



# ***IPEC*** ***evaluation***

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**South Asia Subregional Programme to  
Combat Trafficking in Children for  
Exploitative Employment (TICSA)**

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**An Independent Final Project Evaluation**

**by**

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Evaluation of phase I

(February 2000- September 2002)

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## ACRONYMS AND ABBREVIATIONS

AP	Action Programme
BNWLA	Bangladesh National Women Lawyers Association
CRC	United Nations Convention on the Rights of the Child
CTA	Chief Technical Advisor
ILO	International Labour Organization
INGO	International nongovernmental Organization
IPEC	International Programme for the Elimination of Child Labour
NCPA	National Child Protection Authority
NGO	Non governmental Organization
NPA	National Plan of Action
NPC	National Project Coordinator
NPM	National Programme Manager
NSW	National Stakeholder Consultation/Workshop
MOWCA	Ministry of Women and Children Affairs
TBP	Time Bound Programme
UNDP	United Nations Development Programme
UNHCHR	United Nations High Commissioner for Human Rights
UNICEF	United Nations Children's Fund
USDOL	US Department of Labour
SAARC	South Asia Association for Regional Cooperation
TICSA	South Asia Subregional Programme to Combat Trafficking in children if Exploitative Employment
WFCL	Worst forms of Child Labour

## EXECUTIVE SUMMARY

The trafficking of children for exploitative employment is a complex phenomenon. Its causes are multiple and relate both to the 'pull' of the market and the 'push' of vulnerability. There is no simple solution to child trafficking, and responses to it must cover a wide range of interventions, addressing both push and pull sides of the equation and, while children are still caught in or exiting from exploitation, also dealing with the aftermath of this widespread and grave denial of children's rights.

Sri Lanka, Bangladesh and Nepal are among the poorest countries in the world and poverty, lack of education and employment opportunities, and ignorance of the repercussions of exploitation, play a large part in the decision of families in these countries to hand over their children to middle-men (or women) who promise them work, or to send them off to find some means of earning money. Two of the three countries – Sri Lanka and Nepal – have for a number of years been caught in the grip of civil conflict that has divided and dislocated families and communities, drawn children into combat and service to militia, and resulted in people movements and further hardships. The proximity of the more affluent and cheap-labour-hungry markets of India is a significant factor in labour migration in general and the movement of children for labour in particular in this region. The thriving sex market and demand for child workers in specific sectors such as carpet weaving literally soak up thousands of children every year. Other countries are also 'receivers' of children from this region, but India is by far the largest market for child labour.

ILO-IPEC recognizes that the problem of child trafficking is not contained within national borders and that responses to it must also be regional/subregional. The TICSAs Project was therefore launched in February 2000 as one of a number of subregional initiatives that IPEC has put in place, and in its first Phase, which ends in September 2002, has operated in Sri Lanka, Bangladesh and Nepal.

The governments of these three countries have taken their responsibilities under international and regional treaties covering child trafficking very seriously and, in all three countries, National Plans of Action (NPAs) have been developed to guide action to combat trafficking and exploitation of children.<sup>1</sup> TICSAs has been a lead agent in the development of the NPAs in all three countries and the support to and development of policy frameworks to guide governmental and civil society responses to trafficking in children has been an important achievement of the first phase of activity.

The evaluation of Phase I that took place in May/June 2002 also identified a number of other strengths that have emerged from TICSAs's Phase I activity: a number of different elements of programming relating to the rehabilitation and reintegration of survivors of trafficking have begun to come together to delineate a concept that this report calls the 'whole life framework'. This recognizes the journey a child undertakes to emerge from her/his victimization as 'child labourer' to 'adult worker' with a means of earning a living on her/his own terms and covers not only immediate response to the trauma a trafficked child has to deal with but also preparation for rebuilding a life and securing a stable and safe future. An important element of this will be further development of a successful pilot methodology to train psycho-social counsellors to deal specifically with trafficked children.

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<sup>1</sup> Additionally, Nepal is one of the first three countries to engage in the development and implementation of a Time Bound Programme (TBP) as an integrated approach to eliminate the worst forms of child labour as required by ILO Convention No.182.

TICSA has also had success in social mobilization and in supporting targeted groups of people as 'protection agents' of children at risk of trafficking and/or exploitation, including specialized anti-trafficking law enforcement personnel, young actors and theatre professionals, village and district-level personnel and social mobilizers in plantations. Through this work, it is clear that 'community' can define much more than a place where people live and can extend to a place where they work, meet or otherwise are grouped. This idea has potential for further development, and provides opportunities for more work with ILO's traditional labour sector partners.

In Phase I TICSA produced some valuable high quality research to fill gaps in knowledge. These include a study of the cross-border trafficking of boys from Nepal and trafficking and sexual abuse among street children in Kathmandu. Rapid assessment surveys were also undertaken in Bangladesh and Sri Lanka, and research on legal provisions was begun in Sri Lanka. In Phase II, this approach to filling gaps in knowledge, and the development of research into tools that can be used in advocacy and better project planning, will consolidate TICSA's contribution to understanding of trafficking and to action to combat it.

It is clear, too, that the experiences of Phase I can be built on in other ways. The evaluation suggests that some of the project activity has inherent potential to be developed further: for example, a vocational training initiative that has had considerable success in equipping adolescents in Sri Lanka with usable skills already reaches out to both boys and girls, but the girls could also be equipped with skills that will be marketable in the district where they live, so that they do not have to seek employment further away from home, and this would also serve to bring more adult women into the project as trainers and support staff. A drama project in Bangladesh has in it the seeds to promote understanding of trafficking into professional performance sectors, and to be transposed from the outdoor community stage to the professional theatre and television studio set. Phase I social mobilization and community protection projects can be built on to extend geographical and sectoral coverage and to bring in more players.

