitucionales contra la trata existentes en cada región. Estas mesas reúnen a todas las entidades públicas encargadas de cumplir con las metas establecidas en la Política Nacional contra la trata de personas al 2030.

Su importancia es aún más remarcable puesto que los PIP de Cusco y Loreto se desarrollan en regiones de muy alta prevalencia de trata y en donde urge acciones de prevención orientadas a las comunidades.

Los proyectos han priorizado en ambos casos los ejes de prevención y atención teniendo en cuenta que son zonas de altos niveles de captación y de explotación.

Están dirigidos principalmente a la población de niñas, niños, adolescentes y jóvenes por ser una de las poblaciones con mayores condiciones de vulnerabilidad.

Los PIP representan un esfuerzo por financiar la lucha contra la trata con recursos públicos en ausencia de un programa presupuestal para la Política Nacional aprobado por el Ministerio de Economía y Finanzas.

Todo este esfuerzo y liderazgo de los Gobiernos Regionales de Cusco y Loreto constituye un importante ejemplo para que otros gobiernos regionales impulsen medidas similares.

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## Anexo 12. Bibliografía y otras fuentes documentales revisadas

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- Documento de Supuestos
- Narrativas sobre ampliaciones presupuestarias (2018, 2019, 2021 y 2023)
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- Informe de sistematización
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- Sistematización Proyecto "Alianzas en Acción": proyecto piloto (2024)
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