



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Midterm Evaluation

Contribution to the Prevention and Eradication of Commercial Sexual Exploitation of Children in Central America, Panama, and the Dominican Republic

RLA/02/P51/USA

P 260 08 200 050

An Interim Independent Project Evaluation

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April 2004

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ABBREVIATIONS

CTA	Chief Technical Advisor
CSE	Commercial Sexual Exploitation
IPEC	International Program on the Elimination of Child Labor
CA	Children and Adolescents
NGO	Non Governmental Organization
ILO	International Labor Organization
TBP	Time-Bound Program
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
OCAM	Central American Commission of Directors of Migration
IOM	International Organization for Migration
PAHO	Pan American Health Organization
TID	Domestic Child Labor
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
Institutions in Costa Rica	
ANDE	Asociación Nacional de Educadores
CCSS	Caja Costarricense del Seguro Social
CONACOES	Comisión Nacional contra la Explotación Sexual Comercial
CONAMAJ	Comisión Nacional de Mejoramiento de la Administración de Justicia
IMAS	Instituto Mixto de Ayuda Social
MEP	Ministerio de Educación Pública
MTSS	Ministerio de Trabajo y Seguridad Social
PANI	Patronato Nacional de la Infancia
PROMECUM	Programa de Mejoramiento de la Educación Costarricense
Institutions in El Salvador	
INSDEMU	Instituto de la Mujer
ISNA	Instituto Salvadoreño de la Niñez y Adolescencia
MTPS	Ministerio de Trabajo y Protección Social
PNC	Policía Nacional Civil
Institutions in Honduras	
CEM-H	Centro de Estudios de la Mujer - Honduras
INHFA	Instituto Hondureño de la Familia
Institutions in Nicaragua	
CENEPTI	Comisión Nacional para la Erradicación del Trabajo Infantil y la Protección del Adolescente Trabajador
CONAPINA	Comisión Nacional de Atención y Protección Integral a la Niñez y la Adolescencia
MIFAMILIA	Ministerio de la Familia
Institutions in Panamá	
CEFA	Centro de Estudios y Capacitación Familiar
PTJ	Policía Técnica Judicial

EXECUTIVE SUMMARY

In July 2003, the project “Contribution to the Prevention and Elimination of Commercial Sexual Exploitation of Children in Central America, Panama and the Dominican Republic” started operating. This midterm evaluation is an opportunity to analyze the progress and the obstacles in the execution of its activities and the achievement of its objectives, so far; to obtain potential lessons learned that would allow for corrective actions in the strategies and methodologies; to provide feedback on the process and achievements for all concerned; and to document the progress and knowledge accumulated in the prevention and fight against commercial sexual exploitation of children.

The evaluation undertaken has provided the following results:

The project's design concept has proved very useful since it is intended to create an impact in several dimensions that are critical for the prevention, attention, sanction, and eradication of commercial sexual exploitation. In this sense, the design, as a framework for the project, proposes an accurate strategy based on the sustainability of the outcomes, as well as the building of local, national, and regional capacities. However, the coordination among the various components is not clearly deduced from the original design. In addition, it was possible to determine that some objectives and goals are very ambitious, taking into consideration the length of the intervention, the available resources, and the economic, political, and institutional realities of the different countries in the region. In this sense, although the project shows a high degree of clarity in its formulation, it tends to homogenize the expected outcomes without taking into account that the starting point foundation used in the countries is very different.

One of the most relevant achievements of the project has been using research as a baseline and instrument to guide the actions taken. In this way, it has generated both new knowledge regarding the problem and useful tools for decision making.

A fundamental axis of the project's strategy has been the technical assistance provided by the executing team. This activity has made it possible to substantially increase technical capacities in national and local entities. The project, moreover, has contributed to articulating and dynamizing actions against sexual exploitation in all of the participating countries, and to promoting the approval of new legislation and public policies.

IPEC/ILO, through this initiative, has managed to place the problem of commercial sexual exploitation on the agenda of public entities and has encouraged them to assume the responsibilities which pertain to them. This, in addition to the changes that have been promoted regarding legal issues and public policies, has opened opportunities to guarantee the sustainability of the project's achievements.

The methodological proposal, both in the sub-regional project and in the direct service programs, is coherent, useful, and valuable. The utilization of the rights and gender approaches constitutes an important contribution to change in the predominant paradigm in the institutions that should protect children. In addition, the idea of creating a service platform for the victims of commercial sexual exploitation is very valuable. And, if it is possible to consolidate it, it will contribute to the sustainability of the actions and to guaranteeing the restitution of children's rights. However, several differences in the way the model is being applied in the different countries has been noticed, which could decrease its effectiveness.

In relation to the planned activities, most of them have been carried out without great delays and have yielded very good results, which allow one to state that the project is progressing safely towards the achievement of its objectives. A large part of the project's success is due to the technical capacities and the personal commitment of the executing team, as well as to the legitimacy that they have in each country. In addition, the project's management has been efficient, orderly, and systematic, features that have been vital for the project to progress adequately.

Some of the recommendations and lessons learned are the following:

- Articulation among the project's components should be improved.
- It is recommended that the initiative be increased to include other key actors, such as local governments, youth associations, women's movements, the tourism sector, unions, etc.
- It is important to leave more space for particularities and national rhythms, and to adapt the project's goals to these particularities.
- It is important to design a strategy that will permit the creation of a regional network with a solid base.
- The project's monitoring system should be complemented with more realistic indicators that are gender sensitive and that focus on rights.
- It is necessary to improve the strategy for distribution of the materials produced by the project.
- It is necessary to deepen the training processes and to refine the selection criteria of the trained people.
- Careful follow-up should be given to the direct service programs to assure faithful implementation of the model.
- It is important to improve the project's management in the following ways: a) improve the definition of the chain of command and the communication flow between the project and IPEC's national coordinating entities; b) be more flexible in managing budgets; c) consider hiring full-time consultants.

- It is fundamental to improve coordination with international organizations such as UNICEF, WHO, and IOM.
- It is necessary to strengthen the awareness-raising component by improving announcements to meetings, by establishing a permanent awareness-raising campaign, and by the inclusion of national and local actors in these initiatives.

Taking into consideration the progress conditions presented in the region in relation to the problem, it is expected that IPEC must propose a second stage for the project to be aimed at consolidating the achievements reached so far.

I. INTRODUCTION

Central American countries have historically faced poverty, war, social conflict, violation of human rights, and inequality. Although during the 90s a wave of democratization took place that was characterized by the signing of peace agreements and the celebration of free elections, social and economic conditions are still precarious in most of these nations. Poverty affects more than 50% of the families in some of the countries (Guatemala, El Salvador, Honduras, and Nicaragua), which has serious consequences for integral development and compliance with children's rights. In addition, many countries in the region present extensive institutional fragility, which affects the capacity of the states to guarantee and monitor citizens' rights, especially those of children.

Poverty and inequality expose children to serious risks such as malnutrition, lack of access to health and educational services, lack of opportunities for recreation, and economic exploitation. The inability of the states to fully guarantee the economic and social rights of a good part of the citizenry, which generates poverty, inequality, and situations of social exclusion such as domestic violence, drug addiction, alcoholism, and in general, the lack of opportunity, make children vulnerable to abuse and sexual exploitation. Moreover, the sexist and adult-centered cultural constructs make children easy prey for unscrupulous adults who subject them to sexual activities with the promise of some economic compensation. Under these institutional, material, and cultural circumstances, a great many children are trapped in commercial sexual exploitation, which results in serious physical, psychological, and social harm being done to the victims.

Although all the countries in the region have approved international legal instruments such as the Convention on Children's Rights and ILO's Convention 182, there are still significant gaps in the legislation with respect to acknowledging as crimes some activities related to commercial sexual exploitation, as well as regarding prosecuting the exploiters. On the other hand, the initiatives to create national entities and action plans to prevent and eradicate commercial sexual exploitation are incipient in most of the countries now participating in this project. Furthermore, the high levels of tolerance toward this problem found in the region, as well as the existence of organized networks for commercial sexual exploitation and human trafficking, make children's situation critical and require the participation of governments, international organizations, and the civil society as well.

The main purpose of this evaluation is to analyze both the progress and obstacles for the implementation of the activities, and the achievements of the objectives of the Project "Contribution to the Prevention and Elimination of the Commercial Sexual Exploitation of Children in Central America, Panama, and the Dominican Republic." In addition, the evaluation also serves to identify lessons learned that may allow for taking corrective measures in the strategies and methodologies, provide feedback about what the project has achieved for all concerned, and to document the project's

progress in the prevention and fight against the commercial sexual exploitation of underage people. The evaluation covers the activities carried out by the project in the period between July 2002 and February 2004.

The evaluative and analytical proposal was based on two perspectives: the rights approach and that of gender perspective. A qualitative and participatory methodology was used.

An important outcome of the evaluation is that it allowed for the points of view of a large number of social actors to be collected, and for providing feedback on the preliminary findings with the participation of a large number of the people involved in the project, which enriched the results of this process. On the other hand, a limitation of the evaluation process was derived from the project's complexity, its ample geographic coverage, and the scant time available to do the fieldwork and review a large number of materials produced by the project.

Finally, it is important to point out the willingness of all the interviewees to provide information, and their desire to contribute to improving this initiative.

1) Project description

The project “***Contribution to the Prevention and Eradication of the Commercial Sexual Exploitation of Children in Central America, Panama, and the Dominican Republic***” is carried out by the International Program on the Elimination of Child Labor (IPEC) and its activities started in July of 2002. The project is scheduled to last 36 months and has a budget of US\$ 3,795,285 in addition to local contributions.

The project has the following objectives:

General:

To contribute to the prevention and eradication of the commercial sexual exploitation of children in Central America, Panama, and the Dominican Republic

Immediate:

1. By the end of the project there will be more cooperation and knowledge shared among the region's countries to prevent and eradicate commercial sexual exploitation in the region.
2. By the end of the project there will be national legislation, policies and programs that deal with the issue of commercial sexual exploitation in each of the selected countries.

3. By the end of the project, community and individual actions to prevent and eradicate commercial sexual exploitation and care for the victims would have increased in the region.

The Project develops the following components:

1. Horizontal Cooperation:

This has the goal of creating formal and informal horizontal cooperation mechanisms and the operation of a network of institutions related to child protection, NGOs, prosecutors' offices in charge of sexual crimes, police coordinators to eradicate commercial sexual exploitation and trafficking children for sexual purposes, tourism organizations, entrepreneurs, and employees of the affected sectors (transportation, tourism, advertising agencies, and Internet providers).

Expected results:

- Public and private officials trained in police investigation, local project design to prevent victimization and care for the victims, and legal reforms
- Information about experiences and lessons learned which are prepared by the different countries and distributed regionally
- Informative regional materials prepared and distributed

2. Institutional strengthening

This has the purpose of bringing about inter-institutional coordination entities (commissions, committees, executing units) operating within each country (child protection entities, ministry of health, ministry of labor, ministry of education, tourist sector, judicial power, NGOs, unions, employers, international agencies).

Expected results:

- Proposals for policies and programs to improve the legislation against commercial sexual exploitation and child trafficking, and to sanction the offenders, to be prepared and disseminated
- Technicians and staff at public and private institutions trained in the following issues: detection of cases and trafficking for sexual commerce, police investigations, institutional and individual responsibilities, and outreach through the local press.

This component also proposed the development of pilot models for the prevention, eradication, and care of the victims in three communities (Costa Rica, Nicaragua, and Guatemala).

Expected results:

- Local prevention and attention model for the sexually exploited children in Limón, Costa Rica, in operation
- Local prevention and attention model for the sexually exploited children in Managua, Nicaragua, in operation
- Local prevention and attention model for the sexually exploited children in Guatemala, in operation

3. Awareness Raising and Social Mobilization

This has the purpose of achieving an expansion of the knowledge and awareness among the key actors of the population about the problem of commercial sexual exploitation and child trafficking for sexual purposes (researchers, police officers, health officials, teachers, child protection entity employees, church members, and entrepreneurs, among others)

Expected results:

- Journalists and staff of the media and other sectors trained in the problem of commercial sexual exploitation
- Key sectors informed through awareness-raising campaigns and forums

The project proposes to reach the following target population¹:

Type of Beneficiary	Target Number
Direct: Children victims of commercial sexual exploitation and their families	1,400
Indirect: Children in families covered by the project's activities	18,000
Direct beneficiaries (training, awareness raising, technical assistance)	3,050

¹ The number of direct beneficiaries for USDOL reporting purposes in 1,000.

2) Analytical Overview and Assessment Objectives

a) Analytical Perspective:

The evaluative and analytical proposal was based on three perspectives:

- The rights approach
- The gender perspective
- The participatory perspective of the evaluation

b) Evaluation Objectives:

In addition to being a requirement set forth by ILO-IPEC for all its projects, this evaluation is considered an opportunity to carry out the following:

- Analyze the progress and obstacles for the implementation of the activities and the achievement of the objectives so far.
- Obtain possible lessons learned that would allow for taking corrective actions in the strategies and methodologies.
- Provide feedback about the process and achievements to all decision-makers and people involved in the project.
- Document progress and knowledge accumulated about the prevention and fight against commercial sexual exploitation of children.

c) Evaluation Questions:

Based on the list of evaluation questions included in the terms of reference (see Annex 1), the main evaluation questions that summarize the aspects to be evaluated about the project are the following:

- To what extent does the project take into account the perspective of rights and gender both in its conception and in its implementation?
- To what extent does the project's design constitute an adequate response to the problem it deals with?

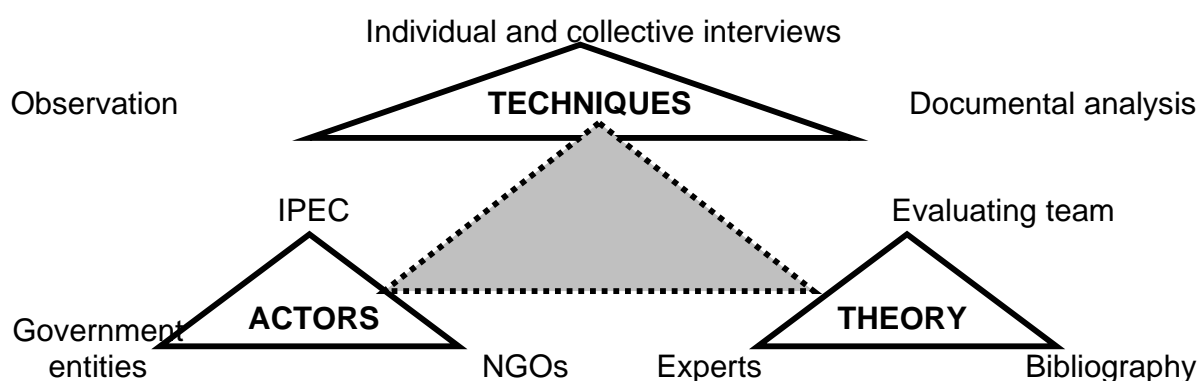
- What are the main strengths and weaknesses of the implementation process of the project?
- To what extent is the project relevant to the local, national, and regional contexts, taking into account the particularities of the problem and the existing initiatives in each country?
- How effective has the project been in achieving its objectives?
- How efficient has the project been in terms of the relation between the resources available and the outcomes obtained?
- What has been the progress made in terms of the sustainability of the outcomes brought about by the project?
- What have been the main unexpected effects that have taken place due to the project's action?
- What are the main lessons learned, and recommendations, to improve the project's performance and impact?

d) Indicators:

According to the terms of reference, this evaluation took into account three aspects that were used as guiding principles (see Annex 1 for a detailed list of the dimensions, variables, indicators, and verification means used). Taking as reference these three aspects, the evaluation tried to respond to a series of questions posed in the terms of reference (see Annex). These three guiding principles were also used to evaluate the different implementation levels of the project: regional, national, and direct or local attention.

- The validity of the project's design
- The implementation process
- The project's performance
 - a) Relevance
 - b) Effectiveness
 - c) Efficiency
 - d) Sustainability
 - e) Unexpected outcomes

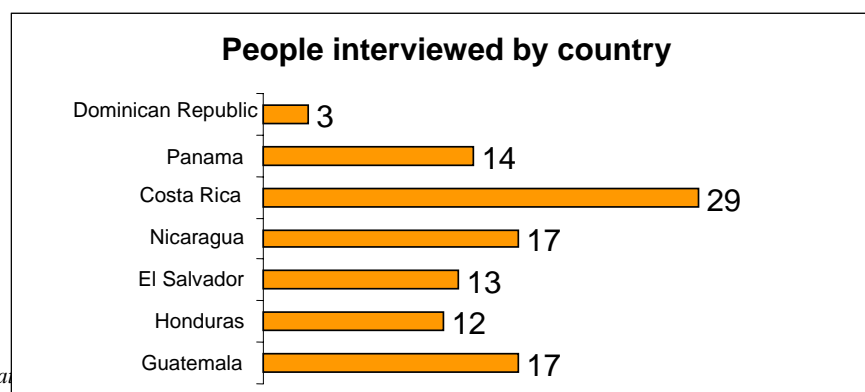
3) Methodological Strategy



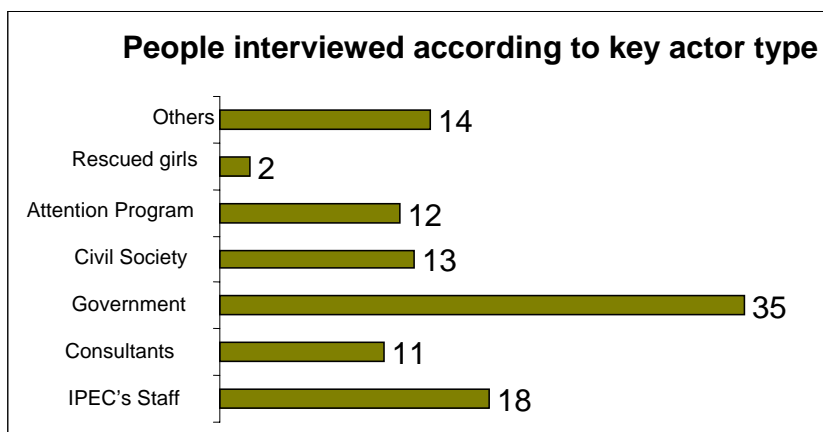
The chart above represents the methodological strategy used. It included the following:

1.1 Sources:

- Documents: project documents, action plans, progress reports, research reports, training materials, training seminar reports, national statistics and newspaper clippings on the issue, other evaluations done of IPEC's projects, and relevant national documents.
- Social actors: program staff, consultants, government representatives, NGO staff and community groups, union members, journalists, children and adolescents.
- In total, 105 people were interviewed. Visits were made to all the countries in the sub-region with the exception of the Dominican Republic. In this last case, interviews were done by phone and e-mail. The following graph shows the distribution of the interviews per country.



To guarantee the representativeness of the key actors in the evaluation process, key people in the public and civilian sectors, as well as the project staff, were interviewed. The graph below shows the distribution of people interviewed according to sector.²



1.2 Techniques:

1. Documentation analysis
2. Field observations
3. Semi-structured interviews (interview guides that included the main questions and indicators were prepared)
4. Group interviews
5. Validation workshop with key actors

² Among the category of “others” interviewed are: UNICEF representatives, US Embassy personnel, and journalists.

II. MAIN FINDINGS

1. Validity of the design

The project's design is relevant in order to face the specificities of the problem dealing with commercial sexual exploitation, and it aims at having an impact on a series of areas and dimensions that are critical to confront in the region. In fact, according to most of those interviewed, it is urgent to develop actions in the region to promote exchanges of knowledge and experiences among these countries, as well as to create networks to more effectively face some criminal activities related to commercial sexual exploitation which, because of their characteristics, transcend borders, such as human smuggling and trafficking, the distribution of child pornography, and sexual tourism. This is so because until the time the project's implementation started, there were no joint actions among the countries of the region or systematic contacts in order to plan actions that would cross national borders.

In addition, all the interviewees acknowledged the need to improve the existing legislation, strengthen national capacities, promote the creation of national plans and coordination entities, raise awareness among the different social actors, and to have both more and better information about the problem. This is justified since in most of the participating countries, there was no specific existing legislation (with the exception of Costa Rica) and the national efforts to create coordination entities were incipient or completely inexistent. Moreover, there was very little serious and systematic information about the problem, and only a small number of people among the key social sectors were aware or open to working to provide attention for victims, and to prevent and fight against the commercial sexual exploitation of children.

Furthermore, the direct service programs are valued both because of the proposed model itself, and due to the almost total lack of these kinds of initiatives in the region. Even the countries where these direct service programs are not being implemented, there is a need to develop them as a fundamental complement to other actions.

From this point of view, it is possible to state that the different social actors involved acknowledge and value the importance of each of the components proposed in the project and their usefulness to prevent, face, and sanction the commercial sexual exploitation of children. Moreover, the project is recognized as a pioneer in trying to create an impact on the different dimensions that comprise the problem. The few initiatives developed previously in the region had a very limited scope centered on the national or local spheres, and only included some of the dimensions of the phenomenon. From this perspective, the project's design is novel and comprehensive, and is based on the lessons learned in the interventions developed before, as well on the needs identified.

1.1. Logical coherence

The project proposes an accurate strategy, conceived and planned for the sustainability of the results and the creation of local, national, and regional capacities for the institutions to assume the responsibilities that are under their authority for the prevention, attention, and sanction of commercial sexual exploitation. The strategy takes into account both the complexity of the phenomenon and the multiple factors that influence its structure as a social problem. In other words, the actions are aimed at achieving the social rejection and legal prosecution of commercial sexual exploitation. Moreover, the project is geared toward building institutional capacities and supporting the restitution of the victims' rights.

A fundamental axis of the project's strategy is the technical assistance provided by the human resources trained in the gender perspective approach, in the children's rights approach, and, in particular, in the specific topic of prevention and eradication of commercial sexual exploitation. This is important because in order to reach the goals set forth, it is required that the existing technical capacities in the countries be substantially expanded, and that there be specialized professionals present who are aware of the issue in all of the key entities.

However, the coordination among the different project components, in particular the macro-components (horizontal cooperation, awareness raising, etc.) together with the action programs, is not clearly deduced from the original design. The design does not establish direct communication lines that would allow the relationship existing among the different project's activities and among its different levels and impact dimensions to be visualized.