As this potential is developed further at country level, there is also now scope to programme more cohesively at subregional level, not only by adapting and piloting discrete projects on a broader scale, but also to focus on a number of areas of activity where experts and other actors from the wider subregion, including receiving and transit countries such as Hong Kong and Singapore and importantly involving India and Pakistan, might be brought together for information exchange, regional working meetings and thematic groupings, joint training, methodology development, subregional research and data collection, and country-to-country exchange of personnel. There is also an opportunity to bring together lessons and experience from the first phase of TICSA and the first phase of ILO-IPEC's Mekong subregional initiative coordinated from Bangkok.

These lessons and experience can include the valuable insights that come from under-achievement too, including finding ways around administrative obstacles, delays and hurdles at country level, strategic weaknesses, coordination, gaps and unmet challenges. This evaluation has attempted to identify some of these weaknesses and to suggest how they might inform Phase II planning and activity. It has also identified gaps that still need to be filled, and in this exercise the results of National Stakeholder Workshops held in all three countries, and the many meetings that took place in preparation of this report provided invaluable information and ideas. The workshop outcomes are provided in annex to the report. Beyond the information and suggestions that came out of the workshops, what also emerged was the enthusiasm and strengths of TICSA's national implementing partners and their commitment to continuing to work with ILO-IPEC to combat the trafficking of children.

At the top of the list of gaps to be filled is inevitably the need for more reliable information on all aspects of child trafficking, including responses to it (who is doing what and where). This is a

vital underpinning to planning new activity and to tapping all available resources. There are still important actors who have not been brought into TICSAs programming, and the evaluation recommends that consideration be given to considering how media professionals might be engaged not only to report on trafficking but as actors in efforts to combat it.

As TICSAs Phase I comes to an end and plans are developed for Phase II, this evaluation also reviews the indicators and objectives that were developed for Phase I and, in an annotated project outline that constitutes a separate document, outlines specific project activity that builds on the lessons of Phase I. The report concludes that the development of indicators and particularly of impact measurement, remains a challenge not only to TICSAs but also to programmers generally. This is particularly true of quantitative measurement, which can hardly take account of the generally clandestine nature of trafficking and the invisibility of its victims and which must deal with such difficult concepts as attempting to measure the success of prevention programmes and assessing whether a project has contributed to something not having happened. Impact is also an important element of assessing whether the Project budget was appropriately put together. This is not easy to do when project activity has not been completed, but the report does conclude that a balance must be maintained between activity that has a direct impact on children and activity whose impact is indirect and where the primary output at this stage is contextual or intermediary.

Other important lessons come out of TICSAs Phase I. These relate to the importance of identifying specific gaps in knowledge that might not immediately be obvious, such as in Sri Lanka the impact on children of new policies to encourage women to work overseas, and of alcohol abuse in the family and in schools. National (in)stability will also affect both the progress of trafficking and the implementation of responses to it. The Maoist insurgency in Nepal has made some areas of that country no-go zones and restricted TICSAs activity as well as isolating communities, drawing children into conflict-driven labour, and increasing the vulnerability of families. Conversely, embryonic peace in Sri Lanka is likely also to have an adverse impact on children, as demobilization destabilizes the labour market, former combatants re-join communities and northern seaports re-open, opening up new trafficking routes. Lessons on working effectively with complex governmental structures also emerge from TICSAs experience in the three countries, as does the need to look beyond awareness raising to attitude and behaviour change. The report concludes that social mobilization, community vigilance and stronger messages about societal rejection of trafficking should be considered instead of broad-brush awareness campaigns that raise awareness but do not result in a reduction in trafficking or greater protection for vulnerable children.

In just two years of operation, TICSAs has achieved some notable successes, faced inevitable obstacles and emerged as an important actor in efforts to combat child trafficking in Sri Lanka, Bangladesh and Nepal. Its experience and lessons provide an important foundation on which Phase II activity can be built and that can inform the actions of all those committed to ending this criminal denial of children's rights.

# 1. GENERAL INTRODUCTION

The ILO-IPEC South-Asian Sub regional Programme to Combat Trafficking in Children for Exploitative Employment (TICSA) was launched in Bangladesh, Nepal and Sri Lanka in February 2000. Phase I was funded by the USDOL with an amount of \$1,789,426 for a period of 24 months. The Project was subsequently extended to 30 September 2002 with no extra funding.<sup>2</sup> It is anticipated that Phase II of the Project, also proposed for funding by USDOL, will begin 1 October 2002, and will include additional countries in the region.<sup>3</sup>

From its inception,<sup>4</sup> the strategy of ILO-IPEC has been to support countries that are committed to solving the problem of child trafficking by taking concerted action at national and subregional levels. The national-level initiatives in the TICSA Project are implemented through four sub-programmes in each country: The first aims to raise national capability in addressing the problem of trafficking in children, both domestic and cross-border. The second tests, through pilot projects, direct ways of preventing trafficking and protecting and rehabilitating child victims of trafficking. Programme research and documentation form an important third component. Built in are advocacy endeavours for sub regional cooperation and joint action:

