



## Partnerships in Action to End Child Trafficking in Peru – Evaluación Final Independiente

### Resumen Ejecutivo

Código de Proyecto: **PER/17/51/USA**

Tipo de la evaluación: **Project**

Momento temporal de la evaluación: **Final**

Naturaleza de la evaluación: **Independent**

País(es): **Perú**

Resultado(s) de Programa y Presupuesto: **Outcome 1, Output 1.4, Indicator 1.4.2**

ODS: **ODS 5.5, ODS 8.3, ODS 8.7 y ODS 16.2**

Fecha en que el evaluador completó la evaluación: **1/12/2024**

Fecha en que EVAL aprobó la evaluación: ***Haga clic aquí para ingresar la fecha***

Oficina Administrativa (OIT): **ILO Office for the Andean Countries**

Oficina Técnica (OIT): **FUNDAMENTALS**

Para las evaluaciones conjuntas: -

Duración del proyecto: **October 2017 to December 2024**

Donante y presupuesto: **U.S.A – USD 7,940,000 after four budget increases.**

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Presupuesto de la evaluación: **USD 49,123.00**

Palabras clave: [Use themes as provided in i-eval Discovery](#)

Esta evaluación se ha realizado siguiendo la política y los procedimientos de evaluación de la OIT. No ha sido editada profesionalmente, pero ha sido objeto de un control de calidad por parte de la Oficina de Evaluación de la OIT.

## BACKGROUND AND CONTEXT

### 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, organized 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 organizations.

## MAIN FINDINGS AND CONCLUSIONS

### 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 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

### Lessons learned

#### 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.

### best practices

#### 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 organizations 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.

#### **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 organization 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 organizations. 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.

### **Recommendations**

#### **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 programmer by IDL used in the early stages of the project), prioritizing accessible communication strategies targeted at different audiences, such as the private sector, academia, civil society, and multilateral organizations. Specific actions could include media interviews, publications on social media and institutional digital platforms, and the organization 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.