Regarding the relation between means and ends proposed in the project, some objectives and goals are very ambitious if one takes into account the length of time for the intervention, the available resources, and economic, political, and institutional reality in the different countries of the region. For instance:

- Achieving the effective withdrawal of 500 children in less than 3 years when there is still no national institutional structure with capacity to guarantee this process effectively: in most of these countries, there are no services to care for this population or to guarantee their rights on a permanent basis. In general, the national entities devoted to the protection of children's rights are very fragile, inefficient, bureaucratic, and in many cases anchored in the old paradigm of "irregular situations." On the other hand, with a few exceptions, there are no effective institutions dedicated to providing socio-economic attention for poor families and to guaranteeing their rights. This attention would prevent the most urgent economic needs from forcing girls and boys to return to the practice of exposing themselves to sexual exploitation. Even in the case

of Costa Rica, the country that has the most developed social state in the region, it has not been possible to involve in an integral way IMAS (Instituto Mixto de Ayuda Social/Social Welfare Mixed Institute) in providing assistance for the families of the children attended by the direct service program in Limon.

- Achieving the approval of legislation and public policies does not only depend on the project's efforts; there are also many political, social, and economic factors. For example, in Panama, there was a case of an influential legislator who wanted to submit, at any cost, his own bill to the national congress, a bill which was incomplete and not formulated from the rights approach, instead of submitted the bill that took this approach into consideration. Although the proposal based on this project was finally presented and passed, the aforementioned situation delayed and endangered the efforts promoted by the project. In Guatemala there is great political fragility as a result of the bad management of the previous administration, so there is no guarantee that the bill will be discussed in the short term. Furthermore, in this same country, an institutional alliance was recently created in order to prevent and enact sanctions against human smuggling and trafficking. Although this is an important issue which is closely related to commercial sexual exploitation, there is the risk that all of the efforts will be focused in one single direction, and that everything related to the sexual exploitation of children will be left aside at the national level.

On the other hand, the project is aimed at taking care of both the macro dimensions, (social policies, legal norms, social awareness) and micro (direct service programs), but it did not include the meso-dimension, which is related to the participation of local governments and community organizations. This is very important because in all of these countries, there are decentralization processes going on which are intended to transfer responsibilities to the local governments. From this point of view, the project's orientation toward the central government, and its main focus on the capital cities, could endanger some of its goals and objectives.

The project does not propose actions to be addressed and directed to children and adolescents that focus on prevention and raising of awareness about the problem and its risks. This could also affect the achievement of the goals and objectives since the younger generations as a specific target group were not included.

On the other hand, although the project presents a high degree of clarity in its formulation, both in its objectives and its goals, it tends to homogenize the expected outcomes, without taking into account that the "bases" which were used in the countries as a starting point are very different. For instance, the realities of the countries that have gone through long periods of war and social conflict, such as El Salvador, Guatemala, and Nicaragua, or those countries that have been affected by great natural disasters, such as Honduras, Nicaragua, and El Salvador, are not comparable to those of the countries such as Costa Rica or Panama, that have had a

relatively more stable recent history and a more favorable economic and political situation.

The methodology proposed, both for the sub-regional project and for the action programs, is coherent, useful, and valuable. This methodology, which is based on the rights approach, encourages the acknowledgement of rights for the protection of children and adolescents who are victims of commercial sexual exploitation. In addition, it reinforces the need to establish universal policies and regulations to protect minors, and it emphasizes that every child is entitled to full human rights. From this point of view, children should not be treated as objects of institutional welfare programs, but each of them should be evaluated carefully, and any given solution should be proposed by first taking into consideration their particular needs. This approach takes into account the multiplicity of cultural, social, and economic factors that are involved in this type of abuse, and never blames families or the children themselves for their exploitation. In addition, the rights approach establishes the responsibility of the state with respect to the preventing, attending to, and carrying out sanctions against commercial sexual exploitation.

On the other hand, the methodological proposal also includes the use of the gender perspective. It is assumed that in order to understand and eliminate the commercial sexual exploitation of children, it is necessary to fight to eliminate inequality between genders, and to create a different kind of masculinity and femininity. Both in the training workshops and in the materials, as well as in the attention model, elements are included that refer and relate to equality between genders, the particular vulnerability of girls as a result of their inferior position and the discrimination they undergo in relation to men, and the cultural conditions that promote commercial sexual exploitation.

The methodological proposal also takes into account the fact that commercial sexual exploitation is a global problem with links established among the national and foreign exploiters, so it attempts to establish collaborative international exchange mechanisms. In addition, the methodological strategy tries to take advantage of the fact that all the countries are small in geographic terms, and of the existence of national initiatives and the development of pilot projects to care for girls financed by IPEC. Finally, the methodological proposal has taken into account the existence of programs developed under the framework "Time Bound Program" in El Salvador and in the Dominican Republic, in order to maximize the efforts made.

Nevertheless, despite the value and relevance of the methodological proposal, difficulties have arisen in its implementation; these will be analyzed below.

Finally, it is important to point out that the definition that is used by IPEC of commercial sexual exploitation of children, and which is, therefore, also incorporated into the project's design, includes those people who frequent streets, bars, motels, brothels, beaches, etc, or who are victims of smuggling and trafficking. In other

words, additional diverse forms of commercial sexual exploitation are not included in the definition, such as those offenses that take place within the family and that have been detected by the project's staff. (These

other abuses, for example, involve families that permit older, usually married men (who are called "boyfriends") to sexually use adolescent girls in exchange for material or monetary gifts; or other families that give a teenage girl to an older man with "wedding purposes" in exchange for economic benefits or even as a lump sum payment established under mutual agreement.

As a result, teenage girls that are in the family situations described above are not conceived as potential direct beneficiaries of this project. Although in some of the direct service programs, especially in the program in Costa Rica, an effort is being made to also include these girls, the definition of sexually exploited underage persons should be expanded in order to open new spaces of discussion about the less visible manifestations of commercial sexual exploitation, and to promote direct actions for prevention, attention, and sanction.

1.2. Quality of the Indicators

In general, the project has developed a good monitoring plan with indicators that are realistic, verifiable, and workable for monitoring the project's impact. However, some of these measures are based on non-existent situations and realities such as the case in indicator 1 for **Immediate Objective 1**, which aims at collecting the number of encounters and contacts between the institutions of the different countries by phone, e-mail, and fax, when these resources are not available in most of the public institutions of the region. Similarly, indicator 1 for **Immediate Objective 3** proposes the qualitative analysis of the news items and articles on TV, radio, and in the press, which is not very feasible given that it implies daily monitoring of the national media just to gather the information as well as additional analysis of each related news item, broadcast, or documentary produced.

On the other hand, gender awareness is not clearly deduced from the indicators proposed for monitoring both at the sub-regional project level and at the level of the action programs. For instance, there are no indicators that would allow for measuring gender equality in terms of the participant in the different training activities or technical assistance activities. Nor are indicators proposed that would allow for measuring whether or not the project's staff is trained in the gender perspective approach, or if they have the necessary skills to respond to the particular needs of both sexual genders, especially in the action programs (only the direct service program of Costa Rica has made some efforts in this sense). In addition, no indicators are proposed that would permit monitoring of the follow up given to the mothers of the victims of sexual exploitation, who were defined in the project's

document as essential for approaching the abused children and for carrying out rescue strategies for them.

In the action program for Nicaragua it was also noted that there is a need for clarity in the indicators of the rights approach. That is, it is necessary to have indicators that deal with the restitution process of children's rights, such as the right to education, health, and life in violence-free environments.

1.3. Relevance within the Context

The project's design was based on the input provided by the research of the preparatory activities and on the basis of the regional workshop held with 55 actors of the region, which can be viewed as a very positive element as it was based on the analysis of the context with first-hand empirical information. Moreover, some initiatives that already existed in the region were taken into account, such as the direct service pilot programs financed by IPEC in Costa Rica and Nicaragua, as well as the existence of the programs developed within the framework of the "Time Bound Program" in El Salvador and the Dominican Republic.

It is important to point out that the project's formulation allows for the participation of the actors in the design of different national or local initiatives, which makes it possible for the project to have more pertinence in specific contexts. However, because it is a framework project, the particular situations that each country would face during three years of implementation of the project, such as the governmental administration changes in Panama, Guatemala and El Salvador, were not taken into consideration. This means that in many cases almost all of the public officials have changed. In addition, the project seems to be formulated from an institutional and national reality that does not necessarily correspond to the conditions of most of the countries involved in the project.

These conditions, such as the institutional fragility as a result of a history of war and social conflict, the unfinished democratization processes, the growing decentralization processes, the effect of recent natural disasters, corruption, etc, make the expected institutional response difficult and slow in several of the participating countries, especially in Guatemala, Nicaragua, and Honduras. In this sense, the homogeneous goals proposed do not seem to correspond to the different conditions of institutional and democratic development of each country.

From this point of view, some key actors believe that project "is somewhat rigid because some of its components are not based on the national reality" as they are presently formulated. This situation is found both in the regional project's formulation and in the formulation of the direct service programs. In the latter case, this is based on the existence of greater institutional responses and capabilities than actually exist

now or which could be generated by the project in its 3 years of implementation. In countries where childhood and adolescence have historically been forgotten by government policies, where the social protection institutions are inexistent, inefficient or bureaucratic, and anchored in outdated practices, it is very difficult to build an effective institutional response in 3 years or to modify the organizational culture of the entities that are supposed to give more support to the process of withdrawing sexually exploited children.

On the other hand, the design did not explicitly include the approach of the ethnic particularities, which are very relevant in some countries such as Guatemala and Panama, and in the direct service program in Limon, Costa Rica. Although the design talks about an individualized attention plan for each child, not including in advance important ethnic and cultural differences consequently produces actions that are not very clear in this sense, or results in concealing these differences.

2. Project Implementation

The project has excelled in the achievement of its objectives. Its implementation has been carried out successfully in agreement with the plan, and even, in some components, more activities than those originally planned have been implemented due to the demands of the context. In general, the executing team has demonstrated a great capacity to carry out the activities and to respond in a timely fashion to emerging needs.

2.1 Coherence between the plan and its implementation

2.1.1 Main activities implemented

Regarding the planned activities, most of them have been implemented without delay and have yielded good outcomes. The main outcomes achieved during the first year and a half of the project are the following:

- Horizontal cooperation:
 - Creation of a database and a directory of institutions working on the issue of commercial sexual exploitation
 - Creation of a Web page with information about the situation, legislation, and progress in each country
 - Exchange of information between the Prosecutors' Offices for Sexual Crimes and police investigation experiences (the Dominican Republic, Costa Rica, Nicaragua, Panama, El Salvador)

- Training and exchange of experiences about the direct service program (sub-regional workshop, production and distribution of educational materials, and production and distribution of a bulletin)
 - Training and exchange of information about penal codes (sub-regional workshop, production and distribution of educational material, and a document about minimum requirements)
 - Development of the Theoretical and Practical Manual to aid in the creation of direct service programs with a human rights approach
 - Production and distribution of bulletins on related themes or topics
 - Training workshop and definition of strategies for the Mexican-Guatemalan border
 - Dissemination of the outcomes of the national studies, and their presentation at several international forums
 - Preparation of a regional comparative study
 - Undertaking of a regional study on the attitudes and perception of men regarding commercial sexual exploitation (in progress)
- Institutional Strengthening
- Technical assistance provided to national entities against commercial sexual exploitation (Panama, Costa Rica, Nicaragua, Guatemala, the Dominican Republic, Honduras, El Salvador)
 - Technical assistance for the preparation of national plans in Nicaragua (published) and the Dominican Republic (unpublished)
 - Support for the creation of institutional networks and service platforms for the attention of the victims
 - Preparation and publication of 7 national studies and the regional synthesis
 - Preparation of a study on the willingness of the tourist sector to participate in the fight against commercial sexual exploitation (Costa Rica)
 - Preparation of a graduate thesis about the response of the educational sector to commercial sexual exploitation (Costa Rica)
 - Organization of training workshops for childhood protection entities (El Salvador, Costa Rica, Nicaragua, Guatemala, Honduras, Panama)
 - Training workshops for justice operators and police officers (Panama, Costa Rica, Nicaragua, El Salvador)
 - Training workshop for migration officers (Costa Rica)

- Start up of three direct service programs: Costa Rica (Limon, Rahab Foundation), Guatemala (ECPAT), and Nicaragua (Quincho Barrilete Association).
- Awareness raising
 - Training provided to the mass media (Panama, Honduras, Guatemala, El Salvador, the Dominican Republic, Costa Rica, Nicaragua)
 - Workshops about lobbying strategies for the mass media (Panama, Guatemala, Honduras, El Salvador, the Dominican Republic, Nicaragua)
 - Production and distribution of educational materials for the mass media
 - Dissemination forums on the situation of commercial sexual exploitation (Panama, Guatemala, Costa Rica, Honduras, Nicaragua, the Dominican Republic)
 - Production and distribution of information, awareness-raising, and training materials (2 videos, posters, folders, etc.)
 - Provision of information for radio and television shows and newspaper articles
- Quantitative results
 - 2772 public officers trained in workshops lasting more than four hours
 - 2847 professionals, technicians, NGO officials, and students in forums or seminars of less than 4 hours long
 - 36 different publications and materials produced by the project
 - 2 major legislative reforms (El Salvador and Panama)
 - 108 children withdrawn from or prevented from engaging in commercial sexual exploitation by the direct service programs
 - 708 services provided to children and adolescents
 - 836 press reports about the problem
 - 157 institutions of all countries participating in the inter-institutional coordination
 - 17 entities participating in the inter-institutional coordination network for the direct service programs
 - 6 national plans against commercial sexual exploitation supported by the project
 - 1 national plan prepared with the support of IPEC

2.1 2 Activities still pending or difficult to implement:

- Horizontal cooperation
 - The creation of a regional institutional network is incipient, and the key social actors as yet do not manage a network concept in their institutional work.
 - The experience exchange internships have been limited, and they have fundamentally taken place in a single direction: between Costa Rica and the other countries.
 - There are some limitations in the dissemination and distribution of the informative materials at the regional and national levels. The distribution seems to be focused on the capital cities, and the materials remain in the hands of only a few social actors.
- Institutional strengthening
 - Strengthening of institutional capacities:
 - Training workshops still need to be organized for the teachers
 - In Guatemala no workshops have been held yet with justice workers and the police.
 - In Honduras the manual for the police officers has not yet been prepared, and in Panama this process has also been delayed.
 - Direct service

The action programs were delayed at the beginning of their activities due to the political situation (Guatemala), institutional weaknesses, and the contract process of the executing organizations. In all of the countries, problems were encountered in selecting an ideal organization that could do the job under the model proposed by the project. All the projects were expected to begin by the middle of 2003; however, due to various circumstances, they didn't start until September and October. In the case of Guatemala, the work with the girls didn't begin until January 2004 (the official program start-up dates are as follows: Costa Rica, June 2003; Guatemala, September 2003; Nicaragua, October 2003). These delays are evidently troublesome because, in addition to the adverse social, political, and institutional conditions already mentioned above, they could mean that the projected goal of guaranteeing the effective withdrawal of 500 children by the end of the project in a year

and a half--will not be met. Each of the countries has presented particular problems that are listed below:

a) Guatemala:

- I. There have been problems in establishing the inter- institutional coordination between ECPAT and the Social Welfare Secretariat as a result of the lack of interest and political will of the prior administration and the recent change of administration.
- II. Problems were detected with the entities in charge of the attention of girls (Casa Alianza and the Social Welfare Secretariat) since their attention models, although different, end up producing a similar situation (girls who are institutionalized under a strict disciplinary system) which does not seem to correspond to the development promoted by the project.³

b) Nicaragua:

- I. According to the work plan, at least 26 children should have received attention, but only 18 have been attended to due to problems with the identification mechanism.
- II. The work with these children's parents has not started because of the delays in starting the project and the technical difficulties encountered by the executing team, whose members are requesting more training in order to be able to undertake this task.
- III. There were delays in delivering the budget.
- IV. The project staff has not yet been able to start preparing the database for the follow-up of the girls and adolescents; this should be done together with the Ministry of the Family, and the delay is due to problems related to the restructuring process in this institution.

c) Costa Rica:

- I. The attention and reference protocols have not yet been published.

³ According to ECPAT-Guatemala and Casa Alianza, the approach used by the latter organization is comprehensive and includes the rights approach and several attention methods. However, in practice, the girls and adolescents are secluded in a shelter without the possibility of making decisions about their mobility, temporarily away from their right to education and from their families, forced to do domestic chores since the early hours and behind doors protected by armed guards. From this point of view, although this situation is conceived as being temporary and transitory by Casa Alianza and ECPAT, from the analytical perspective used for this report, these conditions fall within the category of "institutionalization."

- Awareness raising:
 - Several dissemination activities have been held, but no permanent and systematic campaigns have been launched which would contribute to keeping the problem on the public agenda on a constant basis.
 - No workshops have been held with tourist sector, with the exception of Costa Rica and the Dominican Republic.

2.1.3 Progress in the achievement of the objectives

Regarding the Horizontal Cooperation component, all the activities developed indicate there has been important progress in the achievement of the objectives. The activities carried out have contributed to encouraging the cooperation among several actors of the different countries, and there is greater knowledge about the issue and sharing of this information at the regional level. In addition, the first steps toward the creation of horizontal cooperation mechanisms have been taken. Yet, as stated above, the creation of a regional network has not yet been formalized, and there are some problems with the dissemination and distribution of the information at regional and national levels. Despite the efforts made by the project staff in some countries, such as Nicaragua and Costa Rica, the distribution is still mainly concentrated in the capital cities.

It is in the Institutional Strengthening component where the activities carried out have had the greatest impact. This has allowed an important qualitative progress toward the achieving the objective of promoting legislation, public policies, and programs in each of the selected countries. Although the countries are moving at their own pace, in all of them some inter-institutional coordination initiatives have been going on; national plans have been produced (although they are not yet official in all of the countries); legislation has been created and, in some cases, new laws have been passed (El Salvador and Panama). In addition, the project's impact on the strengthening of the institutional capacities through training and the raising of awareness is evident. This has made it possible to pass from a situation in which the problem was completely invisible or surrounded by myths and stereotypes, one in which there was no social or institutional concern to prevent the problem or attack it, to a situation in which commercial sexual exploitation has been placed on the agenda of many key actors. That is, although incipient, the problem has been positioned in the public agenda in most of the countries, and in all of them different initiatives are taking place: coordination, preparation of national plans, and regulatory proposals. This may be interpreted as a direct outcome of the strengthening of the institutional capacities encouraged by the project.

As mentioned earlier, however, given their different political, social, and economic realities, not all countries have progressed in parallel toward the achievement of the

objectives. In some countries, such as Nicaragua and Guatemala, the institutional and political conditions have caused the advancement to proceed more slowly, and the activities do not seem to have the same impact or effectiveness as in the other countries such as Costa Rica, Honduras, Panama, and the Dominican Republic.

On the other hand, the project has advanced substantially in the development and implementation of a novel and comprehensive attention model. In fact, the three projected programs are working. However, the delays caused by the weakness and lack of institutional commitment of some key actors, the obstacles encountered in selecting the ideal executing agencies, the difficulties in identifying the girls and adolescents sexually exploited, and the problems related to creating effective institutional coordination, could endanger the complete achievement of the objective of withdrawing and guaranteeing the rights of 500 victims.

Finally, the activities in the Awareness-Raising component have started generating positive effects toward achieving the objective of increasing the individual and community actions for prevention and elimination of commercial sexual exploitation and attention provided to the victims. The project has contributed substantially to increasing knowledge and awareness in an important number of key sectors. Yet, this component faces important challenges, since cultural and attitudinal change processes do not take place overnight. In other words, although significant progress toward the achievement of the proposed objectives was observed, a social and cultural change of the kind demanded by the problem of commercial sexual exploitation implies the transformation of millennium-long cultural and ideological systems, as well as the dismantling of the present economic and social structure. From this point of view, the project has started awareness-raising and cultural change processes, but they are still incipient.

Regarding this same component, although some progress has been noted, the project has not yet developed a permanent and focused dissemination campaign that takes into account the particularities of the problem in each country. For instance, the press or public relations offices of the key entities have not been involved permanently in the project. Nor have the NGO networks that defend children's and adolescents' rights been involved in the dissemination and design of communication strategies tasks. In this sense, although knowledge about the problem has increased significantly, a strategy to keep it in the public agenda in a sustained fashion has not been proposed. Nor has a strategy been proposed to enhance the role of the national and local actors as main spokespersons of the dissemination tasks, this being a strategy which would contribute substantially toward achieving the objective of increasing social awareness of this problem.

2.1.4 Flexibility and adaptability to the context:

Although this is a framework project, a perception exists among some of the key actors and executing staff that there is certain rigidity in the proposal which does not allow enough space for taking into account the specificities of the country. In the words of one of the participants in the validation workshop of the outcomes: “you get a folder that is already prepared; you cannot choose whether you want to change some of the contents.” However, it is important to clarify that the national consultants participate actively in the coordination with the national entities in the decision-making that deals with the actions that should be given priority in each country. Nevertheless, in the case of the direct service programs, the same perception exists in the sense that the success and effectiveness criteria of the program are based on an institutional response that does not necessarily exist in other countries. This causes concern and frustration among the executing staff of the project because they feel that they are advancing slower than expected due to factors that are beyond their control.

2.15 Selection criteria of the regions, children, and targets of the trainers:

To select the regions where the direct service programs are developed, the criteria used by the project have been adequate. In the case of Guatemala, the change of region was accurate due to the risk conditions that the border zone presented, and to the non-existence of an organization that could assume the direct attention services. In the case of Costa Rica, Limon is an area that has been traditionally forgotten by the government; it is a port with a high poverty index, a large number of commercial sexual exploitation cases, and no complaints filed until the direct service program started (ILO/IPEC, research report about Costa Rica, 2002). In the case of Nicaragua, the area surrounding the Oriental Market is a focus of multiple risk factors for commercial sexual exploitation, and which had already been identified in the prior investigation as an area where there is a large number of children who are victims of this crime (ILO/IPEC research report about Nicaragua, 2002).