**Table 1. Programme Research and Documentation**

<b>Programme research, documentation and monitoring</b>	<b>Institutional development and capability building</b>
Situation analysis: Action research in selected areas (areas of risk, trafficking routes, vulnerability, migration and trafficking etc.)	Policy and programme formulation (National Plans of Action)
Documentation: (Research reports, technical products, tools, manuals, campaign and advocacy materials)	Legislation and enforcement (national review of legislative framework and surveillance systems; promote the investigation and prosecution of perpetrators)
Progress monitoring (monitoring tools developed for different kinds of interventions)	Training for programme implementers and caregivers (psycho-social counselling, reporting requirements, police investigation training and DME)
<b>Demonstration programmes on direct action and social services</b>	<b>Advocacy for subregional cooperation and joint action</b>
Awareness raising (social mobilization, establishment of community vigilance groups etc.)	Communications programmes
Quick response to cases of trafficking (border monitoring, community vigilance groups, anti-trafficking units)	Review and harmonization of policies on trafficking
Protective services at transit points (transit homes in border areas, border monitoring system)	Networking and alliance building
Rehabilitative services (new rehabilitation concept + occupational reintegration)	

In May and June 2002, an evaluation exercise was conducted by an evaluation team comprising one independent external evaluator (Team Leader), three national consultants (one in each of the

<sup>2</sup> The official start date of the TICSA Project was February 2000, with the months between February and June 2000, when implementation began, being dedicated to the recruitment of the CTA. A three-month non-cost extension of the Project to September 2002 was granted.

<sup>3</sup> Discussions have taken place and provisional plans have been drawn up to expand TICSA Phase II to include project activity in Thailand and Indonesia. Suggestions for an alternative strategy to widen the scope of the Project are made in this report.

<sup>4</sup> This description is adapted from the description provided in the Terms of Reference for the evaluation exercise and was thus prepared by ILO-IPEC.



three participating countries), and one representative of ILO-IPEC Geneva (who visited only one of the participating countries, Sri Lanka)<sup>5</sup>. The team was supported throughout by the Chief Technical Advisor (CTA) of the TICSAs Project and in each country by the National Project Coordinator (NPC) of the country concerned. A representative of the donor joined the evaluation exercise in Nepal. In addition to the evaluation exercise, the Team Leader was also to provide elements and outline for Phase II activity.<sup>6</sup>

Analysis of activities in each country is provided in Annex 2, 3 and 4. Separate documents not included here provide further details of each action programme carried out in each country.

The Team Leader, ILO-IPEC Geneva representative and CTA began the evaluation mission<sup>7</sup> in Colombo, Sri Lanka, on Sunday 12 May 2002. Over the following four days, the team met with a number of representatives of TICSAs implementing partners in Sri Lanka, ILO country staff, government representatives and the US Ambassador to Sri Lanka. A field visit was made to Nochiyagama, Anuradhapura district, to visit the Don Bosco Children and Youth Centre, site of two of the Action Programmes (APs) supported by TICSAs.<sup>8</sup>

On the last two days of the mission in Sri Lanka, a one-and-a-half day National Stakeholder Consultation/Workshop (NSW) was held to engage stakeholders in a brainstorming on the experience and lessons of Phase I and priorities for Phase II activity. A separate report and summary of conclusions from the NSWs follows in Annex 4.

On 17 May, the Team Leader and CTA left for Bangladesh via Bangkok, arriving in Dhaka on Saturday 18 May. Meetings with stakeholders, other UN agencies and government representatives, and briefings of the evaluation team and with ILO country staff, took place on 18, 19, 22 and 23 May. The NSW in Bangladesh was held on 20 and 21 May. On 22 and 23, additionally, the CTA and national consultant made a field visit to Dinajpur and Thakurgaon, to the sites of CRD, MKP and SUPK (NGOs) awareness raising and mobilization activity. Unable to travel due to circumstances not anticipated and beyond control, the Team Leader stayed in Dhaka and, accompanied by the NPC, undertook a series of additional meetings with stakeholders and others working to combat trafficking. In the event, this separation of functions allowed more parties to be consulted, and a pre-visit briefing of the team and subsequent report from the field trip filled the gap left by the Team Leader's inability to travel.<sup>9</sup>

On 24 May, the Team Leader and CTA left for Nepal, arriving in Kathmandu in the early afternoon and meeting with the national consultant that evening. It should be noted that, at the time of the mission, a new NPC for Nepal was being recruited. In the final days of the mission in Nepal, the successful candidate was announced and was able to join the NSW in Kathmandu. The former NPC also joined the team for debriefing.

In Kathmandu, a representative of USDOL joined the evaluation team and participated in most of the meetings, and in the NSW.

Meetings and interviews took place from 25 to 29 May. On 28 and 29 May, the CTA and USDOL representative made a visit to Bhairawa in Rupandehi District for the same reasons and following the same format as in Bangladesh. The Team Leader and national consultant continued

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<sup>5</sup> Terms of reference in Annex 1.

<sup>6</sup> Provided in a separate document.

<sup>7</sup> A detailed programme of the Evaluation Mission is included as Annex 5.

<sup>8</sup> Evaluation of and observations relating to individual APs and mini-programmes are contained in Annexes 1-3 of this report. The body of this report contains conclusions on overall project activity, lessons learned and indications of potential for development.

<sup>9</sup> A separate note on the modalities of the mission, and recommendations relating to mission planning, has been submitted to ILO-IPEC Geneva. It is noted here, however, that the time allocated in each country could justifiably have been extended by at least one day to allow more consultations, and should most certainly have been extended by an extra day for data collection (on the basis of information obtained during consultations), reflection and note writing in preparation of this report.

meetings and interviews in Kathmandu. On 30 and 31 May, the Nepal NSW took place. The writing-up phase of the mission began 1 June, with a scheduled submission date for the draft of both the evaluation and recommendations for Phase II activity of 12 June (extended to 17 June).

The evaluation exercise was extremely broad-ranging and thorough, given the short time available in each country and for reflection/drawing together of conclusions, with the result that the team was not able to look in detail at every activity undertaken<sup>10</sup>. Research output was made available and read; methodologies, achievements and obstacles were discussed with implementing agencies; output was evaluated where possible; the series of National Stakeholder Workshops provided a richness of information and ideas; but it was not possible, for example, to consult with all those who participated in consultations leading to development of National Plans of Action to ascertain the exact contribution of TICSAs to such processes, nor to cut through in such a short time the defensive positions of other agencies to judge well such complex but vital issues as levels of cooperation. Conclusions on activity of this kind have therefore been based on discussions with the TICSAs staff and selected others (eg UNICEF, UNDP), and on minutes/reports where these exist, and may not fully reflect the efforts of the TICSAs team nor the amount of time such 'intangibles' take up.

The Evaluation Team Leader is also very aware that supporting the Evaluation Team through four weeks of travel, meetings, visits, requests for information, and the many other demands of an intensive exercise like this, is not easy. Thanks are therefore due to the ILO-IPEC team in Geneva but above all the TICSAs people in Sri Lanka, Bangladesh and Nepal, for their support, cooperation and patience throughout this exercise. Particular thanks go to the Chief Technical Advisor of the TICSAs Project, who accompanied the team throughout the evaluation and whose knowledge of the Project, the partners and the issues with which the team was grappling was shared freely and was invaluable.

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<sup>10</sup> Issues related to questions of management, administration and organizational set up were only looked into marginally and when appearing to have direct and clear consequences on broader substantive aspects.

## 2. FINDINGS

### 2.1 CONTEXT AND POSITIONING OF TICSA

The trafficking of children for exploitative employment is a complex phenomenon. Its causes are multiple and relate both to the 'pull' of the market and the 'push' of vulnerability (itself a result of many different things, often in combination). There is no simple solution to child trafficking, and responses to it must cover a wide range of interventions, addressing both push and pull sides of the equation and, while children are still caught in or exiting from exploitation, also dealing with the aftermath of this widespread and grave denial of children's rights.

The countries in which TICSA operates are among the poorest in the world and poverty, lack of education and employment opportunities, and ignorance of the repercussions of exploitation, play a large part in the decision of families to hand over their children to middle-men (or women) who promise them work, or to send them off to find some means of earning money.<sup>11</sup> Two of the three countries – Sri Lanka and Nepal – have for a number of years been caught in the grip of civil conflict that has divided and dislocated families and communities, drawn children into combat and service to militia, and resulted in people movements and further hardships. The proximity of the more affluent and cheap-labour-hungry markets of India is a significant factor in labour migration in general and the movement of children for labour in particular in this region. The thriving sex market and demand for child workers in specific sectors such as carpet weaving literally soak up thousands of children every year. Other countries are also 'receivers' of children from this region, but India is by far the largest market for child labour.

The problem of trafficking is acknowledged by governments of the region who have participated in international debate on the issue and framework efforts to combat it. The Governments of Sri Lanka, Bangladesh and Nepal have ratified the 1989 United Nations Convention on the Rights of the Child (CRC) and the ILO Worst Forms of Child Labour Convention, 1999 (No.182), have signed the SAARC Trafficking Convention (2002) and are party to the 1996 Stockholm Declaration and Agenda for Action and Yokohama Global Commitment (2001), which deal with trafficking of children specifically for commercial sexual purposes (CSEC). All three countries have developed National Plans of Action against trafficking – in the case of Bangladesh the NPA specifies for sexual exploitation, although the preamble also refers to labour exploitation more generally.

One of the primary tasks of TICSA in Phase I, and an area in which it has achieved success, is in the support of and contribution to the development of policy frameworks in the form of NPAs. The development of the NPAs was also spurred on by international commitments to ILO Convention 182 and, in the case of trafficking for CSEC additionally, in adherence to the Stockholm Declaration for Action, reviewed at the 2001 follow-up Yokohama Congress and a focus therefore of the attention of NGOs, media and treaty bodies such as the Committee on the Rights of the Child through 2000 and 2001. Independently of these international prompts, however, in all three countries there has been a serious commitment to putting NPAs in place and to beginning to implement them.

In Sri Lanka, development of the NPA and subsequent support to the National Child Protection Authority, which is a driving force in implementation of the NPA, was a central element of the TICSA Project in Phase I. A number of consultations were held in developing the NPA between March and September 2001, including focus group discussions with children. In Bangladesh, the NPA development process was coordinated by the Ministry of Women and Children Affairs (MOWCA) and comprised a number of NGOs, INGOs and intergovernmental actors including

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<sup>11</sup> It is not the object of this report to give a detailed overview of trafficking in Sri Lanka, Bangladesh and Nepal. Research undertaken as part of TICSA Phase I gives a detailed view of the issue and this brief introduction is intended only as context for the remarks which follow.

TICSA. The process, which began in April 2001, resulted in cabinet approval of the NPA in February 2002.

In Nepal, review of the 1999 NPA constituted one element of the AP in support of the Ministry of Women, Children and Social Welfare.<sup>12</sup> A national workshop was held in July 2001 bringing together governmental, non-governmental, labour sector actors and intergovernmental agencies. A number of sectoral working groups were formed to consider drafts of the revised NPA. Additionally, TICSA convened a two-day children's workshop in October 2001 to facilitate child participation in the discussions of the NPA.