The children and adolescents who are attended by the service programs are detected in different ways or referred by institutions or people in the community. In this sense, only children who are detected by the project are attended, provided that they fit the definition of the sexually exploited person used by IPEC; in other words, those children who are being exploited in spaces that could be defined as public, such as streets, bars, motels, beaches, brothels, etc. The direct service program in Costa Rica presents a diversity of sources for detecting these children, which include several public and private entities of the community such as the educational sector, the health sector, the judicial investigation body, non-governmental associations such as Aldeas SOS, and the National Children's Bureau, as well as references of other victims and the detection made by the project's team. Furthermore, some girls and adolescents have approached the program on their own in search of a new life

alternative. This combination of sources and references has demonstrated to be an effective detection tool.

Regarding the selection criteria used for training beneficiaries up until now, basically the interest and availability of the person has been the criteria used. This brings about some difficulties since these people are not always key persons in decision-making in their institutions. Although it is important for people to have a personal commitment and interest in the problem, the risk of mainly using this selection criteria is that the training actions can not be replicated or transformed into substantial policies at the institutions. Although efforts have been made to choose the persons based on their relation to the problem and the post they hold, these efforts have not always become concrete actions.

2.2 Monitoring quality

The project's monitoring system is both complex and systematic, which allows for following up the implementation of the activities and reaching goals in an effective fashion. For each objective, this system uses a series of indicators whose baseline makes it possible to measure changes over time. These indicators are compiled and updated every three months. In addition, they are presented in such a way that they permit a chronological and progressive overview of the changes that have occurred according to each of the project's components and their respective progress toward the achievement of stated goals.

Periodically, the project also compiles information in order to monitor the achievement of the operational objectives of IPEC. This makes possible the measurement of specific contributions of the project and its activities for a wider and general achievement of the objectives proposed by IPEC.

Although the monitoring system of this project also includes, in addition to the qualitative information gathered, a narrative evaluation of the progress, the indicators proposed are fundamentally quantitative, which does not allow for evaluating in a clear way the qualitative outcomes. In other words, how many people participated in the training activities may be accurately measured, but not the quality of the workshops, the level of learning of the participants, or the change generated in attitudes and visions. Furthermore, it may be known how many new reports or articles about the issue were published in the newspapers, but not their quality or depth. Moreover, it is possible to quantify the number of services provided to the girls and adolescents in the direct service programs, but not their quality or effectiveness. Nor it is possible to know the sex of the participants in the activities, the existence or absence of gender sensitivity in the provision of services to the children, or the promotion of fairness and gender equality of the policies or legal norms proposed.

The monitoring system also uses all the available means in the countries to follow up the situation of commercial sexual exploitation. That is, the statistics produced by law

enforcement and the justice administration system are compiled systematically. Thus, a systematic record of the new legislation proposals, public policies, and actions developed in each of the countries is kept. If other means are not used, it is because the information systems are not appropriate for monitoring this problem. In other words, the countries in the region have not yet assumed as part of their daily tasks the compilation and dissemination of systematic and comparable information as a way to be accountable for and monitor their compliance with their responsibilities.

Despite these limitations, the project has gathered a good deal of information that has been excellent input for this midterm evaluation. However, the complexity of the system, and the frequency with which the information should be collected and systematized, make its execution difficult given the labor conditions of the national consultants who have to invest a great deal of time in these tasks.

From this perspective, although the monitoring system used by the project is adequate, especially for measuring quantitative achievements, some problems dealing with the appropriation of the project by its implementers were detected. They find it complicated and very time and energy consuming. In addition, as mentioned earlier, there are some limitations in this system insofar as measuring the incorporation of a gender perspective in the development of the activities and the project's achievements, and evaluating the qualitative outcomes of the actions.

2.3 Organizational structure

In general, the sub-regional team and the national consultants have a solid knowledge of the issue and good technical skills. Moreover, the various key actors acknowledge the strengths, contributions, and dedication of the team. The people on the team have a high degree of legitimacy in their countries. However, some imbalances were noticed among the people that comprise the team, especially among the national consultants. These imbalances seem to have arisen from the differences in their prior experience with the problem and their professional training. Thus, not all have the managerial skills that are necessary to respond to the management demands of the project. This is a situation that is particularly complex since, given the organizational structure of the project, the staff should have very good technical skills at several levels (knowledge about commercial sexual exploitation, as well as the rights approach and the gender perspective, and knowledge and skills for lobbying and public relations), but they should also have good managerial skills. Although most of the people who comprise the team, both at the sub-regional and national level, meet many of these conditions, some show weaknesses in certain areas. This has a direct impact on the project's implementation since the responsibility fundamentally lies with one person. In this sense, if for any reason, such as a work overload, exhaustion, stress, personal difficulties, etc., the national consultants slow down their work pace or their efficiency, the result of having

only one person working part time could have a negative impact on the project's effectiveness and achievements.

Regarding the mastery of the fundamental concepts used in the project by the executing staff, a great deal of heterogeneity was noticed. In some cases, although the concepts (the rights and gender approaches) are handled theoretically, there was evidence of difficulties in operationalizing them in practice. Nevertheless, all the consultants acknowledge that their participation in the project has allowed them to expand their knowledge about the problem of commercial sexual exploitation and about the different concepts used by IPEC. They see themselves as possessors of skills and expertise which they lacked when they started working for the project. From this point of view, the project has made a substantial contribution to the building of capacities in its own staff.

Regarding the consultants who have carried out specific tasks (research, legal reform proposals, guide and manual preparation, training, etc.), in general, it is possible to state that they have produced good results. Yet, in this area more differences were noticed in the products. For example, the baseline research used for the project's design and the legal reform proposals show unequal or uneven quality.

With regards to this aspect, although a regional workshop was held to define the minimum contents of the penal legislation, the input of this workshop has not been effectively reflected in all the legal reform proposals prepared by the consultants hired for the project. For instance, there are still some problems in the definition of the minimum age for a person to have the right to legal protection from commercial sexual exploitation. There are also inconsistencies in the definitions of some crimes, especially the case of the proposal in Guatemala. In this country, they talk about the crime of "pornography," which does not make sense since a product cannot be a crime in itself. Obviously, the crime would be to produce, publish, sell, etc. child pornography, or using children to produce pornography. Based on this, the products of the consultants hired for specific tasks show uneven quality, which could have a negative impact on the quality of the laws that would ultimately be passed.

In relation to the capacities and competencies of the executing teams of the direct service programs, in general, these are adequate for the type of work to be done. Moreover, the project has made an effort to train the staff that is going to be involved in these tasks. However, some problems were detected in the executing teams:

- In Nicaragua, the coworkers of the Quincho Barrilete Association mentioned difficulties in working with the families and the community. They feel that they need a deeper understanding of the design and implementation of effective reinsertion strategies of the underage people suffering from commercial sexual exploitation.
- In Guatemala, the problem arises from the fact that the institutions in charge of direct attention to the girls (Casa Alianza and the Social Welfare Secretariat, with which ECPAT coordinates for the development of the attention model)

operate with principles and models that do not necessarily agree with the model proposed by this project. In this country, the girls are institutionalized, often as a result of a judge's order. They are subjected to strict discipline measures. They are often denied a chance to study, and are involved in domestic servant chores. Moreover, in Guatemala, the people who have a direct relation with the girls, such as the social workers appointed to work at the shelter by the Social Welfare Secretariat, have not been trained. This person showed a great deal of insecurity regarding the attention model and the concepts managed by the project.

- In Costa Rica, the Rahab Foundation, in charge of the implementation of the direct service program, is a religious organization which is clearly associated with the evangelical faith. As part of their attention proposal, this Foundation insists on what they call "spiritual strengthening," and members have mentioned that the project's model falls short because it does not include this aspect. Although in its discourse the leaders of the Foundation insist that the spiritual strengthening deals with "giving back his/her dignity to the human being," which in principle agrees with the model proposed by the project, there is a risk that in practice, they might want to impose a specific religious doctrine on the children. This would be against the rights approach. This situation is a challenge for the program in Costa Rica, and one which has to be addressed cautiously.

In general, the labor conditions of the sub-regional and national teams are adequate. However, in the case of the national consultants, a work overload was detected, mainly in those who only work part time for the project. This situation is particularly true for those consultants who only work part time in the countries where direct service programs are being carried out (Guatemala and Nicaragua). In these cases, the service programs tend to consume an important part of these consultants' time and energy.

In the direct service programs, the coordinators expressed concern about the rigidity in the handling of the budgets, which sometimes does not allow for making changes required to attend emerging situations. For instance, in Nicaragua, the medical services do not cover the tests the girls require, nor the hospitalization expenses for underage persons requiring rehabilitation, and this was not included in the budget. In Guatemala, no resources were budgeted to cover the per diem required to carry out the studies of the families; these studies were needed for the girls' reinsertion.

Regarding the level of coordination between headquarters and the national consultant, it is possible to state that it is adequate, and that the valuable work of the sub-regional coordinator is appreciated. Some of the national consultants indicate, however, that more direct communication and coordination with them and among the action program teams is necessary to generate an exchange of experiences. Despite the recognition of the good work done by the sub-regional coordination team and the existence of a list of e-mail addresses for the national consultants, it is felt that the centralization of this entity does not encourage closer and more direct communication between the national consultants and the teams that carry out the service programs.

Finally, a situation that has an important effect on the project's organizational and operational structure is related to the nature of the problem itself. Although Convention 182 gives ILO a clear mandate to work on this issue, commercial sexual exploitation is "an atypical case" within ILO's history, especially that of IPEC. This topic has required different strategies and partners other than those traditionally sought by IPEC for other projects (tripartite scheme State-Business Sector-Unions), which has generated some tension within the program and has produced cognitive dissonance in different sectors of society. In other words, the presence of IPEC and its work with the problem seems to confuse some actors who have not yet understood whether commercial sexual exploitation is a form of employment or a crime. Although the project clearly and strongly states that commercial sexual exploitation is a crime, the presence of an organization that has historically been linked to the issue of work confuses some sectors.

Moreover, the fact that the problem requires that alliances be sought with partners who do not necessarily correspond, in all cases, to ILO's and IPEC'S traditional partnerships, creates coordination problems and problems in establishing priorities within the program's offices. This also makes the officials of the commercial sexual exploitation project feel "atypical" and somewhat on the margin of IPEC's everyday work.

2.4 Participation of key actors

The project has managed to involve an important number of social actors in work on this issue, and has dynamized the national commissions or networks working on the problem. In addition, the project has helped to build technical and political capacities in these spaces. This is evident in countries such as Honduras, Panama, El Salvador, and Costa Rica. However, the level of commitment of these actors, especially of the state institutions, is incipient.

The incipient commitment may also be noted in the fact that, in general, the governments of the region do not allocate a specific budget to work on the prevention, attention, and sanction of commercial sexual exploitation. However, in some countries, such as Costa Rica and Nicaragua, the public entities devote resources by giving permission for their officials to attend the training sessions, and even in the case of the Judicial School and the National Migration Directorate (Costa Rica), these public institutions pay for most of the logistic expenses of the training.

The project has also managed to associate itself with key local and national entities for the prevention, attention, and sanction of sexual exploitation, such as child protection entities, the police, the judicial sector, and NGOs. The relationships established with these different sectors have been fundamental to make progress toward the achievement of the project's objectives and goals. However, the relationship is weak or inexistent with the national mechanisms for the promotion of women's rights and with women's organizations in the region, as well as with the

health and education sectors and the local governments. Nor have relationships been set up with youth associations or groups nationally or locally.

On the other hand, in general, the relationship with UNICEF is problematic despite the fact that both entities are currently working on this issue with similar projects (in 2003, UNICEF started a regional project with components similar to those of IPEC's project). Although there have been some contact between the two entities, at a regional level, and in Honduras in particular, they have not managed to create a coordination level that would allow them to not duplicate efforts. Although UNICEF's project is going to benefit from the path taken and the progress promoted by this initiative, the situation has produced some degree of confusion among the national institutions working on this problem in several countries.

Regarding the direct service programs, in Costa Rica it has been possible to create a link with a local network of entities that facilitate the attention process for the children. Some of the institutions that participate in this network are, among others, the Social Security Administration, the police, the Ministry of Education, local NGOs, and the National Childhood Bureau. In Guatemala, on the other hand, there have been some problems in creating the needed inter-institutional coordination as a result of both the conflictive political and economic situation of the previous administration and the recent change of government. In Nicaragua, progress in setting up a local support network is only incipient, and the executing agency of the program still has to improve its capacities and its level of appropriation of the attention model proposed by the project.

3. Project's performance

This section focuses on the analysis and assessment of the progress in the achievement of the objectives defined by the project in terms of its relevance, effectiveness, and efficiency as well as on its unexpected effects and the perspectives for its sustainability.

3.1 Project's relevance

Based on the opinions of the key actors and the analysis of the situation in the region, it may be stated that all of the project's components are very relevant. IPEC-ILO's proposal still makes sense to face the needs and the reality of the different countries and communities where the intervention is taking place.

Before this project, there was no regional cooperation on this issue nor were there integrated national projects to respond adequately to the urgent task of preventing and eradicating commercial sexual exploitation. Neither were there specific service

programs with an explicit human rights approach and with strategies for institutional strengthening for the entities related with the issue.

As already mentioned, the project is based on an institutional and national reality that does not necessarily correspond to the condition in most of the countries included in the initiative. Thus, in order to achieve some of the goals set forth, it is required to make some adjustments in the working strategies and the development of complementary actions that would contribute to increase the institutional capacities.

The analysis of the relevance of each of the project's components is presented below.

3.1.1 Horizontal cooperation:

As some of the interviewees mentioned, behind commercial sexual exploitation there are organized networks that operate at every level. Therefore, the institutional response may not be limited to the local or national levels. The strategy to strengthen inter-institution networks in the different countries makes it possible to exchange information and experience as well as to work collaboratively on issues such as the trafficking and smuggling of underage persons with commercial sexual exploitation purposes and the production and distribution of child pornography.

In addition, the exchange at the regional level facilitates the multiplication of the existing knowledge, encourages more effective approaches and practices, and empowers the development of the necessary technical capacities to face the problem.

However, some of the activities that the project has implemented to achieve these purposes are insufficient and, in some cases, they do not fit with the political and institutional particularities of the countries.

In this sense, the horizontal cooperation actions are limited by public officials' little access to telephone, fax, and e-mail, the precarious exchange and communication culture at the regional level, and the lack of knowledge of the regional agreements that would facilitate the collaboration among several public institutions.

On the other hand, although the project has been able to relate itself to several local and national initiatives and actors, certain weakness was detected in the regional coordination with organisms that are promoting projects in the same countries as IPEC. Special attention should be given to the case of UNICEF which recently started the implementation of a very similar project.

In El Salvador, Honduras, and Nicaragua, inter-agency coordination spaces are being promoted. Some of the participating agencies are UNICEF, Save the Children, IOM,

ECPAT, and other international and regional organisms. However, there are no regional guidelines to work cooperatively with these entities.

3.1.2 Institutional strengthening:

a) Strengthening of capacities:

In general terms, the project has demonstrated some capacity and flexibility to attend to the emerging needs of the different public institutions, both at the technical assistance level and the training, inter-institutional coordination support, and material production. Each country has tried to follow its own dynamics and to determine its emphasis depending on the areas in which more support has been required.

A relevant task for all countries, regardless of its particularities, has been the support and technical assistance provided to the different national commissions or networks that work on this issue. In fact, in countries such as Panama, Honduras, Costa Rica, and the Dominican Republic, the national consultants have contributed to significantly dynamizing these spaces.

Regarding the particular emphases that arise from the countries' dynamics and needs, in Costa Rica the work has been focused on the strengthening of the judicial system's capacities to enforce the existing legislation. In other countries, the support has been focused on the improvement processes for the existing legislation, mainly on those that have not typified the crimes related to the sexual exploitation of underage people (for instance, Panama, Guatemala, and Honduras).

Despite this relative flexibility allowed by the framework project, as already stated, some national consultants indicated that the pace of implementation and the expected outcomes of the project do not always agree with the political and institutional realities of their countries.

Regarding the gender approach, although the initiative includes it in its conception, in practice, there are some difficulties to operationalize this perspective and to see it reflected in the everyday tasks of the project. For instance, many of the institutions that have selected personnel to be trained have not included these persons' sex as a relevant selection criterion.

b) Direct services:

Most of the interviewees agree on the fact that the attention model is one of the most important contributions of the project, as it implies a radical change in the paradigm of attention that predominates among the public and private institutions of the region.

In Costa Rica, where the direct service model has been applied more faithfully, it may be stated that it is building an adequate response to the needs of the children being benefited directly.

Both in Nicaragua and in Guatemala, the implementation process is still incipient. Nevertheless, it is important to point out that in the latter country some contradictions were detected between the practice of the executing agencies and the model proposed by the project, mainly because the girls are institutionalized.

Regarding the gender perspective, the model seems to respond more clearly to the girls' needs than to the boys' needs that have been detected by the programs. Some of the coordinators mentioned that they had difficulties to develop intervention plans for boys, because the public institutions themselves do not have an adequate service offer for them.

On the other hand, this model did not either consider in its conception the ethnic and cultural differences which is evidences in some support instruments (record cards, tables to prepare the attention plan) which make these population features invisible. Although in Costa Rica efforts are being made in practice to respond to these differences, in the case of Guatemala the issue has not yet been worked on explicitly.

3.1.3 Awareness raising

The project has focused its awareness-raising tasks in specific sectors that have key functions for the prevention and eradication of commercial sexual exploitation; however, most of the actors interviewed believe that the actions in this component should have a wider scope. They mention that there is a lack of a general awareness-raising strategy for children and adolescents who are not at risk of commercial sexual exploitation as well as the need to have informational materials targeted toward non-technical, non-academic, or non-professional people, such as community groups, youth groups, development associations, etc.

According to the sub-regional coordinator, the awareness-raising actions have been mainly geared toward the mass media and some key sectors (tourism), precisely because they did not want to generate great demands and expectation from the population when the institutions are barely building their capacities to face the problem. However, there is also a demand for information from those sectors and an urgent need to incorporate them in the prevention and awareness-raising strategies being created by the project.

3.2 Project effectiveness

Undoubtedly, the most important contribution of the project to the prevention and elimination of the commercial sexual exploitation of children has been making the problem visible at the regional, national, and local levels. This is the first step to start effective prevention, attention, and sanction tasks for this crime.

Other verifiable contributions of the project have been:

- The solid technical support and the generation of new knowledge about the best forms to face the problem.
- The raising of awareness and the contribution to changing some old conceptions and attitudes toward commercial sexual exploitation.
- The positioning of the concept of “Commercial Sexual Exploitation of Underage People” among key actors instead of other terms such as “child prostitution.”
- The contribution in terms of the legal reform proposals that will fill fundamental gaps that exist in the legislation of some countries in the region.
- In some countries, the project has facilitated the articulation of key sectors in the work against commercial sexual exploitation, has dynamized the existing actions, and has provided valuable technical assistance for the preparation of national plans.
- The availability of technical information about the issue, accessible to government employees and social organizations related to the issue.

Based on these contributions, it may be affirmed that the project is progressing adequately toward the achievement of its objectives. It is important to point out that not all the actions have had the same effectiveness. Below is an analysis of each of the project’s components.

3.2.1 Horizontal cooperation

The two sub-regional training workshops were remembered and valued positively by most of the interviewees. They agreed on the fact that these activities have been very useful for their everyday work as they have guided their activities and provided them with new knowledge as well as the possibility to exchange ideas with people from other countries.

In the case of El Salvador and Panama, the sub-regional workshop about the minimum legal issues held in October 2003 was essential to promote the approval of the legal reforms about commercial sexual exploitation. This workshop has also

encouraged important input to the legal reform promoted in Honduras and Guatemala.

Similarly, the institutional directory is considered an important consultation tool and reference to feed an eventual institutional network that has not yet been created formally. Regarding this, there is no explicit strategy within the project aimed at creating this network, but it seems that it is expected that the directory and the activities held in person would themselves generate the regional network. Nevertheless, this is unlikely given the lack of articulation among the institutions and the little exchange culture that exists in the region.

With regards to the exchanges and internships among professionals, the visit of the Prosecutor of Sexual Crimes of Costa Rica to four countries in the region has been highly valued by the key actors; however, this type of activities are not very effective unless they are accompanied with an *in situ* visit and follow up actions that encourage the permanent exchange of knowledge and collaborative work. For example, the prosecutor stated that, so far, she has not received a single inquiry from the almost 300 people with whom she had contact during the exchanges.

The educational materials produced by the project are highly valued and used by the key actors in all the countries as reference materials to develop specialized courses with justice operators; prepare talks, articles, and reports about the problem; write project documents; and as a source of data for interviews with the media. In addition, these materials are used and read in college courses. Nevertheless, despite being of a good quality, most of the people interviewed believe that they are mainly addressed to academic and professional populations, so their effectiveness is lower when working with other populations such as base groups, children and adolescents, and even some primary level service providers.

Regarding the regional studies, both those developed previously as the one in progress, they are pioneers in their field and have shed light on the problem's dimensions. In most of the countries, the studies have been used for raising awareness, social mobilization and generating new research, mainly due to the alliances with universities for students to work on the issue as part of their licentiate thesis, especially in Costa Rica. All the social actors interviewed acknowledge that these studies are fundamental tools to guide actions since they provide the necessary empirical basis used as a starting point and signal the path to follow. This allows preparing more accurate and effective proposal since they are based on a more solid reality. Yet, the quality of the national diagnostics is unequal so part of their effectiveness and credibility is lost, especially the quick evaluations in El Salvador and Guatemala.

There are also some problems to disseminate the publications, since the demand for materials and documents by the entities involved exceeds the number of issues published.

Finally, it is important to mention that the project has followed the strategy of making the problem of commercial sexual exploitation visible, but not IPEC's project as such. Although this is an excellent strategy to minimize the dependency of the national and local entities on the international cooperation, it has also meant some difficulty for some key actors. Many of the project's counterparts could not clearly delimit the actions that IPEC had supported and, in some cases, they confused them with those supported by UNICEF and other regional organisms that work on this issue. For instance, in Guatemala, although the bi-national meetings between this country and Mexico were also promoted by this project, the key social actors identified them as an initiative of UNICEF. In addition, they complained of the little follow up that had been provided to these bi-national meetings by the project's staff, which makes IPEC's presence in this initiative even more invisible.