Although these frameworks are in place,<sup>13</sup> however, there remains much to be done to implement them, and in particular to nominate clear mechanisms for coordinating, planning and monitoring this implementation. Only one of the countries – Sri Lanka – has a focal point for implementation that can be said to be functioning effectively. In both Nepal and Bangladesh, the multiplicity of task forces, working groups and government departments/ministries that deal with different elements of the issue – labour, sexual exploitation, internal, cross-border, women, children and so forth – make strategic oversight and coordination difficult. Organizations working against child trafficking, including TICSA, find themselves dealing with several different interlocutors, and plans and programmes regularly turn out to be duplicated elsewhere.<sup>14</sup>

This is exacerbated by the fact that there is no shortage of funding from donors for work with children in this region. As a result, all the major agencies and international NGOs are present, in addition to the many small but often very experienced local NGOs. Sometimes the international players work together but, too often, 'turf wars' interfere and hinder any possibility of efficient planning and programming. At times, also, individual agency mandates are adhered to so rigidly that the discourse is distorted to fit the mandate, and understanding of the issue itself becomes warped. Such is the case of some agencies' narrowing of the issue of trafficking to women/girls and focusing only on commercial sexual exploitation; this serves only to obscure the fact that a significant number of boys are also trafficked in South Asia, and that the movement of men and boys for labour is an important factor in the migration/trafficking paradigm. While it would be simple enough to represent all facets of the problem (and of mandates) in a collaborative grouping, it seems that very often the narrow definitions instead just feed the turf wars, and lack of flexibility makes cooperation difficult.

Donors too contribute to duplication, lack of coordination and wasted resources. Throughout the evaluation mission, the team was told of 'new' initiatives that donors are supporting without, it seems, taking into account work already done or under way. This was particularly true of Bangladesh and Nepal. All over the region, similar projects are being run by different organizations for the same target group to achieve the same ends. Sometimes two departments of the same donor are funding almost identical actions without prior consultation or subsequent coordination. This is not only wasteful but also potentially counter-productive. Loud and desperate calls for comprehensive mapping of initiatives, joint planning, clear coordination and monitoring mechanisms – well beyond just meeting and talking from time to time – were made in all the meetings and workshops of the evaluation mission.

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<sup>12</sup> In Nepal, additionally, the process of developing the Time Bound Plan (TBP) for the elimination of child labour has both contributed to the policy debate, development of tools, strategies and value-added, and also made TICSA's positioning task more difficult. There is good cooperation and sharing within the ILO-IPEC office, but this has added a level of coordination and complexity. It has been managed to date but will undoubtedly continue to challenge the staff of both sections of IPEC in Nepal, not least because the timing of the TBP and of TICSA's second phase are not synchronized, and this makes planning and collaboration – including the drawing and sharing of lessons and the engagement of partners – difficult.

<sup>13</sup> In the case of Nepal, the revision of the NPA developed first in 1999 was completed but implementation mechanisms have been blocked as a result of the dissolution of Parliament in 2002 before the NPA could be approved.

<sup>14</sup> Supporting government efforts to improve NPA implementation and coordination mechanisms is an ongoing challenge for TICSA and other relevant agencies, and this will be reflected in suggestions for Phase II activity.

In the midst of this sad confusion, it is vital that TICSAs should position itself so that its work is effective. This means building on the particular strengths of the ILO labour mandate, while keeping in mind the broad and complex nature of trafficking. Conceptual clarity and in-depth understanding of trafficking are vital if the Project is to work in areas which will have an impact on the problem and on children (as opposed to on the debate or the organization's profile). It also means creating a space for the Project that is acknowledged by government interlocutors, accepted by other agencies (intergovernmental and non-governmental), and that legitimizes the outcomes of the work.

In its first two years of operation, TICSAs has managed this well. TICSAs's lead role in the processes for developing the NPAs in all three countries greatly contributed to its profile in the subregion. In all three countries, ILO-IPEC, essentially through TICSAs but also as a result in some instances of work being done more generally to combat the worst forms of child labour (WFCL), is seen to be a lead agent in efforts against child trafficking. The TICSAs Project specifically has not only built a working relationship with national government at central and field levels but has come to be seen by the various levels of governance (central, district, village level) as a reliable partner, facilitating but also guiding. With the NGOs that are its implementing partners, and within the NGO sector more generally, TICSAs has developed partnerships that are seen as respectful and complementary, and all the implementing agencies interviewed said that they would wish to continue these working relationships. With other UN agencies, TICSAs has tried to be cooperative, but this task has been difficult. There is a limit to how much time and energy a small team can devote to breaking down barriers. On the ground, therefore, there is more sharing of information than there is real cooperation (for example in joint planning, implementation and lessons learned), although efforts do continue to bring agency initiatives together. UNICEF more than other agencies seems to be a potential strong partner of the TICSAs Project (in Nepal particularly, perhaps because UNICEF's regional office is there and there are obvious meeting points at regional level) and this could profitably be built on in Phase II of the Project.

Also in Phase II of the Project, TICSAs should be able to gradually reposition itself specifically with regard to its implementing partners and take on more of a backstopping role, allowing the national organizations to drive activity. In all three countries there is considerable capacity among existing and potential implementing partners (one sign of strength of capacity is that the partners in Phase I in fact called for more help in developing their capacity; this desire to improve is rarely found among organizations who are not already confident of their ability in some areas at least). TICSAs's role should be looked upon as facilitating and supporting rather than driving, and providing capacity-building opportunities for implementing partners will be one way of transiting towards this backstop position.