3.2.2 Institutional strengthening

a) Strengthening of capacities:

The project was based on very unequal institutional and national realities, both at the legislation level and in terms of the inter-institutional coherence processes, the institutional capacities to care for the victims, and the positioning of the problem in the public agenda. However, it is important to point out that all the countries have shown some level of progress in these aspects.

The systematic work of the technical assistance by the project's team has meant a significant contribution for the national counterparts as it has provided them with the possibility of formulating more coherent and well articulated proposals, especially to the national commissions or networks working on the issue. Yet, the level of appropriation by these national and local actors is still incipient.

All the interviewees talked about the importance of the rights and gender approaches, but some inconsistencies were detected in the discourse of many people in key sectors. For example, they still mention the need to have more shelters to look after the children who are victims of sexual exploitation. In other words, they still privilege a model that institutionalizes girls, which somehow is associated to the conception that the victims are guilty or have some responsibility and, therefore, have to be removed and locked. Moreover, some key actors, who have already participated in the training activities, still talk about "white-slave traffic" or "prostituted girls."

Similarly, in practice, the actors accept that the institutional response and the restitution of the rights of children who are victims of commercial sexual exploitation continues being slow and deficient. The lack of financial and technical resources, the institutional weakness, the political instability and uncertainty in most of the countries

and the complexity of the realities associated to the problem generate a feeling of impotence in many of the interviewees.

With regards to the development of public policies and national action plans, despite IPEC's efforts to support the preparation, publication, or evaluation process of the national plans, the main problem is still that they have not been implemented very effectively. Given the lack of specific state budgets for its implementation, the regulating entities related to commercial sexual exploitation make some efforts for the participating entities to include in their annual operational plans the necessary activities to make the action plans effective.

This process, however, has not been very effective because, in addition to the budgetary limitations, there is no clarity about the competences and responsibilities of each of the participating institutions. The bureaucratization and institutional disorder existing in many of the region's states duplicate the functions in some case, and in others, no institution assumes its responsibility.

Moreover, the visibility of social problems such as commercial sexual exploitation makes the State institutions' officials feel that they have been assigned a new responsibility and a problem that they have to attend to with the same resources, which means a work overload. The result of all of this is that they end up diluting the responsibilities and competences. This happens in many countries in the region, where there is plenty of space for discourse and demagoguery, but this discourse does not turn into real political will to allocate material and human resources needed to fight against commercial sexual exploitation.

In most of the countries there is evidence of wide participation in the national commissions against commercial sexual exploitation which varies between 6 and 29 institutions per country for a total of 157 participating institutions throughout the sub-region. The actors in these commissions value the technical support provided by IPEC in these spaces, especially in Honduras, the Dominican Republic, Panama, El Salvador, and Costa Rica, where the participation of the consultants has been essential. However, these conditions have some difficulties that affect their effectiveness:

1. As indicated, in some countries there is no clarity about what public institution should lead the process to fight against commercial sexual exploitation; moreover, the problem is increased by the intervention of the international cooperation. For example, in Nicaragua, there is tension between CONAPINA (Ministry of the Presidency) and CENEPTI (Ministry of Labor).
2. In the commissions chaired by high ranking officials (ministers and executive directors), there is usually a technical commission that operationalizes their decisions; however, there isn't always good coordination between both levels. Moreover, many of the people assigned by the high-ranking officials to

participate in the commissions do not have enough decision power to influence on the policies of their own institutions.

3. In some countries, the commissions or networks are mainly composed of NGOs and low-ranking officials, so they practically have no capacity to influence on the public policies.
4. Some national commissions have had operational problems. For instance, CONACOES in Costa Rica was forced to organize its work in sub-commissions since “the sessions were long and not very productive” due to the large number of topics discussed.

It is important to point out that regardless of the inter-institutional coordination that takes place in the national commissions, several coordination initiatives that have arisen due to the possibilities of dialogue and meetings offered by these entities were detected. According to the reports to the donors produced by the Sub-regional Coordinator, when the project started, there were six initiatives against commercial sexual exploitation being carried out by public entities, while today there are 51.

The initiatives promoted by the National Civil Police in El Salvador, the Migration Directorate of Costa Rica, the Coalition against Human Trafficking of Nicaragua, and the Inter-Institutional Commission for Childhood and Family of Honduras are some examples of the actions that the public entities are starting to lead to assure the sustainability of the outcomes achieved so far.

Regarding the budget devoted by the countries to attend to the problem, it is really difficult to count the resources provided by the governments. If the only criterion used is that there is a specific entry in the national budget to attend to this problem, the conclusions would be that the governments are not devoting resources to these tasks. However, the time devoted by the officials to participate in events and training activities could be considered as a budgetary contribution. In other case, the institutions, in addition to their employees' time, have devoted funds to cover the purchase or preparation of the materials, the salaries of the trainers, and the participants' per diem.

With regards to the training of professionals involved in the prevention, attention, or sanction of commercial sexual exploitation, workshops and seminars have been organized for 2,772 persons, surpassing the initial goal of the project that was to have trained 2,000 persons by the end of the three years.

It should be pointed out that there are large differences among the countries regarding the number of people trained. For example, in the last semester, in Costa Rica 804 people were trained while in Guatemala, only 60 people were trained. This situation may respond to the different process going on in each country and to the visibility and priority of the issue in the public agenda. In addition, in the case of

Guatemala, the difficult political situation and the change of administration may have influenced this situation.

The training has been focused on the justice operators, the police, the media, and officials related to the childhood protection entities. Although these are the actors given priority by the project, a gap was detected in terms of training for other important actors, such as the local governments and community groups.

Beyond the limitations mentioned above, in all of the countries, the interviewees recognize the importance and excellent contributions of the training activities, which seem to have been effective in terms of raising awareness and openness toward new conceptions and practices to face and sanction commercial sexual exploitation. In this sense, there is evidence of greater awareness among the actors about the importance of the inter-institutional work, of participating in the national coordination spaces, and of supporting the changes and formulation of public policies and legislation about this issue. In other words, the training has caused a significant progress toward the objective of strengthening and increasing the institutional capacities in the region. However, it is important to remember that the cultural and attitudinal change processes require a sustained training process. That is, 4 or 8 hours of training are not enough to change millennium-old conceptions and attitudes rooted in a chauvinist and adult-centered culture. In this sense, the appropriation of the conceptions of commercial sexual exploitation and the rights approach and gender perspective in the key actors is still incipient.

Like the other project's publications, the Manual for the service operators is deemed very useful; however, it was also mentioned that there is a need for this material and for training manuals about to be published, to be more user-friendly for non-academic and non-professional sectors.

Regarding the legal reforms, one of the project's most important contributions has been its participation in the approval process of the penal reforms in the Salvadoran and Panamanian legislations. In Nicaragua, the project is in the Congress and in Honduras and Guatemala, reform proposals have been drafted as a result of the project's actions. Given the not very predictable dynamics of the congresses in the region, it is delicate to assess the contributions and changes generated by this project in virtue of the approval or disapproval of these reforms. In this sense, the most important issue to point out is the production of knowledge, the expansion of legal capacities, and the social mobilization and coherence based on the national consultations and discussions of the reform proposals that have taken place in the countries.

At least, it is evident that the issue has awoken the legislators' interest, since at the beginning of the project there were 4 legal reform proposals in the region and today there are at least 11 in the national congresses.

Costa Rica, because of being the country with the most specific penal legislation about commercial sexual exploitation of children since 1998 and because of having the most developed justice administration system presents the largest number of denounces and sanctions in this type of crimes in comparison with the other countries. According to the Prosecutor of Sexual Crimes, Lilliam Gómez, at this time, there are 435 active processes and 58 sentences.

Between 1999 and 2001, the project has documented 23 sentences throughout the region as a result of 61 judicial processes. Since the project started a year and a half ago, 22 sentences for commercial sexual exploitation have taken place.

b) Direct service:

The direct service programs are at an early stage of implementation to make an effective assessment. In the six months of their implementation, the teams have progressed in the creation of the conditions for the development of the programs and the detection and first-order attention of children.

The program with the most progress is Costa Rica's where 68 children have been detected and cared for. In Nicaragua, they are working with 18 and in Guatemala with 40, according to the reports by the program coordinators.

The project reports 106 children who have been rescued by the pilot projects⁴, of which 85 are regularly attending school. On the other hand, a total of 108 families have been attended.

Below is a description of the effectiveness level achieved in each of the actions programs:

- Limón, Costa Rica:

Costa Rica is the country where the attention model is being applied most faithfully. Obviously, the fact that the model's creator is a national of this country poses an advantage. In addition, the fact that the action program's coordinator has worked for several years with the model's creator also poses an advantage which has allowed a greater immersion and appropriation of its principles. Moreover, the project's team has been consolidated and is solid in the use of the model. In the province of Limón they have also managed to create a good network of institutions which has facilitated the rescuing and withdrawal process of the children subjected to commercial sexual exploitation.

⁴ The goal projected by IPEC/ILO for March 2004 was 135 underage persons.

- Managua, Nicaragua:

The Quincho Barrilete Association has created the team and has the basic infrastructure to implement the action program; however, they have had some difficulties in identifying the minors and in the family intervention strategies. They indicate have a need for more training and technical assistance to propose alternatives to the families as their main survival resource, given the reality of disintegration and family deterioration due to the history of war, poverty, and migration of Nicaragua.

The creation of the institutional network is incipient. The institutional databases has not been started and they are just creating the first links with the municipal commission for childhood and women's entities.

The alternatives for vocational training for girls are those traditionally assigned to women: bakery, pastry, and beauty experts.

- Ciudad Guatemala, Guatemala:

Although the process is at an early stage, this action program presents contradictions at the time of defining what is understood by effective removal of girls in commercial sexual exploitation, since all of them are institutionalized and most because of a judge's order.

3.2.3 Awareness raising

The project has demonstrated a great capacity to place the problem in forums, round tables, and seminars and to take the message to a large number of people. More than 2800 persons have participated in these events or have received information about the project. Furthermore, the presence of the problem in the press has increased almost 400% in a year. From 111 mentions during the period between October 2002 and March 2003 (monthly average of 18.5 news), there had been 438 mentions for the period between October 2003 and March 2004, with a monthly average of 73.⁵ (IPEC-ILO, March 2004).

The project has not yet started the communication and awareness-raising campaign massively. The communication strategy proposal based on an external consultation, despite being exhaustive and comprehensive, has turned to be not very useful to set priorities for the campaign actions. In this proposal, no distinctions should be made between the different progress stages of the approach to the problem or institutional response in the countries. That is, this is a fixed proposal that does not take into

⁵ It is important to point out that this increase may also be explained by the improvement in the news gathering processes by the national consultants.

consideration the differences or the degree of progress, which is important in terms of the type of social mobilization that wants to be promoted in each context. Neither has it integrated in its design, the communication and awareness-raising strategies to the press or public relations offices of the key institutions or NGOs related to the issue which would help to increase the achievement of the objectives in this area.

In relation to the support to forums, round tables, and public debates, the participation of the executing team has been very important to position the issue in the public agenda. Moreover, it has been useful to reach the populations that otherwise would not have the possibility of receiving information about the problem.

Most of the interviewees qualified as very useful the training geared toward the media and the organizations working on this issue, but as insufficient to generate the expected impact, since as it was mentioned, the cultural and attitudinal changes processes require long and sustained training efforts.

The increase in the number of news, reports, and opinion notes about commercial sexual exploitation of children is important as it keeps the topic active in the public agenda; nevertheless, not only the quantitative information is important. In this sense, some progress in the use of concepts such as “commercial sexual exploitation,” was detected as well as the publication of opinion columns that deepen on the causes of the problem from a more comprehensive approach. At least for the cases of Honduras, Panama, and Costa Rica, it may be stated that there has been a larger number of reports in which commercial sexual exploitation has been treated sensitively after the training provided.

Although the project has tried to focus its awareness-raising strategy on journalists who do not work in the “events” section in order to encourage other types of reports, the truth is that most of the news appear in this section. In El Salvador, of the 43 news that appeared between May 2003 and February 2004 in the national newspapers with largest circulation, only 3 were not located in the events section. Most of the participants in the training workshops do not write for the events section and although the project’s estimate is understandable, it is convenient to review the strategies used to call to meeting to try to generate substantial changes in the people and the media that actually write about this problem.

In this sense, in Panama, Costa Rica, and Nicaragua effective strategies have been used to call to meetings and to work with the media. These include direct visits, the participation of the president of the journalists’ association, the inclusion of the issue in the college curriculum, and the direct impact on the journalist who publishes notes about issues related to commercial sexual exploitation.

Finally, the information materials have had a great impact and have been highly educational, especially the video “La Sombra de la Región” (A Shadow in the Region) which has been shown in many training and awareness-raising events. However,

according to some of the interviewees, other materials such as the posters are vague and not very relevant since their messages do not directly impact the addressees.

3.3 Project efficiency

According to the key actors, the project's management has been very efficient, orderly, and systematic. They pointed out that the implementation of the actions at a regional level has been accurate because the available resources are maximized. In this sense, despite the fact that the project was implemented only a year and a half ago, it has already produced significant outcomes regionally, nationally, and locally.

However, one of the factors that affects the project's efficiency is the way in which the three components of the project are articulated. According to the national consultants, the weak coherence between the components does not always contribute to the achievement of its objectives. For instance, they believe that the information exchange experiences have been limited in terms of the institutional strengthening; this has been due to the mobility of the officials as well as to a lack of monitoring. In addition, the awareness-raising processes have not always been prioritized in the institutions that either should or wish to be strengthened. Nor has advantage been taken of the potential of knowledge and experiences developed by the direct service programs to fuel the actions of the international cooperation and awareness raising components.

Another factor that affects the efficient execution of the project is the organizational structure of IPEC's subregional office. The existence of national coordinators at IPEC's offices in each country, and project coordinators at the subregional level in San José, generates confusion in the chain of command and interlocution, this added to the fact that there is not always agreement between the strategies at the country level and the sub-regional project strategies, particularly on the issue of commercial sexual exploitation.

On the other hand, some difficulties related to the administrative coordination have been identified, such as slowness in the processing and disbursement processes of the resources. This situation has become more serious since the administrative area of the sub-regional office is undergoing a policy and procedure redefinition process.

Similarly, the centralization and verticality in Geneva have been mentioned. The need to have the approval of the headquarters for projects of over \$20,000 causes some delays in project execution, especially when the proposals have to be translated from Spanish into English.

It is important to stress the coordination that has taken place between the commercial sexual exploitation project and the domestic child labor project, which has made it possible to share costs and maximize resources. However, the synergy at the integration level of the substantial issues has not yet taken place. In addition, this situation generates a work overload for the national consultants who work part time

for each project. Moreover, the projects have coherence demands with key actors that are not always the same, so the consultants have trouble focusing their actions.

The coordination between the project evaluated and the TBPs of El Salvador and the Dominican Republic has also contributed important results in terms of maximizing the resources available. This coordination has made it possible to develop additional activities that have allowed both initiatives to expand the framework of action that had originally been defined. For instance, the TBPs have been benefited by the actions at the regional level, specifically the exchanges of experiences, research, and by the regional workshops. On the other hand, the project has managed to increase the number of people receiving training by taking advantage of the resources and the staff of the TBPs. Similarly, the project has had an impact on the approach that the TBPs use on the issue, which has contributed to providing coherence and comprehensiveness to the problem's approach.

In Costa Rica, the TBP is in a recently implemented stage, so the outcomes are incipient. Nevertheless, the participation of the TBP coordinator in some of the project's actions has allowed her to draw closer to the approach and to work strategies specific to the problem.

Given the particularities of commercial sexual exploitation and its devices, the project has tended to differentiate itself from other IPEC initiatives to eradicate child labor. According to the national consultants, there is no national strategy that would allow them to guide their work from IPEC's institutional perspective. This creates problems for them when coordinating with their respective national offices. Some of these difficulties are related to differences in priorities of the institutional agenda and that of the project, as well as to the channels and means used to communicate with the key actors. Difficulties are also due to the amount of time that the project consultants have available to carry out the tasks related to the everyday activities of the national office, which are additional to those they have to do for the project. This situation is more critical in the countries in which there is no TBP to provide a framework for the project's actions in the national context.

The production of informative materials for regional use has been very efficient and in agreement with the demands of most of the countries. However, in Nicaragua, it was mentioned that there is a need to prepare their own materials since they want to reflect the particularities of their country. In this sense, they also mentioned the possibility of having local trainers for the workshops with the mass media in order to reduce their costs and increase pertinence or relevance to the context.

3.4 Sustainability

The current condition indicates that the project's achievements are not yet sustainable and that, therefore, they require more investment of resources and sustained efforts for a longer period of time.

3.4.1 Horizontal cooperation:

Since this project is the only existing initiative that promotes the idea of working at a regional level, in order to achieve the sustainability of horizontal cooperation it is necessary to strengthen the regional entities and their effect on the policies and programs of the international or regional entities that have a presence in the region.

There has been important progress at regional coordination entities, such as OCAM, which is very interested in and committed to the problem. However, no other entities or existing networks that could assume the problem as part of their institutional work have been identified or become involved.

Regarding the international organisms with action in the region, some coordination and joint work efforts have taken place, but a national strategy aimed at joining efforts and assuring the continuity of this line of work is still missing. Special attention should be given to the relation with UNICEF and the regional monitoring of the inter-agency spaces in which organizations such as ECPAT and Save the Children, among others, participate.

3.4.2 Institutional strengthening:

There is determination and willingness on the part of some social actors at the intermediate level, and in some cases of higher authorities (such as the president of Honduras, the first lady of Panama, etc.), who have shown their interest in and commitment to the eradication of commercial sexual exploitation. However, these statements stay at a discourse level since there seems to be no real commitment in terms of allocation of resources or will to reassign the social investment.

Although it is true that more technical capacity is being built as a result of the project, it is necessary to deepen and increase the knowledge and capacities of the people in the key institutions to deal with the problem.

Almost all those interviewed believe that the progress achieved thus far in the institutionalization of the issue is still incipient, and that it requires technical and financial support from IPEC for its consolidation. Not enough progress has been made in the creation of adequate legal frameworks to respond to the problem, nor in the creation of specialized entities in the public institutions or in the development of public policies and action plans. Achieving the consolidation of these conditions requires a long articulation process and a great investment of resources that, for the time being, is only provided by international cooperation entity.

Some actors believe that the project has not made visible the role that ILO's traditional actors have in this problem. The effective involvement of the business sector and the unions is still a challenge for the project. A more solid relationship with these actors could help to generate a more robust social network with respect to the effort to eradicate commercial sexual exploitation.

In those countries in which there is more institutional strength and specific legal frameworks, the sustainability of the project's outcomes is greater. This is the case of Costa Rica, Panama, and El Salvador. In the cases of Honduras, Nicaragua, and Guatemala, where there are serious legal voids and great institutional fragility, achieving sustainability would require special efforts from all social actors. Regarding the Dominican Republic, the information gathered is not sufficient to generate any conclusions in this sense.

With regards to the attention models currently implemented by the NGOs, the perspectives for sustainability are even more uncertain. The leadership and the technical capacities required to go ahead with the implementation of the model are scarce or incipient in the entities that should protect children's rights (PANI in Costa Rica, MIFAMILIA in Nicaragua, and the Secretariat of Social Welfare in Guatemala). In most cases, and given the organizational dynamics and the existing institutional culture, these entities have difficulties in assuming the new model and in implementing it as part of their everyday tasks. In addition, there does not seem to be enough political will for the time being to increase the budgets of these institutions. As long as there are no substantial changes in the short term in these entities, the sustainability of the model can not be assured.

3.4.3 Awareness raising:

A sustainable communication and awareness campaign against commercial sexual exploitation should be oriented towards generating changes in the culture of tolerance and should contribute to the construction of a new masculinity. It is an enormous challenge that requires the commitment and the coordination of all social actors.

The project has reached out to many sectors and people with the capacity to spread the message and to influence public opinion; nevertheless, more effective strategies for social mobilization are necessary that integrate the disperse efforts that are taking place at different fronts.

In this sense, work on awareness and prevention with boys, girls, adolescents, families and communities is crucial to achieve the sustainability of the efforts in the combat against commercial sexual exploitation. Likewise, it is necessary to involve the press units of key instances and the networks of children and adolescence rights

NGOs in a more direct manner, so that these can continue the work of awareness and dissemination in the future.

3.5 Unexpected effects

Although the project's achievements are significant and relevant, there are many external factors that have affected the implementation of the initiative and that should be taken into account to minimize their effect on the project's actions. Some of the most critical external factors are listed below:

- Excessive tolerance toward commercial sexual exploitation, and lack of awareness or understanding of the problem
- Existence of organized exploitation and human trafficking networks
- Administration changes that mean rotation and instability of staff and shifts in the national policies and priorities
- Lack of legislation and public policies and/or poor application of the existing legislation
- Lack of political will and resources
- Competition and rivalry among organizations related to the issue
- Institutional weakness, especially in the childhood-related entities that operate under the irregular situation model
- Lack of clarity about the scope of competence and responsibility of the public institutions
- Gaps in information and knowledge regarding the many dimensions of commercial sexual exploitation.
- Excessive dependence of most of the region's countries on international cooperation
- Lack of a national and regional policy from IPEC to face the issue within a general strategy to eliminate the worst forms of child labor

On the other hand, some factors that have facilitated the achievement of the objectives have also been identified which should be taken advantage of in order to improve the project's impact:

- The personal commitment of the executing team as well as the good management they carry out
- The project's capacity to place the issue on the public agenda
- The existence of prior research that provided a clear panorama about commercial sexual exploitation of underage people in the different countries, which has been important input for the project's design

- A growing number of officials who are aware of the problem and interested in working for and eradicating the commercial sexual exploitation of children
- The existence of international conventions that commit the governments to approving the related national legislation and public policies
- The social mobility of the key actors based on their participation in international events such as Stockholm and Yokohama
- The flow of cooperation funds toward the region to work against commercial sexual exploitation
- The acknowledgement of ILO and IPEC at a regional and national levels

Regarding the unexpected positive outcomes of the project, the following may be mentioned:

- The visibility of the problem and its relation to different criminal topics has moved the interest of several social actors, as well as that of the international cooperation entities, to support the eradication of the problem in the region. An interesting case has been the willingness and interest of the tourist sector to participate in the fight against commercial sexual exploitation (Costa Rica and the Dominican Republic). This interest has opened a window of opportunities for work in the business sector, which can be translated into more financial and technical resources to fight against commercial sexual exploitation.
- The project has evidenced the existing conceptual and methodological gaps regarding the issue, stressing the need to deepen its study.