## **2.2 IDENTIFIED STRENGTHS IN PHASE I**

In addition to positioning itself well, TICSAs has recorded moderate<sup>15</sup> successes in a number of other areas in its first two years of operation. A more thorough evaluation of individual Action Programmes (APs) in each country – their successes and weaknesses -- is included in Annexes 1-3; this section outlines some generic elements that seem to have worked:

### ***2.2.1 Taking a long-term view of rehabilitation***

It is generally agreed that the rehabilitation and reintegration of survivors of trafficking is among the most challenging tasks facing agencies working for children. It is generally high-cost, long-term and often thwarted by lack of long-term resources, options for reintegration, and resistance by families and communities. In the course of Phase I, TICSAs has developed an approach to

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<sup>15</sup> These achievements are described as 'moderate' not to underplay their importance but because the first phase of any programme necessarily constitutes the 'teething' stage, when significant breakthroughs or outcomes cannot be expected.

rehabilitation and reintegration of survivors of trafficking that, exceptionally, goes beyond the immediate needs of the child to considering longer-term rebuilding of her/his life. This has not yet been fully articulated in either programming or discourse, but it might be considered as a ‘whole life’ framework, that sees the ‘child labourer’ becoming in due course the ‘adult worker’ – ie emerging from exploitation to a life in which s/he will be protected, economically empowered and able to grow up with a means of earning a living on her/his own terms. This is fully in accordance with the ILO stance that children withdrawn from exploitation must have restored to them ‘prospects of becoming responsible and productive citizens’.<sup>16</sup>

In Phase I, this approach has become clear towards the end of the two-year phase, as programming developed in Nepal (and piloted in both Nepal and Bangladesh) to train psycho-social counsellors of highly traumatized, trafficked children, along with divers experiences with partners running shelter and transit homes, and a call for more income-generation training and opportunities, have underlined the weaknesses in short-term approaches to rehabilitation and the unsustainable, high-cost nature of attempting to care for children outside their families/communities. In June 2002, TICSA convened a meeting to consider broadly the rehabilitation needs of trafficked children, standards for transit and shelter homes, and a concept of community-based rehabilitation coupled with economic empowerment programmes that will equip the family/community to care for the child while s/he is helped back into schooling and prepared for work. To develop this further, articulation and development of the ‘whole life’ framework should be undertaken in Phase II, and increased attention be given to providing families and children with income-earning opportunities.

### ***2.2.2 Empowering protection agents***

In Phase I, a number of APs have been successful in preparing groups of people, in different ways, as ‘protection agents’ of children at risk of trafficking and/or exploitation.

In Bangladesh, a drama project implemented by the Centre for Ethnic Children (CEC) has trained a group of 17 actors to develop street dramas taking a message of caution and resistance to communities in regions known to be ‘sending zones’ of child workers. The drama itself might be seen as a simple awareness-raising project, but the training and preparation of the actors has gone beyond ‘rehearsal’ and effectively become intensive training and engagement in trafficking issues.

The actors – ranging in age from 17 to 45 – learned about child trafficking so that they could contribute to script development and write songs integrated into the drama. During the performance tours, they are obliged to keep a diary chronicling audience reactions, issues and ideas, and these are shared when they get back to Dhaka and used as a basis for discussion. Additionally, the producer/director of the project, a professional actor, has taken the issue to other professionals in Bangladesh theatre and has thus engaged them, too, in understanding and rejecting child trafficking. In later stages, this outreach could be extended into other professional sectors such as television and radio production. The success of this AP lies, therefore, in the way it has gone beyond the boundaries of the original project and, in very simple ways, encouraged much deeper engagement of all those involved.

An AP in Sri Lanka has also successfully put in place a multi-sectoral group of protection agents: the National Child Protection Authority (NCPA) is now home to an Anti-trafficking Unit which, with TICSA support, has formed a surveillance unit. Under the AP, the NCPA was able to bring a specialist police trainer from Scotland Yard, UK, to train the officers – on secondment from the Sri Lanka police, including the Women and Children’s Bureau -- to develop surveillance expertise, identify and map the locations and perpetrators of sexual and other forms of crimes against children, analyse the information for effective legal enforcement and follow-up, refer such information to the appropriate authorities, and monitor cases.

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<sup>16</sup> P Boonpala and J Kane: *Unbearable to the human heart* (ILO Geneva, May 2002).

This project is deemed successful because it goes beyond traditional projects that see ‘training of police’ as essentially a transfer of information on children’s rights, acknowledging the reality of trafficking as a criminal activity whose perpetrators must be dealt with by the law enforcement sector using all the policing skills available to it.

Moreover, the AP has a good element of sustainability built into it from the outset, since the NCPA, the lead agency for implementation of the Sri Lanka NPA, intends to engage intermediate partner groups, officials and District Child Protection Committees, to reinforce surveillance. In addition, the NCPA will continue the work using its own staff: a retired law enforcement officer and investigation officers.

### ***2.2.3 Mobilization at grassroots levels***

If children are to be protected from approaches to them and their families by traffickers, then protection mechanisms also need to be in place within the communities. In Bangladesh, three NGOs – MKP, CRD and SUPK --have worked with TICSA in Phase I to raise awareness among communities at village and district level. This outreach is important, especially if it can be extended into all the districts known to be targeted by recruiters (although see some reservations, below, on awareness raising that does not also seek to effect behaviour and attitudinal change).