With regards to the negative unexpected outcomes of the project, the following may be mentioned:

- Due to the flow of financial resources for fighting the problem, some public entities have entered into a competitive conflict with others in order to garner the resources for themselves
- Although there is no hard evidence about this, the problem's visibility and that of offense prosecution may cause the problem to go even further underground and become difficult to detect. Thus, it is important for all the efforts to be based on a comprehensive approach to the problem (prevention, direct service, and sanction).
- Since it is a problem that crosses borders, the strengthening of the regulatory framework of one country makes exploiters move to other nations where there is either no legislation or where the control mechanisms are not so strong, which then makes the problem more serious in these countries. In this sense, there is a need for an important regional response to prevent these types of collateral effects in contexts of greater institutional weakness.

- Both the research process and the preparation of awareness-raising materials denouncing commercial sexual exploitation and other serious related crimes put in danger the people who present their statements and who participate in the production of the material, thus there is the importance of the identity protection measures implemented by the project.
- One of the risks of the massive dissemination of information regarding commercial sexual exploitation is that the exploiters and victimizers may also have access to it on the Internet and other media forms, and may thereby develop strategies to evade justice. In this sense, the communication strategy should be very careful with the types of messages disseminated and the information made public.

Finally, regarding the suppositions of the project's success, it is important to point out that they were based on conditions that do not correspond to the reality in most of the countries. Although these suppositions reflect a situation to which the countries should aspire both as part of the construction of their democracy and in order to guarantee the rights of their citizens, the truth is that there is a great gap between that which is aspired to and everyday practices of the social institutions involved.

III. CONCLUSIONS AND RECOMMENDATIONS

The project's design conception has proved very useful since it is intended to have an impact upon several dimensions that are critical for the prevention, attention, sanction, and eradication of commercial sexual exploitation. In this sense, the design, as a framework project, proposes an accurate strategy based on the sustainability of the outcomes and on the establishment of the local, national, and regional capacities.

One of the most relevant contributions of the project has been the use of research as both a baseline and as an instrument to guide the actions. Thus, it has generated new knowledge about the problem as well as useful tools for decision making.

A fundamental axis of the project's strategy has been the technical assistance provided by the executing team, since it has allowed for the technical capacities of the national and local entities to be substantially expanded. The project has also contributed to articulating and dynamizing actions against sexual exploitation in all the participating countries.

IPEC/ILO, through this initiative, has managed to place the problem of commercial sexual exploitation on the agenda of public entities, and has encouraged them to assume the responsibilities applicable to them. This, in addition to the changes that have been promoted regarding legal issues and public policies, has opened opportunities to guarantee the sustainability of the project's achievements.

The methodological proposal, both in the sub-regional project and in the direct service programs, is coherent, useful, and valuable. The utilization of the rights and gender approaches constitutes an important contribution to changing the predominant paradigm in the institutions that should protect children. In addition, the idea of creating a service platform for the victims of commercial sexual exploitation is very valuable. And, if it is possible to consolidate it, it will contribute to the sustainability of the actions and to guaranteeing the restitution of children's rights.

Several actions for each of the project's components have been carried out, which constitute an important contribution to the fight against commercial sexual exploitation.

On the other hand, the great success of the project is due to the technical capacities and personal commitment of the executing team as well as the legitimacy they have in each country.

In addition, the project's management has been efficient, orderly, and systematic, features that have been vital for the project to progress adequately toward the achievement of its objectives.

For the project to have a greater impact and to consolidate its outcomes, the following recommendations are provided:

1. Project design

- a) Efforts should be made to explicitly articulate the three project components so that there is greater correspondence, cohesion, and continuity among the different action levels of the project. For instance, the horizontal cooperation, training, and awareness raising should be prioritized in the institutions that have been identified as the project's key partners in each country. In addition, the relation between the direct service programs and the other components should be improved.
- b) It is necessary to include actions aimed at working with the local governments and community organizations. Moreover, efforts should be made to take the project to areas outside the capital cities.
- c) It is important for the project to include ILO's traditional allies, such as the private sector—especially the tourism sector—and the unions, and for them all to define together the role that they may take in the fight against the commercial sexual exploitation of underage persons.
- d) It is advisable to incorporate prevention and awareness-raising actions for children, adolescents and youth groups at large, and not only to address the population at risk or those youngsters already involved in commercial sexual exploitation.
- e) It is fundamental to explicitly incorporate in the project's actions, research, and materials the problem of trafficking children and adolescents. First, and given the lack of knowledge that exists with regards to its dynamics and dimensions, collection of the diverse and scattered information that may exist in the region should be undertaken in order to start creating a panorama that would allow future actions to be designed.
- f) It is necessary to leave more space for the national particularities and rhythms, and to adjust the goals in order for them to correspond in a more appropriate fashion to the different realities used as starting points in each country; especially, strategies that deal with the ethnic and regional differences should be incorporated in the different components of the project.
- g) More realistic indicators should be defined that are not based on the extended use of communication media, such as fax, e-mail, and telephone service.

- h) It is necessary to include gender-sensitive indicators, such as the sex of the trained persons and of the persons that directly care for the girls and adolescents, and to establish differentiated protocols for taking care of boys and girls, and to ensure the approval of legislation and public policies that are gender sensitive.
- i) It is necessary to develop indicators based on the rights approach, such as the restitution of youngsters' rights to education, health, family life or co-existence, and ethnic identity.

2. Project implementation

- a) At the horizontal cooperation level, a working strategy for the regional network should be designed. It should include the signing of agreements between the country's institutions, the promotion of internships, *in situ* visits, and the creation of thematic task forces.
- b) The dissemination and distribution of material and information for the project should be improved. It is indispensable to better define the target populations for the different communication products, as well as to increase printing lots by means producing economy-quality, less expensive materials.
- c) It is necessary to deepen the training processes and fine tune the criteria for the selection of the people to be involved so that the participants in these processes are those who can multiply the knowledge in question, and who have a greater ability to have an impact on the actions and policies of their institutions. In addition, the project should create alliances with the governmental entities for them to guarantee the multiplication of the training and awareness-raising experiences.
- d) The training of other key sectors should be promoted. These should include teachers, the tourism sector, municipalities, and community groups. Moreover, it is critical to train the justice workers and the Guatemalan police as soon as possible.
- e) The strategies to detect the children and adolescents in commercial sexual exploitation should be expanded so that more contacts and reference systems with other key actors related to the problem can be created. The Costa Rican model constitutes a good example of diverse and effective detection strategies (in the school system, the health sector, referrals by local institutions and organizations, patrols in the streets with the local police, etc.) . In this sense, it is also indispensable to expand the definition of commercial sexual exploitation to include forms of exploitation that take place privately, especially within the family.

- f) To improve the performance and the impact of the direct service programs, it is necessary to promote an exchange among the executing teams in both IPEC project teams and other existing initiatives in the region.
- g) It is urgent to design and implement a permanent and focused dissemination campaign, taking into consideration the country's particularities and needs, and to increase the protagonist role of the local and national actors as well as the national commissions, the NGO networks, child-labor eradication committees, etc.
- h) Training actions that deal with monitoring the project and the problems should be held with the national consultants. These actions would facilitate their appropriation of the monitoring system. In addition, it would empower their use in lobbying, dissemination, and institutionalized implementation of monitoring actions of commercial sexual exploitation in the state institutions.
- i) It is necessary to analyze the possibility of the national consultants being hired exclusively for this project in order to maximize their efforts and potential, especially in the countries where direct service programs are taking place.
- j) It is important to improve the definition of the chain of command and the communication flow between the commercial sexual exploitation project and IPEC's national coordination entities, as well between this project and other projects within this organization that are being developed in the region.
- k) It is necessary to develop discussion and training tasks inside IPEC to better articulate and more clearly differentiate the issue of commercial sexual exploitation and child labor.
- l) The capacities of the executing team (national consultants and organizations in charge of the pilot program) should be strengthened regarding the operationalization in practice of the concepts used by the project, as well as their managerial skills.
- m) The selection criteria for the consultants in charge of specific tasks in order to homogenize the quality of the products has to be improved. To do so, not only the candidate's resume should be reviewed, but it is also necessary to request a copy of their research projects, articles, consulting positions, proposals, etc. to be able to appreciate the quality of their services.
- n) It is advisable to make the handling of the budgets flexible in order to provide a timely response to the emerging situations. For instance, the consultants should have a petty cash fund that would allow them to meet basic and unexpected expenses. In addition, it is important for the consultants to be clear about the financing mechanisms available within the project in order to attend to these emerging needs.
- o) It would be very useful to promote the direct exchange of knowledge and experiences among the national consultants as well as among the executing teams of the direct service programs.

- p) The project should deepen and extend its promotion work to relate to and link itself with different social actors, so that they permanently incorporate within their agendas the problem of commercial sexual exploitation. The links with the national mechanisms for the defense of women's rights and with women's NGOs should also be strengthened.

3. Project performance

- a) The project should double its efforts in terms of adapting its goals and expectations to the political and social particularities of each country in order to guarantee its relevance in the different national contexts.
- b) For the project to increase its effectiveness, it is necessary to expand its field of action to key actors such as children and adolescents, local governments, and the educational, health, and tourism sectors. Moreover, the materials produced by the project should be adapted for base groups, children, and adolescents.
- c) To maximize efforts and existing resources, it is necessary to establish a closer sub-regional coordination with UNICEF, particularly with its commercial sexual exploitation project, in order not to duplicate efforts. Furthermore, the alliances with other agencies of the United Nations, such as the International Organization for Migration and the Pan American Health Organization, among others, should be strengthened.
- d) It is necessary to review the attention model being implemented in Guatemala since it contradicts the model promoted by this project.
- e) The strategies to call for meetings and to raise awareness among journalists should be improved in order to guarantee that key persons receive the needed training. In addition, other strategies should be undertaken, including direct visits to the media directors and editors, and journalism schools and associations.
- f) As part of the communication and awareness-raising strategy, it is fundamental to involve both the local media and the communication and public relations units of key institutions for the prevention, attention, and sanction of commercial sexual exploitation.
- g) It is advisable for key actors to have a wider knowledge of the project itself, including its objectives, components, and strategies, so that they may more adequately relate their initiatives to those of the project.
- h) As part of the sustainability strategies, it is fundamental to continue strengthening the local coordination entities, as well as fostering the enactment of public policies aimed at preventing, caring for, and sanctioning commercial sexual exploitation. The project's consultants, with IPEC's unconditional

support, should constantly maintain their presence in these entities and, together with strategic allies, seek and promote the officialization of the national plans. Similarly, it is necessary to promote the creation of specialized units at key state entities, such as the police, the health sector, the judicial system, etc.

- i) To guarantee the eradication of commercial sexual exploitation, the construction of a new vision of masculinity, femininity, and human sexuality should be promoted by the state, the civil sector, and international entities.
- j) Taking into consideration the conditions showing advancement and progress in this region with respect to the problem, it is expected that there will be a need for IPEC to propose a second stage for the project, which should be aimed at consolidating the achievements obtained so far.

IV. LESSONS LEARNED

- Carrying out baseline investigations and diagnostics has proved an important practice to guide the action and strategy design. In addition, the investigations are excellent instruments for lobbying and social mobilization.
- The public presentation of the outcomes of the research that is used to keep the problem on the public agenda serves to both provide quality information for the press and to help raise awareness.
- The project's design concept, which aims at impacting the regional, national, and local levels, has been strategically useful to note all of the dimensions of the problem.
- The use of the SPIF methodology in different spaces as an instrument works to facilitate communication and clarify the roles and responsibilities of the different social actors.
- Central and sustained effort generates capability in state institutions to assume the responsibilities within their authority by means of technical assistance. This is extremely valuable as it allows progress toward the initiative's sustainability.
- Encouraging the regional exchange of know-how and people permits the increase of each country's capacities by sharing experiences and learning about the lessons learned by others, and their most effective practices.
- The efforts to increase the knowledge and awareness about the issue in different sectors of society can be considered a good investment of time and resources, as it promotes cultural changes.
- Creating a service platform for the victims provides integral attention for them.

- The effort to transfer the responsibilities of the attention models to the state institutions promotes the direct involvement of the national and local entities in these tasks, and facilitates the model's sustainability.
- The project's comprehensive works includes simultaneous actions in the areas of prevention, attention, and prosecution.
- The clarification of the scope of competence of the institutions, as well as IPEC's and the international cooperation team's key roles, facilitates agreements being reached between these entities. To do so, IPEC should be careful not to worsen the conflict between the ministries of labor (ILO's natural allies) and the entities that protect children's rights (UNICEF's natural allies).
- Understanding and operationalizing the gender perspective and the rights approach aids the project, and should be incorporated into its practices and strategies.
- The personal commitment of the team to the problem, and their technical skills and expertise, are key elements in order to give appropriate attention to the problem's different levels.
- The project's strategy of keeping a low profile does not generate dependency on the supporting organizations. This needs to be complemented with sufficient information for the key actors in order to understand the project's context and all of its components for them to thus identify their role in the prevention, prosecution, and eradication of commercial sexual exploitation.
- Sharing administrative costs with other IPEC projects allows resources to be maximized.
- The need for IPEC to have a national strategy in each country helps to adequately place the problem of the commercial sexual exploitation of children within the general context for the eradication of child labor, as well as to guarantee the existence of clear and well-defined coordination mechanisms with the various key actors.

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Investigación sobre masculinidad y ESC.

Elaboración del insumo de cada país para el estudio subregional sobre la anuencia de adultos de participar en la explotación sexual comercial de adolescentes, niños y niñas como “clientes” de la compra directa de sexo o mediante el uso de pornografía infantil o como clientes de sex shows.

Realización de un estudio subregional sobre la anuencia de adultos de participar en la explotación sexual comercial de adolescentes, niños y niñas como “clientes” de la compra directa de sexo o mediante el uso de pornografía infantil o como clientes de sex shows y tolerancia o percepción respecto a la relación sexual con personas menores de edad.

- **Technical manuals**

Términos de referencia para: “Elaboración de manual de capacitación para sensibilizar a maestros y maestras en el cumplimiento de su papel en la Prevención de los factores de riesgo y/o en la Protección a personas menores de edad víctimas de Explotación Sexual Comercial” – Nicaragua.

Términos de referencia para la asistencia técnica y redacción de un módulo de capacitación dirigido a la policía técnica judicial sobre la temática de la explotación sexual comercial – Panamá.

Términos de referencia para la asistencia técnica y redacción de un módulo de capacitación dirigido a la policía técnica judicial sobre la temática de la explotación sexual comercial. II – Panamá.

Términos de referencia para la contratación de consultoría para elaboración de manual para el sector educativo – Guatemala.

Términos de referencia para elaboración de manual para el sector educativo en el tema de la deserción escolar y el abuso sexual intrafamiliar, como factores de riesgo para el atrapamiento de niñas, niños y adolescentes en la ESC – Costa Rica.

Términos de referencia para desarrollar investigación sobre “Explotación Sexual Comercial de niños, niñas y adolescentes: conocimientos, actitudes y prácticas del sector público de salud de la provincia de Limón – Costa Rica.

Términos de referencia para desarrollar investigación sobre “El sector educativo frente a la problemática de la explotación sexual comercial de personas menores de edad – Costa Rica.

Términos de referencia para supervisión de elaboración del manual de capacitación para el sector educativo – Costa Rica.

- **Mini-programs**

Miniprograma Divulgación y sensibilización sobre la problemática de la explotación sexual comercial infantil, a través de la cinematografía-documental.

Miniprograma Fundación PANIAMOR para incorporación del código de conducta para la protección de la niñez y la adolescencia frente a la explotación sexual comercial asociada a viajes y turismo por parte de empresas turísticas de la región de Limón.

Miniprograma Fundación Paniamor para sensibilización y capacitación a la policía administrativa de la provincia de limón, para la intervención de la explotación sexual comercial de personas menores de edad desde un enfoque de derechos.

Miniprograma Fundación RAHAB para dar cumplimiento a las actividades preliminares del Proyecto IPEC/OIT/ Explotación Sexual Comercial para dar inicio a la fase de implementación del modelo de atención en la Provincia de Limón.

Miniprograma Fundación RAHAB para propiciar la discusión técnica, la articulación y capacitación con las instituciones públicas y privadas en torno a la cooperación institucional imprescindible para aplicar en la Provincia de Limón un Modelo de atención Integral para personas menores de edad víctimas de explotación sexual comercial.

- **Action programs and national proposals**

Ambitos para la conformación de plataforma de servicios, ECPAT, Guatemala, sf.

Asistencia metodológica proyecto “Protección y atención directa a niñas, niños adolescentes víctimas de explotación sexual comercial, ECPAT, Guatemala.

Compromisos institucionales a favor de la lucha contra la explotación sexual comercial de personas menores de edad en la provincia de Limón, Costa Rica, 2003.

Comunidad de niñas y jóvenes adolescentes madres, Casa Alianza, Guatemala, sf
Coordinación proyecto “Protección a atención directa a niñas, niños y adolescentes víctimas de explotación sexual comercial, ECPAT, Guatemala, sf.

Implementación del proyecto “Casa Alianza”, ECPAT, Guatemala, sf.

Informe técnico de avance setiembre-diciembre 2003, ECPAT, Guatemala, 2003.

Plan de acción para la erradicación del tráfico de personas y la explotación sexual comercial de niños, niñas y adolescentes en Honduras, Comisión Interinstitucional de Niñez y Familia, Honduras, 2004.

Programa de Acción: “Prevención, protección y atención directa a personas menores de edad víctimas de explotación sexual comercial en la Provincia de Limón”. RAHAB – Costa Rica. Marzo, 2003.

Programa de Acción: Programa de Acción para prevenir, proteger y atender niñas, niños y adolescentes víctimas de explotación sexual comercial en la ciudad de Managua, Quincho Barrilete – Nicaragua. Junio, 2003 .

Programa de Acción: “Protección y atención directa a personas menores de edad víctimas de explotación sexual comercial en Guatemala”, ECTAP – Guatemala. Abril, 2003.

Programa de reinserción familiar y social, Casa Alianza, Guatemala, sf.

Protocolo de detección, explotación sexual comercial de niñas, niños y adolescentes, OIT-IPEC-Fundación Rahab, Costa Rica, sf.

Recomendaciones éticas para funcionaras/os que brindan servicios dirigidos a personas menores de edad víctimas, OIT-IPEC-Fundación Rahab, Costa Rica, sf.

Tercer Pacto Nacional de las Mujeres Panameñas con los Candidatos a la Presidencia de la República de Panamá, Panamá, 2004.

- **Penal reform**

Anteproyecto “Decreto de reformas al título II de los Delitos contra la libertad sexual y la honestidad del Código Penal Vigente”, OIT-IPEC, Honduras, 2003.

Consultaría para la asistencia técnica y elaboración del un anteproyecto de ley, consensuado, que reforme el código penal en materia de delitos sexuales en lo concerniente al delito de explotación sexual comercial – II- Panamá.

Documento de Acuerdos. Reunión Técnica para la definición de contenidos básicos sobre la ESC de niños, niñas y adolescentes en las legislaciones penales y de definición de un programa de trabajo estratégico para apoyar la aprobación de dichas reformas en cada uno de los países de Centroamérica, Panamá y República Dominicana. San José, 7, 8 y 9 de octubre, 2003.

Propuesta jornadas de consulta con expertos penalistas y taller con jueces y fiscales para la revisión, fortalecimiento y elaboración final del anteproyecto de ley contra la explotación sexual comercial en Honduras.

Propuesta de ley para reformar el Código Penal Guatemalteco, OIT-IPEC, Guatemala, 2004.

Propuesta de plan de trabajo para la elaboración de un anteproyecto de ley para reformar el Código Penal en materia de delitos de explotación sexual comercial de personas menores de edad, OIT-IPEC, Panamá, 2003.

Reunión técnica para la discusión de contenidos básicos sobre la explotación sexual comercial de niños, niñas y adolescentes en las legislaciones penales y de definición de un programa de trabajo estratégico para IPEC/OIT PARA APOYAR la aprobación de dichas reformas en cada uno de los países de Centroamérica, Panamá y República Dominicana – Subregional .

Términos de referencia “Contenidos mínimos de la legislación penal en materia de explotación sexual comercial de personas menores de edad”- Subregional.

Términos de referencia para la asistencia técnica y elaboración del un anteproyecto de ley, consensuado, que reforme el código penal en materia de delitos sexuales, en lo concerniente al delito de explotación sexual comercial – Guatemala.

Términos de referencia para la asistencia técnica y redacción de un anteproyecto de ley, para reformar el código penal en materia de delitos sexuales en lo concerniente al delito de explotación sexual comercial – I – Panamá.

Términos de referencia para la Revisión, Fortalecimiento y Elaboración Final de un Anteproyecto de ley contra la Explotación Sexual Comercial de Niñas Niños y Adolescentes – Honduras.

- **Awareness raising for the press**

Propuesta de 5 Talleres de sensibilización para periodistas y comunicadores en materia de ESC y de 5 talleres sobre técnicas de trabajo con medios de comunicación sobre el tema de ESC para instituciones públicas y ONGs en Guatemala, Honduras, El Salvador, Nicaragua y República Dominicana – Subregional.

Taller de capacitación para medios de comunicación de la provincia de Limón – Costa Rica.

Talleres de formación técnica en el manejo de información en la temática de explotación sexual comercial a periodistas, instituciones y ONGs – Panamá.

Términos de referencia para consultor/a de comunicación – Panamá.

Términos de referencia para consultoría de comunicación para facilitación de 5 talleres sobre técnicas de trabajo con medios de comunicación sobre el tema de ESC para instituciones públicas y ONGs y 5 talleres de sensibilización para periodistas y comunicadores en materia de ESC – Subregiona.

- **Videos and Spots**

OIT-IPEC (2003) Video La Sombra de la Región.

OIT-IPEC (2004). Video Ojalá Fuera Ficción.

Términos de referencia. “Elaboración de un documental corto para televisión sobre la situación de explotación sexual comercial de niños, niñas y adolescentes en región de la Frontera de Guatemala con México” Subregional.

Términos de referencia. “Elaboración de dos spots para televisión dirigidos a la sensibilización de la Opinión Pública sobre la situación de la explotación sexual comercial de niños, niñas y adolescentes y el Trabajo Infantil Doméstico en Panamá” .

Términos de referencia. “Elaboración de tres spots para televisión con enfoque regional sobre la situación de la explotación sexual comercial de niños, niñas y adolescentes en Centroamérica, Panamá y República Dominicana” Subregional.

VI. ANNEXES

Annex 1: Terms of Reference

TERMS OF REFERENCE (TOR) FOR THE MIDTERM EVALUATION OF THE PROJECT

"Stop the Exploitation. Contribution to the Prevention and Elimination of Commercial Sexual Exploitation of Children in Central America, Panama and the Dominican Republic"

Project Number: P 260 08 200 050

TC Code: RLA 02/P51/USA

1. Background and justification

1. The project "Prevention and Elimination of Commercial Sexual Exploitation of Children in Central America, Panama and the Dominican Republic" funded by the United States Department of Labor (USDOL) and executed by the International Programme on the Elimination of Child Labour (IPEC), started its activities in July 2002. The overall budget of the project is US\$ 3,795,285. The project was planned for a total duration of 36 months and it is scheduled to end in July 2005.

2. The immediate objectives of the project are the following:

I/O 1: At the end of the project, there will be regional cooperation and shared knowledge to prevent and eradicate CSEC in the region

I/O 2: At the end of the project, there will be national legislation, policies and programs formulated and in effect in selected countries.

I/O 3: At the end of the project, there will be increased community and individual action to prevent CSEC and assist victims of CSEC throughout the region.

3. The following table summarizes the main outputs to be achieved and the progress so far in the area of **regional cooperation and shared knowledge**:

Regional cooperation and shared knowledge to prevent and eradicate CSEC	
Outputs	Achievements
Mechanisms of horizontal cooperation established and a network functioning between child protection institutions	<ul style="list-style-type: none">• Exchanges of public officials and workshops have been carried out• Regional directory of institutions and relevant officials has been elaborated

Officials from public and private institutions trained	<ul style="list-style-type: none"> • Web-page has been established • Training material in relation to CSEC is elaborated • Regional and national workshops have been carried out • Lessons learned have been disseminated in various ways
Information on experiences and lessons learned in the different countries disseminated	<ul style="list-style-type: none"> • Existent national plans, laws and programs have been exchanged among the countries • Relevant UN conventions have been distributed • Studies on CSEC in different countries have been distributed
Informative regional materials created and disseminated	<ul style="list-style-type: none"> • Bulletins have been produced • Comparative study has been published and distributed

4. The following table summarizes the main outputs to be achieved and the progress so far in the area of **national legislation, policies and programs**:

National legislation, policies and programs	
Outputs	Achievements
Inter-institutional coordination entities functioning and pilot models in three communities	<ul style="list-style-type: none"> • Training workshop for technical consultants was carried out • Meetings and workshops for advocacy, technical assistance, coordination have been carried out • Information material is being elaborated
Policy documents, programs and proposals created and disseminated	<ul style="list-style-type: none"> • Inter-institutional coordination initiatives and meetings with NGOs, public institutions and parliamentarians initiated • Action Program in Nicaragua supported • Legal experts hired to provide technical assistance • Public hearing and series of consultations are being carried out • Meetings and seminars for the discussion of existent legislation carried out
Technical experts and personnel from public and private institutions trained	<ul style="list-style-type: none"> • Training and education material has been produced • Key sectors for which education materials will be produced have been identified • Training was carried out
Local model of prevention for sexually exploited children in Costa Rica, Nicaragua, Guatemala, in effect	<ul style="list-style-type: none"> • NGOs were selected as implementing agency • SPIF-workshop and other workshops with public and private institutions were carried out • Training was carried out

5. The following table summarizes the main outputs to be achieved and the progress so far in the area of **community and individual action against CSEC**:

Increased community and individual action to prevent CSEC and assist victims of CSEC	
Outputs	Achievements
Journalists, media personnel and other sectors trained on the	<ul style="list-style-type: none"> • Workshops have been carried out

problem of CSEC	<ul style="list-style-type: none"> • Information booklet was produced for journalists
Key sectors informed through media campaigns and forums	<ul style="list-style-type: none"> • Communication specialists have been hired for the elaboration of a communication strategy • Documentary regional video on CSEC produced and translated into English • Pamphlets with a summary of the RA studies in five countries produced • Forums, round tables and public awareness-raising meetings have been organized

6. With respect to the ratification of ILO's conventions on child labour, the situation in the project's countries is the following:

	ILO Convention No. 138 / minimum age	ILO Convention No. 182
Panama	31.10.2000 (14, 15 and 18 years)	31.10.2000
Costa Rica	11.06.1976 (15 years)	10.09.2001
Nicaragua	02.11.1981 (14 years)	06.11.2000
Honduras	09.06.1980 (14 years)	25.10.2001
El Salvador	23.01.1996 (14 years)	12.10.2000
Guatemala	27.04.1990 (14 years)	11.10.2001
Dominican Republic	15.06.1999 (14 years)	15.11.2000

2. Scope and purpose of the evaluation

7. Besides being mandatory for all ILO-IPEC projects, this interim evaluation is considered as an opportunity to: 1) analyse progress and obstacles in the implementation of activities and the achievement of objectives so far; 2) derive possible lessons learned, allowing for corrective action of strategies and methodologies; 3) provide feedback on the process and the achievements to all stakeholders; 4) document progress and accumulated knowledge on prevention and combat against CSEC of children and adolescents.
8. It is expected that the evaluation draws relevant findings to **understand the context in which the project is taking place, to make the necessary adjustments in the strategy and the modus operandi of the project**, and to make proposal for actions that stakeholders should undertake in the future, in order to maximize the possibilities of achieving the project objectives.
9. In this respect, the results of this evaluation will complement findings derived from other evaluations in this area, such as the IPEC Thematic Evaluation on Trafficking and Sexual Exploitation (2001) and the midterm evaluation of the South America Project on Prevention and Elimination of Commercial Sexual Exploitation (2003).
10. The evaluation will cover all activities developed by the project in the period July 2002 to February 2004. The outcomes of the evaluation will be shared with all stakeholders of the project, i.e. with the donor, implementing agencies, institutions involved at local, regional and national level and other relevant stakeholders.

3. Key questions to be addressed

11. The following paragraphs include key questions that the evaluation should attempt to answer. The evaluation team would need to prioritise those issues that are more relevant, according to the opinion of potential users of the evaluation and to their own perspective. In compliance with the ILO guidelines for project and program evaluations, the following 3 main aspects should serve as a guiding principle for the evaluation: **validity of the project design, process of implementation and performance of the intervention.**

Validity of design

- ✓ Has the project design been logical and coherent thus far? Were relevant indicators of achievement and means of verification properly designed?
- ✓ Has the project design taken into account other existing interventions in the region?
- ✓ Are there logical linkages between the overall objectives of the project and the strategy that was developed in the respective Action Programmes?
- ✓ Please assess the usefulness of the indicators both of project and action programmes for monitoring and measuring impact.
- ✓ Is the project design flexible enough to allow adaptation to different countries in the region?
- ✓ Has the existing previous experience in dealing with CSEC been incorporated into the project design, in particular with regard to gender issues?
- ✓ Is the number of direct beneficiaries realistic and adequate?

Implementation of the Programme

- ✓ Has the work plan of the project been adhered to thus far? If not, please explain.
- ✓ Please review and assess the process by which the capacity of national IPEC staff and implementing agencies' has been built thus far.
- ✓ How have the local management structures (National Commissions and Networks against CSEC, Local Networks against CSEC) worked thus far? Assess the participation of different relevant actors in the National Commissions against CSEC (Child Protection Institutions and Ministries; Ministry of Tourism, Ministry of Public Security and Police; Ministry of Labour, Ministry of Education, trade unions, employers' organizations, etc.) How have these structures participated in terms of program implementation? How has this participation affected the outcomes of the project thus far?
- ✓ Please assess the criteria for choosing regions and sectors for Action Programs (including the change in AP site in Guatemala), and the efficiency of project approval of Action Programs and allocation of resources to Action Programs.
- ✓ Please analyse the strategy used to strengthen the capacities of the implementing agencies of the Action Programmes

- ✓ Has a strategy for monitoring of the CSEC situation at national and local level been implemented and coordinated? If yes, please assess.
- ✓ Assess the degree to which project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for commercial sexual exploitation of children and for identifying a child as "prevented" or "withdrawn" from CSEC. Are they carrying out their respective activities accordingly, including reporting on numbers of children withdrawn or prevented?
- ✓ Please assess if the level of program personnel originally assigned in the project document has been sufficient to effectively and efficiently carry out program activities thus far.
- ✓ Taking into consideration the organized crime linked to CSEC in the region, assess the need to develop strategies to protect the project staff, the implementing agencies and the beneficiaries
- ✓ Please analyse and assess the links between the project and police authorities and the judicial system in the countries.
- ✓ Please analyse the training efforts aimed at different target groups (technical consultants, NGOs, public and private institutions, journalists): describe the effects in terms of awareness raised, mobilisation and increase in capacity.
- ✓ Please explain the main causes for the delay in the implementation of some of the project activities. What have been the effects of these delays on the overall implementation of the project?
- ✓ Is the organizational structure of the project (central office in San José, and local offices in respective countries) efficient to guarantee the right implementation of the activities and the coordination between the national and the local levels?
- ✓ Which are the main strengths and weaknesses of the project in terms of monitoring and follow up?

Performance of the Programme

The main aspects with regard to project performance are: **relevance, effectiveness, efficiency, sustainability** and **unexpected effects**. They are described in detail below:

Relevance

- ✓ Has the project been relevant to the local, national and regional child labour situation as originally perceived in the Project Document (please, consider specifically the needs of the target groups, the local/national/regional capacities to address these issues and the national laws, policies and programs in place)?
- ✓ Has the project's design been relevant to the different countries of the project?
- ✓ Do the activities planned provide an adequate answer to the needs of the beneficiaries and direct recipients, considering the cultural, social, ethnic and gender diversity?
- ✓ Please assess the relationships between the project and other child-focused interventions supported by IPEC or by other organizations in the country.

- ✓ Are there synergies between the project and other national or local initiatives? Which is the value added by the project to the national efforts in the targeted countries to combat CSEC?
- ✓ How relevant and effective are the mechanisms be put in place to ensure that gender issues are thoroughly considered during the implementation of the project and of future activities in this field?
- ✓ Is the project relevant considering the existing national policies, plans and priorities of relevant stakeholders in the region (governments, NGOs, private sector, trade unions, employers), at the local and national level?

Effectiveness

- ✓ To what extent has the project contributed or is likely to contribute to the prevention and elimination of CSEC in the areas of interventions?
- ✓ Assess the effectiveness of the different action programs, training activities, workshops and other initiatives implemented thus far and their contribution to the immediate objectives of the Program.
- ✓ Assess the effectiveness of the National Commissions/Networks against CSEC, the government child protection offices, the judicial system and the local Child Protection Committees and Networks in building national and local capacity to combat CSEC. Do these bodies contribute to local ownership of the program?
- ✓ How close has the project come to achieving its immediate objectives? How much of the target population (beneficiaries and direct recipients) has been reached? Have the expected outputs been delivered in a timely manner?
- ✓ Has the project been successful thus far in terms of raising awareness on CSEC and on promoting social mobilization to address this issue? Please assess the effectiveness of the project in building sustainable networks between organizations working to address CSEC on the national, local and regional levels.
- ✓ Are the awareness raising strategies being effective in mobilizing the institutions and other actors to combat and prevent the CSEC and in creating a network for the prevention and combat of CSEC?
- ✓ Is the project recognised and visible at the local, national and regional level?
- ✓ Assess the usefulness of the information and documents provided by the project (studies on CSEC, training and education material, legislation studies, etc.) to influence the perception and attitudes of different public and private stakeholders on the magnitude of the problem and the need of immediate action
- ✓ Has the institutional strengthening component created a real commitment towards prevention and elimination of CSEC among governmental and non-governmental organizations?

Efficiency

- ✓ Assess the efficiency of the program, i.e. compare the allocated resources with results obtained thus far. In general, have the results obtained justified the costs incurred?

- ✓ Please assess the efficiency and effectiveness of the process through which the national consultants communicate with the regional office, and the regional office with headquarters and headquarters with the donor.

Unexpected effects

- ✓ Please identify unexpected and multiplier effects of the project.
- ✓ How realistic have the critical assumptions been? To what extent do other factors outside the control of project management affect project implementation and attainment of objectives/goal?
- ✓ How has been the response of the project to the external factors encountered?

Sustainability

- ✓ How is the project leveraging resources (e.g. by collaborating with non-IPEC initiatives)? Where possible, please assess the procedures established to identify and cooperate with other initiatives and organizations.
- ✓ Has the capacity of the implementing agencies and other relevant partners to develop effective action against CSEC been increased as a consequence of the project? Please explain.
- ✓ Assess the levels of government commitment to and support for the project.
- ✓ Identify and assess the relevance, coherence, and effectiveness of strategies adopted by the Project and the Action Programs to ensure sustainability.
- ✓ Assess the process of promoting local ownership of the program and promoting long-term sustainability. Specifically, assess how the idea of a phase-out strategy for project components has been addressed thus far during the projects' design and implementation.
- ✓ Where possible, identify and assess the commitment and the technical and financial capacity of local/national/regional institutions (including governments) and the target groups to continue performing in accordance with the legislation and institutional responsibilities and delivering goods and services adequately.
- ✓ What is the likelihood that the national and local plans become sustainable? Could these plans generate lasting commitments on the part of the national governments?

4. Conclusions, recommendations and lessons learned

12. Based on a structured and analytical presentation of the information, the evaluation team will assess the findings and draw conclusions. Based on the conclusions, the evaluation team will elaborate feasible recommendations that could be applied during the 2nd half of the project or in other interventions aimed at this particular target group.

5. Expected outputs

13. A **preliminary report** including the main findings of the evaluation, to be used in the stakeholders' workshop. The report will include a synthesis of the achievements of the project to date, observations on the main obstacles and challenges and recommendations on how to move forward. To the extent possible the recommendations should be addressed to the stakeholders of the project, in order to improve current and future action in combating CSEC in the sub-region.
14. A **final evaluation report** (maximum 50 pages plus annexes), following this outline:
- ❑ Executive Summary (2 pages) of the main findings, conclusions and recommendations.
 - ❑ Introduction (brief description of the intervention, objectives of the evaluation, methodology used and critical analysis on the quality of the findings)
 - ❑ Main findings of the evaluation –organized by objectives and components of the project. The following issues should be included in the analysis:
 - Validity of design
 - Relevance
 - Effectiveness
 - Efficiency
 - Unexpected effects
 - Sustainability
 - ❑ Recommendations
 - ❑ Lessons learned, including models of intervention
 - ❑ Annexes: evaluation instruments, list of key informants, summary of outcomes of the workshops, etc.
15. The **final report** will be submitted in draft form (Spanish) to IPEC's Design, Evaluation and Documentation (DED) section in Geneva and in the Sub-regional Office in Costa Rica. DED will distribute the report to the main stakeholders, including the donor, for their comments. These comments will be given to the evaluation team for incorporation in the final version of the report.
16. All reports will be written in Spanish. The final version of the evaluation report will be translated into English for distribution to the donor and other stakeholders. The translation will be the responsibility of the project managers. The evaluation team will submit all reports in electronic version (compatible with Microsoft Word or WordPerfect) and in hard copy.
17. IPEC ILO and the evaluation team will have joint copyright of the evaluation report. Before using the results of the evaluation for academic or scientific purposes, the evaluation team will need explicit approval from IPEC ILO.

6. Evaluation methodology

18. The proposed methodology for the evaluation includes the following steps:

- ❑ **Desk review:** Through reviewing project documents and documents from Action Programs, work plans, progress reports, studies and other documents that were produced through the projects. During this period the evaluators will identify the key informants and will prepare an evaluation framework with the proposed methodology, including tools for data collection and analysis that are envisaged for the field work. _The evaluation framework_ will be sent for revision to DED in Geneva and in the Sub-regional Office in Costa Rica.
- ❑ **Field work:** The evaluation team will hold meetings and will conduct interviews with the following key informants: project managers and IPEC staff, government representatives and legal authorities, community members and organizations, union and NGO officials, children, parents of children. In general terms, the use of participative tools for data collection and analysis is highly recommended. It is particularly important that the evaluation methodology be gender sensitive and that it take into account the child human rights approach. The decision on the tools to be used will be decided by the evaluation team in accordance with the necessities of the evaluation and the available resources.
- ❑ **Stakeholder workshop / Debriefing session:** The field mission will culminate in a stakeholder workshop / debriefing session with the following purpose: 1) to discuss the preliminary findings of the evaluation and 2) to gather additional information to formulate recommendations that feed into the further development of the project. Project Management and the sub-regional IPEC office will be responsible for the logistics of this workshop, whereas the evaluation team will be responsible for the methodology during the workshop.
- ❑ **Preparation of the evaluation report.** The evaluation team will prepare a 1st draft of the evaluation report and subsequently a final version of the report, taking into consideration the comments on the 1st draft.

19. The main documents to be used during the evaluation are the following:

- ❑ Project Document
- ❑ Action Programme Summary Outlines
- ❑ Progress Reports for the project and the action programmes
- ❑ Research reports
- ❑ Training material
- ❑ Reports from training seminars
- ❑ Action Plans of the Committees
- ❑ Other documents prepared by the project partners and by the project
- ❑ National statistics, newspaper articles and reports on this issue
- ❑ Evaluations carried out in the area of CSEC, e.g. the IPEC Thematic Evaluation on Trafficking and Sexual Exploitation (2001) and the midterm evaluation of the South America Project on Prevention and Elimination of Commercial Sexual Exploitation (2003).

7. Timetable, resources and administration

20. The evaluation will have a total duration of 7 weeks, distributed as follows:

- ❑ Desk review and preparatory work: 3rd week of February 2004 (16 – 20 Feb)
- ❑ Field work: from February 23 to March 15 (3 weeks)
- ❑ Stakeholder workshop: 3rd week of March 2004 (17-19 March)
- ❑ Preparation of the draft report: March 22 to 26 (1 week). The 1st draft of the report shall be submitted by 26 March 2004 at the latest.
- ❑ Preparation of the final report: 3 working days as from the reception of the comments on the 1st draft of the report. The final report shall be submitted by 16 April 2004. This report will be translated and submitted to the donor.
- ❑ The evaluation team will eventually be requested to modify the report based on the comments received by the donor, if they are considered relevant (3 working days). The final report including these comments shall be submitted by 30 April 2004.

21. An external evaluation team with 1 team leader will be responsible for the whole evaluation process and the production of the expected outputs. The team leader will report directly to DED in Geneva, in particular with regard to the evaluation methodology. He/She will work in close collaboration with the Chief Technical Adviser and the National Coordinators of the project.

22. The profile of the evaluation team members will be the following: A post-graduate degree or higher, with experience and training in evaluation of development programmes; working experience in children projects and with child rights issues, working experience in the region. At least one of the evaluation consultants should have experience in the area of CSEC. Additional training in project cycle management and experience in working with UN organizations would be an advantage. The consultant should be able to communicate and to write in Spanish.

23. The appointment of the consultants will be approved by IPEC's Design, Evaluation and Documentation Section (IPEC DED) in Geneva. The project in the different countries and the sub-regional IPEC office will provide logistics support and will ensure full access to any documents to assist in meeting the objectives of the evaluation.

24. The evaluation team will present the reports to the evaluation official of IPEC DED in Geneva, who will check for methodological consistency and who will be responsible for circulating the reports, consolidating comments to the first draft, monitoring the recommendations and the feedback of the lessons learned.

25. The resources needed for the evaluation are the following:

- Fees for evaluation consultants during 7 working weeks, including travel costs to and within the different localities and communities, as well as daily subsistence allowance according to national standards
- Organization and implementation of a regional stakeholder workshop / debriefing session (including transportation and lodging for participants from different countries)
- Translation of the report

Annex 2: Evaluation Proposal

Propuesta de Evaluación del Proyecto

Contribución a la Prevención y Eliminación de la Explotación Sexual Comercial de Niñas y Niños en Centroamérica, Panamá y la República Dominicana

No. P 260 08 200 050

TC CODE: RLA 02/P51/USA

**Montserrat Sagot
Rosa Cheng Lo**

Febrero 2004

1. Introducción y Perspectiva Analítica

El proyecto “Contribución a la Prevención y Eliminación de la Explotación Comercial de Niñas y Niños en Centroamérica, Panamá y la República Dominicana es ejecutado por el Programa Internacional para la Eliminación del Trabajo Infantil (IPEC) e inició sus actividades en julio del 2002. El proyecto está planificado para una duración total de 36 meses. Esta evaluación cubrirá las actividades realizadas de julio del 2002 a febrero del 2004.

Esta evaluación de medio período, además de ser un mandato de OIT-IPEC, está considerada como una oportunidad para:

1. Analizar el progreso y los obstáculos en la ejecución de las actividades y en la consecución de los objetivos hasta el momento.
2. Obtener posibles lecciones aprendidas que permitan acciones correctivas en las estrategias y metodologías.
3. Proporcionar retroalimentación sobre el proceso y los logros para todos y todas los tomadores de decisiones y personas involucradas en el proyecto.
4. Documentar el progreso y el conocimiento acumulado en la prevención y combate de la explotación sexual comercial contra niños, niñas y adolescentes.

La propuesta evaluativa y analítica parte de tres perspectivas: el enfoque de los derechos, la perspectiva de género y una perspectiva participativa de la evaluación.