The definition of ‘community’, however, does not need to be limited to a place where people live. It can also be a place where they work or otherwise meet regularly. An interesting pilot was carried out under TICSA Phase I, in which the workers on a plantation were defined as a ‘community’, and a group of 20 ‘social mobilizers’ was trained to take to them messages outlining the harm their children might suffer if allowed to leave for work promised by recruiters and brokers.<sup>17</sup> The project worked well, and the mobilizers themselves identified ways to increase their influence on the families, including some form of identification badge and/or a room they could use as a base. These ideas – and the concept of the plantation as a distinct ‘community’ -- will be built into future project activity. This AP is deemed successful not only because it has mobilized people within a community to take responsibility for protection of children, but because the definition of ‘community’ is innovative and potentially replicable (for example, a shopfloor in a manufacturing plant could be considered as a community and project activity such as this could be replicated there).

### ***2.2.4 Building capacity***

Partly because it has succeeded in positioning itself well with its various national stakeholders, TICSA has been able to take the lead in building capacity among them in a number of ways. Specific training has been developed and undertaken for counsellors of highly traumatized trafficked youth. Developed in Nepal, the methodology and materials have also been piloted in Bangladesh and in due course will be shared and tested further at subregional level.

Capacity building has also taken place with implementing partners on administrative/project management requirements, although this has been less successful, since implementing partners continue to struggle to satisfy reporting and financial tracking requirements. For some of them, ILO-IPEC reporting requirements are seen to task their organizations unduly and often not to take account of realities on the ground. A good example is the requirement to report on numbers of children ‘rescued’ each quarter – in Nepal it was reported that targets set do not reflect the reality that only the traffickers are in control of the number of children trafficked, and that, since it is impossible to know how many will be trafficked at each location at any given time, it is difficult to estimate how many can be rescued in any given period. Additionally, in Sri Lanka,

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<sup>17</sup> The plantations in Sri Lanka are particularly high-risk zones, because there is a long-standing tradition of the whole family working for the owner. Since efforts to stop child labour have been largely successful in the plantations themselves, families are increasingly sending their children to work elsewhere, subjecting them to risks of exploitation and abuse. This is exacerbated by the closure of schools on many plantations in the wake of government policy to shut down schools with few students, since the often long journey to the nearest school is both risky (the child can be picked up by recruiters en route) and also a disincentive to schooling, with the result that many children no longer attend school at all.

implementing partners said that they had difficulty ‘squeezing’ their project output and activity into the narrow definitions of the project document – for example they considered some of their activities as contributing to output although these activities might not have been specifically described in the project document, with the result that they considered that much of what they achieved was not reflected in their reports. This may be a misunderstanding on the implementing agent’s part that has stopped them from fully describing their activity (particularly ‘contextual’-type activity that may not be listed as a specific output but is important to understanding of overall achievement); it probably also reflects a continuing need to backstop partners’ reporting output and remain vigilant to their concerns relating to administrative matters.

Not surprisingly, therefore, there were calls for more capacity building – reflecting the fact that implementing partners presume the ‘system’ is not going to change, so they must continue to upgrade their skills to meet the challenges it poses.

In terms of project content, there were calls for more capacity building in areas seen to be particularly important to address the vulnerability of children and families, above all in areas such as micro-credit, small enterprise, cooperative creation and management, income-generation and vocational training. These calls extended to demands for ‘professionalization’ of these skills through support with market surveys and marketing skills. This identification of an unmet demand may seem a rather odd way of defining success of TICSA, but it is considered that the fact that implementing partners are calling on TICSA to undertake these capacity building initiatives is a sign that TICSA is seen as the body that can provide such opportunities and that TICSA’s approach to protection – through work and income generation opportunities, non-formal education (NFE) and community-based realities – is realistic and effective.

In support of capacity building in Phase I, TICSA also convened a number of consultations, working groups and both formal and informal meetings. These included, in Nepal, a consultation with children on implementation of the NPA. Such initiatives are important to capacity building because they are a way (i) of ensuring that all stakeholders have an equivalent knowledge base and agreed (or consensus) terms and definitions, and (ii) of contributing to forming partnerships and working relationships in which individual capacities can be tapped for the good of the whole (the “2 + 2 = 5” approach to project activity).

### ***2.2.5 Providing usable tools***

All those working to combat trafficking in children agree that there is still much to learn about vulnerability of children, demand for child labour/sexual services, traffickers and recruitment, mechanisms and structures, and responses to these many challenges. It is therefore vital that efforts continue to understand, document, share, learn and provide tools for response. The work that TICSA has completed in all three countries, therefore, in building up the research base and sharing it with those who need it, is extremely important.

The approach to research has been to identify small, manageable areas in which understanding is incomplete, and to address these through modest research projects that will shed light on an obscure area or provide new, reliable information on an area where ‘common wisdom’ prevails over hard fact. For example, in relation to the commercial sexual exploitation of street children in Nepal, the research revealed the extent of internal trafficking into urban areas and the exploitation of children by local men, as well as the high levels of alcohol abuse among the children. Also in Nepal, research into the exploitation of trafficked boys showed that, while most references to the cross-border trafficking of boys from this region refer to their exploitation as camel jockeys in the Gulf States, in fact many more boys are trafficked to India to work in the embroidery sector. The research in Phase I has generally been of high quality, with valid methodologies being used for data collection and realistic conclusions being drawn.

As important as the quality of the research, however, is the use that is subsequently made of it. The approach outlined to the evaluation team is that research will form the basis of workshops in



which the results are discussed and the implication of these results on programming explored. This has not happened to any significant extent in Phase I because in general the research was not finalized until the second year of the Project, so it will need to be followed up in Phase II.