El enfoque de derechos implica un cambio radical en la concepción tradicional de la niñez y la adolescencia centrada en la doctrina de la situación irregular, la cual concibe a este grupo humano como personas que deben ser tuteladas en virtud de su vulnerabilidad social. Este enfoque nos lleva más bien a reconocer de todas las niñas, niños y adolescentes,

independientemente de su género, cultura, nacionalidad o cualquier otra condición propia, como titulares de toda la gama de derechos inherentes a la persona humana, así como de aquellos llamados especiales o específicos. En este sentido, se trata de dejar atrás la noción de las personas menores de edad como seres no ciudadanos y jurídicamente incapaces y, por lo tanto, receptores pasivos de protección, para considerarlos sujetos de derechos y deberes, de acuerdo a su condición particular de desarrollo. Este enfoque también plantea que el Estado y la sociedad en general deben garantizar los espacios, las oportunidades necesarias y las condiciones necesarias para que niños, niñas y adolescentes logren desarrollar todas sus potencialidades. El reconocimiento y defensa de toda la gama de derechos de la niñez y la adolescencia por parte del Estado, de las instituciones sociales, de las familias, de la sociedad civil, etc. es lo que garantiza la atención y la protección universal y particular de este grupo humano y abre las oportunidades para su desarrollo humano.

Paralelamente al enfoque de derechos se requiere de un análisis género-sensitivo que permita identificar y enfrentar los obstáculos particulares que unas y otros enfrentan en razón de su sexo. En ese sentido, en esta evaluación también se utilizará la perspectiva de género. Este es un concepto analítico que se refiere a los significados, las relaciones y las identidades construidas socialmente como resultado de las diferencias biológicas entre los sexos. Dado que el género convierte las diferencias en desigualdades, el concepto es de suma utilidad para entender el estatus social diferenciado de mujeres y hombres y el impacto de esto en la organización de las instituciones sociales. Es decir, la perspectiva de género nos provee de un excelente lente para analizar las diferencias históricas, culturales y situacionales en los significados de lo femenino y lo masculino, en las relaciones entre mujeres y hombres, y en la construcción de relaciones de poder desiguales. Esto nos obliga a mirar cualquier situación social o programa de intervención desde una perspectiva que permita entender sus efectos diferenciales en mujeres y hombres.

Finalmente, esta evaluación también partirá de una perspectiva participativa en la que se tratará de darle “voz” a los diferentes actores que han estado involucrados en el proceso. Es decir, el proceso evaluativo no pretende solamente interrogar y sacar información de manera vertical, sino que se establecerán relaciones horizontales y de colaboración con los y las informantes. Asimismo, se emplearán aquellas técnicas de recolección de la información que permitan recoger las experiencias de los actores con sus propias palabras, a sus propios ritmos y que mejor recojan sus visiones y opiniones desde su propia perspectiva y en relación con su contexto local. Asimismo, en la medida de lo posible, se tratará también de recolectar información en espacios colectivos que permitan desarrollar la reflexión grupal.

2. Objetivo de la evaluación

Determinar y valorar la validez del diseño, la implementación y el desempeño del proyecto ESCI en Centroamérica

3. Interrogantes de evaluación

- a) ¿En qué medida el proyecto toma en consideración la perspectiva de derechos y de género, tanto en su concepción como en su ejecución?
- b) ¿En qué medida el diseño del proyecto constituye una respuesta adecuada al problema que atiende?
- c) ¿Cuáles son las principales fortalezas y debilidades del proceso de implementación del proyecto?
- d) ¿En qué medida el proyecto es relevante para el contexto local, nacional y regional, tomando en cuenta las particularidades de la problemática y las iniciativas existentes en cada país?
- e) ¿Qué tan efectivo ha sido el proyecto en el logro de sus objetivos?
- f) ¿Qué tan eficiente ha sido el proyecto en términos de la relación recursos disponibles – resultados obtenidos?
- g) ¿Cuáles son los avances que se han logrado en término de la sostenibilidad de los resultados obtenidos por el proyecto?
- h) ¿Cuáles han sido los principales efectos no esperados que se han producido por la acción del proyecto?
- i) ¿Cuáles son las principales lecciones aprendidas y recomendaciones para mejorar el desempeño y el impacto del proyecto?

4. Indicadores:

Siguiendo los términos de referencia, en esta evaluación se tomarán en cuenta 3 aspectos que servirán como principios guía:

- 1. La validez del diseño del proyecto
- 2. El proceso de implementación
- 3. El desempeño del programa
 - a. Relevancia
 - b. Efectividad
 - c. Eficiencia
 - d. Sostenibilidad
 - e. Efectos no esperados

Estos 3 principios guía serán analizados en los 3 niveles de ejecución del proyecto: el regional, el nacional y la atención directa (local).

Las preguntas claves planteadas en los términos de referencia se tratarán de responder haciendo uso de los siguientes indicadores:

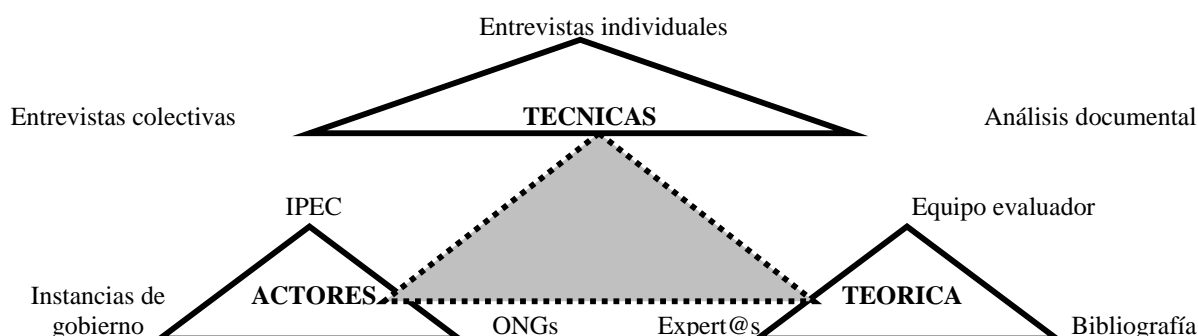
Propuesta de Indicadores

Dimensión	Variable	Indicador	Medios de verificación
Validez del diseño	1. Consistencia lógica	Relación entre medios y fines	- Documento de proyecto
		Especificidad en la formulación	- Entrevista con actores institucional
		Coherencia en la metodología	
	2. Calidad de los indicadores	Existencia de medidas de verificación realistas y empíricamente constatables	- Documento de proyecto
		Inclusión del enfoque de derechos	- Materiales producidos
		Sensibilidad de género	- Planes de Acción
	3. Pertinencia con el contexto	Vinculación con iniciativas existentes	- Entrevista con actores clave
		Sensibilidad a las diferencias culturales y étnicas	- Informes a donante
		Pertinencia institucional de las actividades	- Entrevistas a actores clave
		Nivel de participación de los actores en el diseño	- Documento del proyecto
Implementación del Programa	Consistencia entre planificación y ejecución (regional / nacional / atención directa)	Actividades planeadas y realizadas	- Reportes periódicos
		Actividades planeadas pero no realizadas	- Entrevista con personal del proyecto
		Actividades realizadas no planeadas	- Entrevistas con actores clave
		Flexibilidad y adaptabilidad al contexto	
		Criterios de selección de regiones y NNA, familia, personas capacitadas	
		Número de NNA, familias, personas capacitadas y que recibieron asistencia técnica.	
	Calidad del monitoreo	Tipo de actividades de monitoreo del desempeño del proyecto	- Reportes periódicos
		Tipo de estrategias de monitoreo del problema ESC	- Entrevistas con personal del proyecto
		Nivel de pertinencia de las actividades de monitoreo respecto al tipo de problema abordado y a la naturaleza del proyecto.	
		Utilidad de la información de monitoreo	
		Oportunidad de la información de monitoreo	
	Estructura organizativa	Capacidades y competencias del equipo ejecutor (equipo regional, consultores/as nacionales, ONGs)	- Entrevistas con personal del proyecto
		Condiciones de trabajo del equipo ejecutor (equipo regional, consultores/as nacionales, ONGs)	- Observación en el campo
		Nivel de coordinación de las oficinas centrales con las instancias de ejecución nacionales y locales	- Documento del proyecto
		Grado de conocimiento de los/as ejecutores de las definiciones de ESC empleados por el proyecto, enfoque de derechos y perspectiva de género	- Planes de Acción.

Implementación del Programa	Participación de actores clave	Nivel de compromiso	- Entrevistas con actores clave
		Nivel de participación	
		Vínculo entre instancias locales / nacionales y las acciones del proyecto	
		Disponibilidad de recursos	
Desempeño del proyecto	Relevancia	Capacidad del proyecto para responder a las necesidades de los NNA, instancias locales, nacionales y regionales.	- Entrevistas con personal del proyecto y actores clave
		Capacidad del proyecto para responder al contexto cultural y político y las diferencias étnicas y de género	- Documento del proyecto
		Mecanismos desarrollados para incorporar y aplicar una perspectiva de género	- Planes de Acción
		Coherencia entre el proyecto y las políticas y planes nacionales y locales sobre ESC	- Reportes periódicos
		Nivel de coordinación del proyecto con otras intervenciones dirigidas a la defensa y protección de los derechos de NNA	- Materiales producidos por el proyecto
Desempeño del proyecto	Efectividad	Cambios generados por la capacitación en las concepciones, actitudes y prácticas sobre la ESC en los participantes	- Planes Nacionales para la prevención y eliminación de la ESC (si existen)
		Grado de conocimiento de los actores de las definiciones de ESCI empleados por OIT-IPEC	- Entrevistas con personal del proyecto y actores clave
		Grado de incorporación de los conocimientos en ESC a las iniciativas nacionales o locales	- Documento del proyecto
		Grado de reconocimiento y visibilidad del programa a nivel regional, nacional y local	- Planes de Acción
		Número de personas participando en las actividades de la Comisiones Nacionales y redes locales	- Reportes periódicos
		Puesto de las personas que participan en la Comisión Nacionales y redes locales	- Materiales producidos por el proyecto
		Presupuesto estatal dedicado al Plan Nacional	- Legislación nacional en el tema
		Legislación modificada, aprobada y en proceso de discusión, orientada a prevenir y eliminar la ESC	- Archivos de prensa del proyecto
		Apertura de programas nacionales y locales en el tema	
		Número de menciones y publicaciones del tema en medios de comunicación colectiva	
		Número de denuncias recibidas por las autoridades	
		Nivel de apropiación del proyecto por parte de los actores locales y nacionales	
		Utilidad de los materiales producidos por el programa	
		Indicadores de creación de capacidad institucional	

Desempeño del proyecto	Eficiencia	Relación entre los costos de las actividades locales, nacionales y regionales y los resultados obtenidos	<ul style="list-style-type: none"> - Documento de proyecto - Reportes periódicos - Entrevistas con actores clave, personal del proyecto y personal de IPEC.
		Tipo y nivel de la comunicación entre oficinas nacionales y la regional, la regional-Sede, regional-donante.	
		Sinergias y coordinación entre el proyecto y el conjunto de proyectos/programas de IPEC en la región	
	Efectos no esperados	Dificultades encontradas en el proceso de implementación del proyecto	<ul style="list-style-type: none"> - Reportes periódicos - Entrevistas con el personal del proyecto. - Entrevistas con actores clave
		Factores que han facilitado el logro de los objetivos del proyecto	
		Efecto de factores externos en el desarrollo del programa	
	Sostenibilidad	Nivel de apropiación del tema a nivel nacional y local	<ul style="list-style-type: none"> - Entrevistas con actores clave y con personal del proyecto
		Presupuesto nacional e institucional dedicado al tema	
		Disposición y compromiso de las personas de la Comisión Nacional con el tema y con el proyecto	
		Disposición de las autoridades locales para cumplir y aplicar la legislación y políticas creadas en la materia	
		Capacidades adquiridas sobre el tema a nivel nacional y local	
		Tipo de estrategias utilizadas por IPEC para lograr sostenibilidad	
		Fuentes de financiamiento de las acciones de prevención y eliminación de ESC a nivel nacional y local	
		Existencia de legislación, políticas y programas nacionales para prevención y eliminación de la ESC no financiadas por IPEC	

3. Estrategia Metodológica



El anterior esquema representa la estrategia metodológica empleada. Esta comprende lo siguiente:

3.1. Fuentes:

- a. Documentos: documento del proyecto, planes de acción, informes de avance, informes de investigación, material de capacitación, informes de seminarios de capacitación, estadísticas nacionales, archivos de prensa, otras evaluaciones realizadas a proyectos de IPEC, documentos nacionales relevantes.
- b. Actores sociales: personal del programa, consultores y consultoras, representantes de gobierno, personal de ONG y grupos comunitarios, miembros de sindicatos, periodistas, niños, niñas y adolescentes.

3.2. Técnicas:

- a. Análisis documental
- b. Observación de campo
- c. Entrevistas semi-estructuradas (se elaborarán guías de entrevista que incluirán las principales preguntas e indicadores y estas se adaptarán dependiendo del tipo de informante)
- d. Entrevistas grupales (cuando sea posible se organizarán entrevistas grupales con el fin de propiciar la construcción colectiva de las visiones y opiniones)

4. Cronograma de trabajo

Actividades	III Feb.	IV Feb.	I Mar.	II Mar.	III Mar.	IV Mar.	I Abr.	II Abr.	III Abr.
a) Revisión documental y diseño de herramientas	16 al 20								
b) Trabajo de campo Honduras y Guatemala (Montserrat Sagot)		22 al 27							
c) Trabajo de campo El Salvador y Nicaragua (Rosa Cheng Lo)		22 al 27							
d) Trabajo de campo Panamá (Montserrat Sagot)			1 al 3						
e) Trabajo de campo San José (Rosa Cheng Lo)			1 al 3						
f) Trabajo de campo Limón (Montserrat Sagot)				9 al 10					
g) Preparación de informe de avance de evaluación				11 al 16					
h) Taller de stakeholders					19				
i) Preparación del borrador del informe final						22 al 26			
j) Revisión del borrador del informe final							29 al 9		
k) Inclusión de modificaciones								12 al 15	
l) Entrega del informe final									16
m) Traducción y envío a USDOL (IPEC)									23
n) Revisión USDOL									4
o) Inclusión de modificaciones									4-6
p) Entrega informe final Versión final									7 mayo

5. Instrumentos para la recolección de datos

Guía de entrevista – Personal del proyecto y de IPEC

1. ¿Podrías describirnos cuáles son sus funciones dentro del proyecto?
2. ¿En qué medida el diseño del proyecto ayuda a enfrentar el problema de la ESC, considerando las particularidades de la región?
3. ¿Cuáles son las principales fortalezas y debilidades del diseño?
4. ¿Qué medidas de verificación utilizan para dar seguimiento a los objetivos?
5. ¿En qué medida se incorporó el enfoque de derechos y el de género en el diseño del proyecto? ¿Cómo lo hicieron?
6. ¿De qué forma se tomaron en cuenta las iniciativas nacionales / locales en el diseño del proyecto?
7. ¿Qué análisis de contexto se realizó en Limón / Managua / Guatemala para el diseño de proyecto de atención local? ¿De qué forma participaron los actores locales en el diseño del proyecto?
8. ¿Cómo va el avance del proyecto en términos de actividades realizadas y no realizadas? ¿Por qué? ¿En qué medida considera que se han logrado los objetivos?
9. ¿Qué criterios de selección de regiones y de NNA, familia, personas capacitadas utilizan? ¿Por qué?
10. ¿Qué tipo de actividades de monitoreo utiliza tanto para el proyecto como para el problema?
11. ¿Cuál ha sido su experiencia previa en el tema de ESC? ¿Ha sentido la necesidad de capacitarse o de obtener mayores conocimientos sobre la problemática? ¿El proyecto le ha brindado la oportunidad de mejorar sus capacidades en el tema?
12. ¿Qué opina de las condiciones materiales y presupuestarias para la ejecución del proyecto?
13. ¿Cómo ha sido la coordinación con las oficinas centrales, y con las instancias ejecutoras nacionales y locales? ¿Con las instancias nacionales que trabajan en el tema?
14. ¿Cómo mira el compromiso político de las instancias nacionales involucradas en el tema?

15. ¿Qué opina sobre la capacidad del proyecto de responder a las particularidades de género y étnicas de los NNA con los que trabaja el proyecto?
16. ¿En qué medida ha contribuido el proyecto a la prevención y eliminación de la ESCI?
17. A nivel del proyecto de atención directa:
 - a. ¿Cuál es el número de NNA y familias contactadas por el proyecto de atención local?
 - b. ¿Cuántas actividades de concientización se han realizado en la comunidad?
¿Cuáles son los efectos que han tenido estas actividades?
18. A nivel nacional:
 - a. ¿Cuántas personas han participado en las capacitaciones?
 - b. ¿Qué tan efectivas han sido estas actividades?
 - c. ¿Cuáles han sido los principales cambios que ha percibido en los participantes a partir de estas acciones?
 - d. ¿Qué tan útil han sido los materiales producidos por el proyecto?
19. ¿Qué tan eficiente considera usted que ha sido con la realización de las actividades el proyecto? ¿Por qué?
20. ¿Qué dificultades ha encontrado en el proceso de implementación del proyecto?
21. ¿Qué factores han facilitado el logro de los objetivos del proyecto?
22. ¿Ha habido factores externos que han afectado el desarrollo del proyecto?
23. ¿Qué tan sostenible considera que son los resultados del proyecto?
24. ¿Qué perspectivas de sostenibilidad ve en las iniciativas una vez acabado el financiamiento?
25. ¿Cuáles son las principales recomendaciones y lecciones aprendidas para mejorar el desempeño y el impacto del proyecto?

Guía de entrevista – Ejecutores de actividades del proyecto

1. ¿Podrías describirnos cuál ha sido su participación en el proyecto de ESC?
2. ¿En qué medida el diseño del proyecto ayuda a enfrentar el problema de la ESC, considerando las particularidades de la región?
3. ¿Cuáles son las principales fortalezas y debilidades del diseño?
4. ¿Qué medidas de verificación utilizan para dar seguimiento a los objetivos?
5. ¿En qué medida se incorporó el enfoque de derechos y el de género en el diseño del proyecto? ¿Cómo lo hicieron?
6. ¿De qué forma se tomaron en cuenta las iniciativas nacionales / locales en el diseño del proyecto?
7. ¿Qué análisis de contexto se realizó para elaborar las actividades locales / nacionales? ¿De qué forma participaron los actores locales en el diseño de dichas actividades?
8. ¿Cómo va el avance del proyecto en términos de actividades realizadas y no realizadas? ¿Por qué? ¿En qué medida considera que se han logrado los objetivos?
9. ¿Cuál ha sido su experiencia previa en el tema de ESC? ¿Ha sentido la necesidad de capacitarse o de obtener mayores conocimientos sobre la problemática? ¿El proyecto le ha brindado la oportunidad de mejorar sus capacidades en el tema?
10. ¿Qué opina de las condiciones materiales y presupuestarias para la ejecución del proyecto?
11. ¿Cómo ha sido la coordinación con las oficinas centrales, y con las instancias ejecutoras nacionales y locales? ¿Con las instancias nacionales que trabajan en el tema?
12. ¿Cómo mira el compromiso político de las instancias nacionales involucradas en el tema?
13. ¿Qué opina sobre la capacidad del proyecto de responder a las particularidades de género y étnicas de los NNA con los que trabaja el proyecto?
14. ¿En qué medida ha contribuido el proyecto a la prevención y eliminación de la ESCI?
15. A nivel del proyecto de atención directa:

- a. ¿Cuáles son los efectos que han tenido las actividades realizadas?
16. A nivel nacional:
- b. ¿Cuáles cree que son los principales efectos de las acciones realizadas?
 - c. ¿Qué tan útil han sido los materiales producidos por el proyecto?
17. ¿Qué tan eficiente considera usted que ha sido con la realización de las actividades el proyecto? ¿Por qué?
18. ¿Qué dificultades ha encontrado en el proceso de implementación del proyecto?
19. ¿Qué factores han facilitado el logro de los objetivos del proyecto?
20. ¿Ha habido factores externos que han afectado el desarrollo del proyecto?
21. ¿Qué tan sostenible considera que son los resultados del proyecto?
22. ¿Qué perspectivas de sostenibilidad ve en las iniciativas una vez acabado el financiamiento?
23. ¿Cuáles son las principales recomendaciones y lecciones aprendidas para mejorar el desempeño y el impacto del proyecto?

Guía de entrevista – Participantes en Actividades

1. ¿Cuál es su vínculo con el proyecto ESC?
2. ¿Podría describirnos cuál ha sido su participación en el proyecto de ESC? (diseño, implementación, seguimiento)
3. ¿En qué medida el proyecto ayuda a enfrentar el problema de la ESC, considerando las particularidades de la región?
4. ¿Cuáles son las principales fortalezas y debilidades del diseño?
5. ¿En qué medida se incorpora el enfoque de derechos y el de género en el diseño del proyecto?
6. ¿Considera que el proyecto toma en cuenta las iniciativas nacionales / locales en el diseño del proyecto? ¿De qué forma?
7. ¿El proyecto le ha brindado la oportunidad de mejorar sus capacidades y conocimientos en el tema? ¿Cuáles?

8. ¿Cómo calificaría la coordinación que ha tenido con la coordinadora nacional del programa?
9. ¿Cuál es el nivel de compromiso político de su institución en este tema?
10. ¿Qué opina sobre la capacidad del proyecto de responder a las particularidades de género y étnicas de los NNA con los que trabaja el proyecto?
11. ¿En qué medida ha contribuido el proyecto a la prevención y eliminación de la ESCI? (regional, nacional, local)
12. ¿Qué tan útiles han sido las capacitaciones y materiales producidos por el proyecto?
13. ¿Qué tan eficiente considera usted que ha sido con la realización de las actividades el proyecto? ¿Por qué?
14. ¿Qué tan sostenible considera que son los resultados del proyecto?
15. ¿Qué perspectivas de sostenibilidad ve en las iniciativas una vez acabado el financiamiento?
16. ¿Cuáles son las principales recomendaciones y lecciones aprendidas para mejorar el desempeño y el impacto del proyecto?

Annex 3: List of interviewees

Costa Rica		
Personal IPEC		
1.	Bente Sorensen	Asesora Técnica Principal Proyecto ESC
2.	Victoria Cruz	Asistente Proyecto ESC
3.	Adriana Hidalgo	Consultora Nacional Proyecto ESC
4.	Lizette Dormond	Administradora del Proyecto ESC
5.	Rigoberto Astorga	Asesor Técnico Principal Proyecto TID
6.	María Luisa Rodríguez	CTA, TBP
7.	Guillermo Dema	OIT/IPEC Coordinador Subregional
Consultores/as Regionales		
8.	Lilliam Gómez	Fiscal de Delitos Sexuales
9.	Cecilia Claramunt	Consultora
10.	Thais Aguilar	Agencia SEM
11.	Luis Gamboa	Digi Post
12.	José Manuel Salas	Instituto WEM
13.	Alvaro Campos	Instituto WEM
Consultoras Nacionales		
14.	Ana Lucía Calderón	Consultora (manuales para educadores/as)
Contrapartes instituciones públicas		
15.	Delia Miranda	CONACOES
16.	Ana Helena Chacón	Viceministro Seguridad Pública
17.	Yadira Brizuela	Escuela Judicial
18.	Rosibel Vargas	Dirección de Migración
19.	Yalena de la Cruz	Asamblea Legislativa
Contrapartes organizaciones de la SC		
20.	Milena Grillo	Fundación PANIAMOR /ECPAT International
21.	Flory Paniagua	ANDE
22.	Rocio Rodríguez	Casa Alianza
23.	Sara Castillo	CONAMAJ
Programa de Atención Directa		
24.	Mariliana Morales	Fundación RAHAB
25.	Erica Rojas	Coordinadora Proyecto RAHAB Limón
26.	Mauricio Giusti	Laboratorio CCSS Limón
27.	Ada Villavicencio	PROMECUN, Limón
28.	Eduardo Gutiérrez	Policía de Limón
29.	Ivette Rose	Caja Costarricense del Seguro Social, Limón
30.	Marcos Castillo	Presidente de Colegio de Periodistas
31.	Yariela González	El Panamá América, Periodista participante en taller nacional
32.	Ma. Jesús Conde *	UNICEF TACRO

Guatemala		
Personal IPEC		
33.	Berta Lidia Barco **	Consultora Nacional Proyecto ESC
34.	Miriam de Celada	OIT/IPEC
Consultoras Nacionales		
35.	María Velásquez	Consultora reforma legal
Contrapartes instituciones públicas		
36.	Otto Marroquin Guerra	Corte Suprema de Justicia
37.	Ana Isabel Prem	Corte Suprema de Justicia
38.	Dilio Aguilar	Policía Nacional Civil
39.	Ana Pérez	Defensoría de la Mujer Indígena
40.	Sandra Zayas	Fiscalía de la Mujer MP
41.	Rolando Cuyún	Secretaría de Bienestar Social
Programa de atención directa		
42.	María Eugenia Villa Real	ECPAT
43.	Elizabeth Moreno	ECPAT
44.	Dora Galvez	Hogar de Niñas mi Casa (Manchen) ECPAT
45.	Leonel Dubon	Casa Alianza
Otros actores		
46.	Miguel Ugalde	UNICEF
47.	Erick Hall	Embajada USA

El Salvador		
Personal IPEC		
48.	Guadalupe Portillo **	Especialista para el tema de ESC, TBP
49.	Benjamín Smith	CTA, TBP
Contrapartes instituciones públicas		
50.	Blanca Flor Bonilla	Asamblea Legislativa
51.	Angel Hernández	Coordinador de División de Servicios Juveniles y Familia, Policía Nacional Civil
52.	Iris de Reyes	Jefa del Programa Educación para la Vida, Ministerio de Educación. Representante del Ministro de Educación en la Comisión Técnica de ETI.
53.	Nelson González	Representante del Ministro de Trabajo en la Comisión Técnica de ETI
54.	Zoila de Innocenti	Investigador / Estudio ESC
55.	Xochilt Salguero **	ISNA / Cuerpo Protector
56.	Claudia Baños	Fiscalía General de la República, San Salvador
Contrapartes organizaciones de la SC		
57.	Yolanda Barrientos	ECPAT – ELS
58.	Isabel Ascencio	Red de ONGs contra la ESC
Otros actores		
59.	Nelson González	Ministerio de Trabajo
60.	Iris de Reyes	Ministerio de Educación

Honduras		
Personal IPEC		
61.	Rosa Corea **	Consultora Nacional Proyecto ESC
62.	Paulino Isidoro Ramírez	Coordinador Oficina de IPEC
Consultoras Nacionales		
63.	Edmundo Pérez	Consultor Investigación Masculinidad
64.	Sandra Álvarez	Consultora reforma penal
Contrapartes instituciones públicas		
65.	Gladis Rodríguez / Nilda Castellón	INFHA, responsable de ESC
Contrapartes organizaciones de la SC		
66.	Mayra Torres	Proyecto ESC Save The Children UK
67.	Jessica Sánchez	CEM-H
68.	José Manuel Capellín	Casa Alianza
Otros actores		
69.	Soledad Ramírez	Comisión Interamericana de la Mujer
70.	Leonel Euceda	Radio Nacional
71.	Derrick Olsen	Embajada USA

Nicaragua		
Personal IPEC		
72.	Sonia Sevilla	Consultora Nacional TID-ESC
73.	Berta Rosa Guerra	Coordinadora Nacional IPEC
Contrapartes instituciones públicas		
74.	Eva Sacasa	Directora del Programa de Atención Integral a la Niñez en Riesgo Social
75.	Ruth Cruz Cortés	CONAPINA, Plan Nacional contra la ESC
76.	Virgilio Gurdían	Ministro de Trabajo y Pte. Ejecutivo de la Comisión para la prevención y erradicación del trabajo infantil (CNEPTI)
77.	Lidia Midence	Secretaría Ejecutiva de la CNEPTI
78.	Carlos Emilio López	Procurador Especial de Derechos Humanos de la Niñez y la Adolescencia
79.	Alfonso Sandino	Viceministro de Gobernación
80.	Jacqueline Sánchez	Jefa Nacional de las Comisarías de la Niñez, Mujer y Familia
81.	Joaquín Talavera	Director Escuela Judicial
Contrapartes organizaciones de la SC		
82.	Jhoana Salazar	Maíz
83.	Rosa Ma. Sánchez Lang	MUPADE
84.	Gerthilde Shult	GVC
Programa de atención directa		
85.	Mayela Urroz**	Asociación Quincho Barrilete
86.	Ma. Consuelo Sánchez	Asociación Quincho Barrilete
Otros actores		
87.	Ana Lucía Silva	UNICEF
88.	Alina Guerrero	Directora Programa La Media Naranja, Canal 4 TV

Panamá		
Personal IPEC		
89.	Dayra Dawson	Consultora Nacional Proyecto ESC
Consultoras Nacionales		
90.	Mariblanca Staff	Consultora reforma penal
Contrapartes instituciones públicas		
91.	Ana Cajar	Jefa de Delitos Sexuales, PTJ
92.	Maruquel Castro	Fiscal XV Delitos Sexuales del Ministerio Público
93.	Denis de Amor	Jefa del Depto. de Atención al Trabajo Infantil y Protección al Adolescente Trabajador, Ministerio de Trabajo
94.	Arnorld Miranda	Dirección Nacional Inspección Laboral, Ministerio de Trabajo
95.	Marta de Correa	Directora Dirección de Asuntos Humanitarios / Asesora de la Primera Dama
96.	Maribel Lobo	Directora Nacional de la Niñez Ministerio de la Familia
Contrapartes organizaciones de la SC		
97.	Gladys Millar	CEFA
Otros actores		
98.	Willie Jiménez / George Leddon	Embajada USA

República Dominicana		
Personal IPEC		
99.	Dabeida Agramonte	Asistente Técnica TBP
Contrapartes instituciones públicas		
100.	Luis Payán Areché	Coronel de las Fuerzas Armadas, Ministerio de Defensa. Dirección de Rescate de Niñez.

Annex 4: Minutes of the Meeting to Validate Results

OIT, San José, 19 de Marzo de 2004

Agenda

8:30 – 8:45 am	Bienvenida y presentación de participantes Guillermo Dema, Coordinador Subregional Programa IPEC/OIT
8:45 – 9:00 am	Presentación de la evaluación Javier Varela, IPEC/OIT
9:00 – 9:30 am	Presentación Proyecto IPEC/OIT Explotación Sexual Comercial Infantil Bente Sorensen, IPEC/OIT
9:30 – 10:30 am	Presentación Resultados de Evaluación Montserrat Sagot
10:30 – 10:45 am	Refrigerio
10:45 – 11:15 am	Presentación de Recomendaciones y Lecciones Aprendidas Rosa Cheng Lo
11:15 a 1:00 m	Discusión de resultados
1:30 a 2:00 pm	Almuerzo
2:00 – 2:15 pm	Presentación de dinámica de trabajo Montserrat Sagot / Rosa Cheng Lo
2:15 – 3:15 pm	Trabajo en grupos
3:15 – 3:30 pm	Refrigerio
3:30 – 4:30 pm	Plenaria Montserrat Sagot / Rosa Cheng Lo
4:45 – 5:00 pm	Clausura del taller IPEC/OIT

Minuta Reunión de Devolución de Resultados

Proyecto Contribución a la Prevención y Eliminación de la
Explotación Sexual Comercial Infantil en
Centroamérica, Panamá y República Dominicana

Una vez presentados los resultados preliminares y las recomendaciones generales de la evaluación, se procedió a realizar trabajo en grupos, con el propósito de que las/los participantes retroalimentaran la evaluación con sus propias impresiones y profundizaran en el análisis de los hallazgos presentados.

A continuación se transcriben los aportes de las y los participantes.

Grupo 1: Lo que hemos hecho bien

- Articulación de los componentes
 - o (No se mencionó nada)
- Pertinencia con el contexto
 - o Investigaciones y talleres regionales
 - Análisis de contexto con información empírica
 - Participación de actores clave
 - Inclusión del tema en la agenda pública
- Relevancia del proyecto:
 - o Modelo de atención constituye un esfuerzo importante en la integración dentro del enfoque de los DDHH, enfoque género-sensitivo y étéreo.
 - o Posicionamiento del tema en la Agenda Pública
 - o El proyecto ha impulsado trabajo interdisciplinario en espacios donde no había antes intervención alguna (por ejemplo, migración)
 - o Proyecto de intervención integral que contempla todas las aristas del problema y los actores clave.
- Efectividad del proyecto:
 - o Cumplimiento de objetivos trazados
 - o Maximización de recursos humanos y materiales
 - o Reducción de esfuerzos dispersos en la región
 - o Generación de conocimiento
 - o Incidencia en todos los ámbitos de acción mediante una oportuna asesoría técnica de alta calidad.

- Eficiencia
 - Establecimiento de alianzas estratégicas para trabajar sobre el problema
 - Gestión eficiente, ordenada y sistemática
- Sostenibilidad
 - Visión clara sobre la necesidad de reforzar los aspectos legales y de sanción
 - El establecimiento de la plataforma de servicios contribuye a la sostenibilidad de las acciones
 - Al final del proyecto se contará con una riqueza de experiencias y lecciones aprendidas;
 - Base de datos
 - Modelos de atención directa retroalimentados
 - Buenas prácticas

Grupo 2: Lo que debemos mejorar

Identifiquen y analicen las debilidades del proyecto en términos de:

- Articulación de los componentes
 - Experiencias de intercambio de información que no implica el fortalecimiento institucional por la movilidad de funcionarios y/o falta de seguimiento
 - No se cuenta con mecanismo de monitoreo que permita percibir el nivel de articulación de los 3 componentes. Hay debilidad en la articulación entre los 3 componentes, o hace falta dejar más explícitas las relaciones entre dichos componentes.
 - La sensibilización no se ha priorizado en las instituciones que deben o se quieren fortalecer
- Pertinencia con el contexto
 - No se diseñó una estrategia para negociar la permanencia de los funcionarios públicos (Nota: no me parece pertinente, pues es un tema que debe ser discusión y decisión de los gobiernos y estados, y no una competencia de OIT/IPEC). El grupo que anotó este aspecto aclara que es importante diseñar estrategias para garantizar la participación permanente de los y las funcionarias que trabajan en ESC, para que las capacitaciones pueden profundizar en la temática.
- Relevancia del proyecto:
 - El modelo de atención debe tomar en cuenta las diferencias por género, concepciones étnicas y culturales.
 - Se necesita involucrar a más actores sociales
 - Ampliar acciones de divulgación del proyecto (incluyendo ámbitos de alta decisión)
 - Adecuar el proyecto a las particularidades de cada país

- Efectividad del proyecto
 - Falta mecanismo de multiplicación de las experiencias de capacitación y sensibilización (colaboración horizontal) en las instancias. Que el proyecto desarrolle esos mecanismos para que las instancias lo reproduzcan.
 - Hacer un mayor esfuerzo por sistematizar indicadores claros que nos permitan visibilizar el éxito de la intervención en cada uno de los componentes del proyecto.
 - Producción de materiales en formato popular
 - Capacitación a lo interno de IPEC para articular el tema ESC y TI (los esfuerzos y proyectos que se realizan)
 - Incluir en la estrategia de comunicación la alianza con asociaciones de periodistas, colegio de periodistas, a fin de fortalecer la relación con los medios (sumarlos como aliados)
 - Debe existir claridad sobre la posición de OIT/IPEC con relación a la ESC en NNA.
 - Trabajar con población de menores de edad en términos de prevención
- Eficiencia
 - Fortalecer relaciones con otros organismos con la finalidad de coordinar, vincular, complementar acciones entre programas
-
- Sostenibilidad
 - Incidir en los actores clave de toma de decisiones para que asuman los compromisos de seguimiento y cumplimiento
 - Establecer convenios interinstitucionales para la sostenibilidad del proyecto pese a cambios gubernamentales de cargo
 - Ampliar la cobertura a las familias para que asuman el rol de agentes protectores
 - Involucrar a las autoridades locales y a líderes comunales para auditar la situación de las niñez y adolescencia (medidas de prevención)
 - Incidir en el presupuesto nacional para la asignación de los recursos necesarios (cabildeo)

Grupo 3: Dificultades, oportunidades y retos

Identifiquen y analicen las dificultades, oportunidades y retos que debe enfrentar el proyecto para mejorar su impacto.

Dificultades

- Inexistencia de políticas de estado
- La no asignación de recursos específicos para el tema de ESC por parte del gobierno
- Inestabilidad en la permanencia de funcionarios públicos
- Fragilidad institucional
- Falta de coherencia entre el discurso y la práctica de las instituciones gubernamentales
- La existencia de paradigmas de culpabilizar a las víctimas y mito en las instancias de investigación y protección
- Altos niveles de competencia y búsqueda de protagonismo entre las instancias
- Instituciones públicas no se apropian de los modelos propuestos por el proyecto (resistencia!)
- Institucionalidad desgastada y sin legitimidad
- El proyecto representa una amenaza para sectores de poder económico y político (se mueve mucho dinero. “Los intocables”)

Oportunidades

- Nuevos actores sociales involucrados en el tema: ministerios de gobierno, salud y relaciones exteriores
- Proceso de planificación estratégica a nivel nacional y regional
- Existencia de recursos de cooperación internacional
- Existencia de plataforma de trabajo del movimiento de mujeres
- Proceso de descentralización en los países (gobiernos locales)
- Lograr movilizar a la sociedad civil – Iglesias
- Visibilización de la problemática y reconocimiento de su importancia
- Funcionarios/as y personas que son sensibles y están interesados en abolir y trabajar la problemática
- Subregión con mayores espacios de intercambio para fortalecerse como bloque contra la ESC
- El tema se ha levantado en la opinión pública y como debate de interés político en la región
- Se mencionó que muchas veces el proyecto subregional tiene acciones en tiempos diferentes a los de los proyectos nacionales, especialmente en el caso de los TBP.

Retos

- Potenciar la participación del sector privado (empleadores) en los planes/proyectos contra la ESC de NNA
- Los estados deben construir una nueva visión de la sexualidad humana
- Mayor intercambio entre las consultoras nacionales
- Que la población víctima debe participar en la abolición del problema y su protección directa
- Alianzas con otras agencias de Naciones Unidas y otras
- Construcción de una nueva masculinidad para redefinir una nueva relación de género
- Participación infantil y juvenil para la prevención
- Efectiva aplicación de la ley
- Cambio a la legislación referida a la ESC
- Intervención social desde la coordinación interinstitucional e interdisciplinaria
- Implementar el proyecto en las periferias de cada país
- Ratificación por parte de los países de instrumentos internacionales vinculados al tema
- Articular el movimiento de mujeres en la lucha por los derechos humanos de personas menores de edad
- Redefinir estratégicamente la articulación interinstitucional sectorial con miras a la sostenibilidad
- Trabajo con gobiernos locales y grupos comunitarios
- Desarrollo en mayor grado del enfoque de género

Identificación de áreas críticas:

Cooperación Horizontal

Áreas críticas	Estrategias	Responsables
1) Propiciar el intercambio entre países, de los equipos técnicos de los programas de atención para profundizar sobre el trabajo con la familia y la comunidad.	- Visitas a los programas de atención (in situ) de un país a otro (Guatemala, Nicaragua, Costa Rica, República Dominicana y El Salvador)	- Coordinadora Regional del proyecto - Coordinadoras de los programas de atención
2) No hay un aprovechamiento real o suficiente de los intercambios y pasantías	- Pasantías in situ para los temas: - Atención directa - Investigación policial	- Coordinadora Regional del proyecto
3) Impulso para la creación y fortalecimiento de redes regionales y nacionales a nivel de metodología, sanción, etc.	- Producción de un brochure con información para fortalecer la red - Investigar si existen convenios entre instituciones del mismo sector en los diferentes países, o aprovechar redes existentes para promover el tema - Seguir apoyando organismos regionales como la OCAM y otros similares	- Coordinadora Regional del proyecto - Consultoras nacionales

Fortalecimiento institucional (Nacional y local):

Áreas críticas	Estrategias	Responsables
Nacional:		
1) Ausencia de legislación y efectiva aplicación de la existente	- Incidencia en comisiones legislativas (cabildo, reuniones, asesoría, capacitación) - Pronunciarse en momentos críticos - Alianzas estratégicas	- Consultoras nacionales - Comisiones nacionales - Procuradurías de DDHH / defensorías de habitantes - Ministerios públicos
Local		
2) Redefinir estratégicamente la articulación intersectorial con miras a la sostenibilidad	- Monitoreo de compromisos y obligaciones institucionales - Celebración de convenios y su seguimiento con OIT - Respaldo de las autoridades de OIT-IPEC para hacer monitoreo	- Consultoras nacionales
3) Lograr que las instituciones se apropien del modelo de atención para garantizar la sostenibilidad	- Incidir para modificar curricula de carreras universitarias que trabajan en prevención, atención y sanción de la ESC de NNA - Capacitación de funcionarios/as con un adecuado monitoreo - Incidencia en la normativa institucional - Identificación de funcionarios clave	- Consultoras nacionales
4) Capacitación para fortalecer capacidad de funcionarios que atienden a las víctimas	- Capacitación a funcionarios/as con monitoreo	- Consultoras nacionales

Sensibilización:

Áreas críticas	Estrategias	Responsables
1) Necesidad de campañas masivas y de que los medios de comunicación comprendan su función social	- Abordar a los dueños de medios de comunicación con propuestas concretas (lobby)	Una persona consultora externa especialista en comunicación, trabaja en conjunto con: - Unidades, instancias o personal de comunicación o relaciones públicas de las instituciones involucradas con ESC - Comisiones interinstitucionales contra ESC de NNA - Redes de ONGs - Comités de Erradicación de Trabajo Infantil
2) Definir una estrategia que articule y fortalezca los medios de comunicación tradicionales y no tradicionales 3) Mayor incidencia en los medios de comunicación	- Identificación de sectores y personas estratégicas al interior de los medios de comunicación con vista a la generación de alianzas - Formación y capacitación a periodistas y comunicadores (que ejercen la profesión y estudiantes) Utilización de la conformación tripartita de la OIT para acceder a empresarios y organizaciones de trabajadores - Diseño e implementación de una estrategia de comunicación nacional en coordinación o complementaria a la estrategia regional	

- Se mencionó la importancia de definir las áreas críticas, no en términos de la gestión del proyecto, sino de los cambios que se desean generar en las contrapartes. Es importante que las responsabilidades de dichas contrapartes sean visibilizadas en los planes de trabajo.

Lista de Participantes

	Nombre	Cargo
1	Montserrat Sagot	Evaluadora externa Proyecto Subregional ESC
2	Rosa Cheng	Evaluadora externa Proyecto Subregional ESC
3	Javier Varela	DED OIT/IPEC CR
4	Guillermo Dema	Coordinador Subregional Programa IPEC, OIT CR
5	Bente Sorensen	CTA Proyecto Subregional ESC, OIT/IPEC CR
6	Victoria Cruz	Asistente Técnica Proyecto Subregional ESC OIT/IPEC CR
7	Adriana Hidalgo	Consultora Nacional de Costa Rica Proyecto ESC OIT/IPEC
8	Marissa Rodríguez	Coordinadora TBP OIT/IPEC CR
9	Josip Margetic	CTA Proyecto de Café y Agricultura Comercial OIT/IPEC CR
10	Rigoberto Astorga	Coordinador Proyecto Subregional TID OIT/IPEC CR
11	Virginia Elizondo	Consultora Nacional Proyecto TID OIT/IPEC CR
12	Alelí Pinto	Área de Comunicación OIT/IPEC
13	Ericka Rojas	Coordinadora Programa de Atención RAHAB, Limón CR
14	Mariliana Morales	Directora Ejecutiva Fundación RAHAB Costa Rica
15	Delia Miranda	Secretaria Técnica CONACOES Costa Rica
16	Cecilia Claramunt	Consultora Proyecto Subregional ESC OIT/IPEC
17	Dayra Dawson	Consultora Nacional de Panamá Proyecto ESC OIT/IPEC
18	Ana Cajar	Ministerio Público Panamá
19	Sonia Sevilla	Consultora Nacional de Guatemala Proyecto ESC OIT/IPEC
20	Mayela Urroz	Coordinadora Programa de Atención AQB, Nicaragua
21	Rosa Corea	Consultora Nacional de Honduras Proyecto ESC OIT/IPEC
22	Martha Savillón	Casa Alianza, Honduras
23	Guadalupe Portillo	Especialista para el tema ESC, TBP El Salvador
24	Xochilt Salguero	Cuerpo Protector ISNA, El Salvador
25	Berta Lidia Barco	Consultora Nacional de Guatemala Proyecto ESC OIT/IPEC
26	Dabeida Agramonte	Asistente Técnica TBP, República Dominicana
27	Martín Bretón	Secretaría de Trabajo República Dominicana