There are clear indications, however, of the TICSAs team's understanding that research, data and lessons formulation are only useful if they are interpreted into action, and that such action is itself a platform for further information gathering and lessons drawing. This is illustrated in the sequence of programming that has been put in place in the pilot project to develop a methodology and training course for psycho-social rehabilitation of trafficked youth: the training course was developed by an implementing partner with expertise in psycho-social counselling; a draft training manual was produced for the course; preliminary outcomes of the training have been drawn together and, in Phase II, it is intended to validate the methodology/training through follow-up of the trainees, to share and discuss the methodology and manual at regional level, and to pilot the training in more countries in the region. This developmental approach to tools development is cautious and sensible.

## **2.3 POTENTIAL THAT CAN BE DEVELOPED**

### ***2.3.1 Making the most of an initiative***

What became clear during visits to Phase I projects and interviews with those running them is that there remains untapped potential in many of the projects. An example is the vocational training project being run by Don Bosco in Sri Lanka: the project has been progressing well; the numbers of young people being reached by the training courses are on target; the courses themselves are of high quality, comprehensive and matched to market needs; facilities are being generated during the project that will provide a measure of sustainability and mainstreaming. There have been attempts to include girls in the essentially male-dominated project, but the solution found – providing computer and draftsman classes – is an offshoot of the construction courses currently offered and makes it likely that girls may have to move to Colombo to find employment on graduation. This is a good example of where TICSAs management might have worked with the Don Bosco staff to brainstorm ways of tapping potential/finding innovative solutions.

In discussion, for example, it emerged that there is a need in the surrounding district for primary health carers, pharmacists and midwives. These are all 'traditional' female occupations in Sri Lanka and would, additionally, keep the graduates in the district. The current Don Bosco staff could not undertake such training and would have to find a partner organization (an NGO, health training facility or seconded personnel) but this, in itself, would go some way to remedying what was identified as an overly male-dominated working and living environment for the young people.

Similarly, the drama project in Bangladesh has made inroads into the professional theatre sector and there are ideas for transferring the drama onto TV in the form of a 'spot'. These ideas could have been discussed already during Phase I and perhaps mini-programme funds used to bring the idea to fruition.

There is also clear potential in Bangladesh, for example, for partnerships to be developed to fill in gaps in projects or to improve geographical coverage. The social mobilization project being run in the three northern border districts, for example, is hindered by the long distances between the social mobilizers who have been trained; but there are NGOs working in these 'gaps', and they could have been brought into the project to provide personnel for training as relays between the social mobilizers.

Collaborative action could also include trade unions working with NGOs, researchers working with trainers, national institutions such as hospitals, schools, universities, being brought in to

NGO-run projects as players rather than service providers. This would lead to mainstreaming and sustainability – for example training can be integrated into curricula; social services can move into schools and hospitals; NGO and trade union action can be passed on to groups of beneficiaries with some training and support.

This potential ‘rounding out’ of activity often only becomes clear after an AP has begun and its potential/needs have become clear. This presumes, therefore, that during the life of the AP, the NPC (and maybe from time to time the CTA), will meet with the implementing partner, brainstorm progress, identify potential and plan how this might be realized. Although the NPCs did meet regularly with the implementing partners in all three TICSAs countries in Phase I, this does not seem to have resulted in much innovation/lateral thinking being fed back into the projects. It may be that sitting back and reflecting on a project with a view to exploring potential in it is a luxury reserved for evaluation team members, who do not have the day-to-day management, administrative and reporting responsibilities of the TICSAs staff (hence the suggestion that follows). Following up on good ideas that come after the AP has begun also presumes some contingency funds for such add-on activity, and this might be a good use for a part of the mini-programme budget.

### ***2.3.2 Building a stronger team***

Trafficking is such a complex phenomenon that it is almost impossible for everyone to know everything about it, and the TICSAs staff are no exception. The NPCs and the CTA have different areas of expertise and experience – whether in legal issues, developmental programming, media and communication output and so forth. This means that inevitably there are also some gaps in individual staff members’ understanding/knowledge, and it is both important for the project, and rewarding for the staff member, if the TICSAs staff are given the opportunity to reach a common platform of knowledge and understanding through training/capacity building.

One way to do this would be to organize a (say) six-monthly two-day meeting for the TICSAs staff, at which an invited facilitator might run a thematic workshop, facilitate discussion, challenge understanding and bring in ideas from outside the Project. An added advantage of such a regular meeting is that it would also give an opportunity for team-building outside the day-to-day needs of the Project, apart from the obvious bonus of sending a signal to the staff that their personal developmental needs are being taken into account. During such a meeting, also, ‘rounding out’ ideas (see above) might be shared and other project-related ideas that may not necessarily have a place in the everyday running of the programme can be discussed. Perhaps for the last half day of the meeting, implementing partners could also join the team and informally share ideas.

### ***2.3.3 Looking beyond national borders***

TICSAs is a subregional project, but it is not always obvious exactly what that means. ILO-IPEC recognized the importance of programming to combat trafficking on a subregional basis as early in 1997, when a consultation was held in this region to explore the issue as a subregional challenge. However in programming terms ILO-IPEC, like most agencies, is still grappling with how subregional responses can best be formulated to respond to what is a subregional problem. Subregional and regional projects presumably must take account of the nature of subregional/regional trafficking flows, but cross-border programming is not easy, and generally has taken the form of parallel programming in two or more countries, rather than a single programme that straddles a border (operationally very complex).

There have been attempts in Phase I of TICSAs to identify opportunities for ‘real’ subregional programming as the project develops – a number of ideas have been floated, for example, for regional research projects, cross-border/regional exchange of materials and training methodologies, and for subregional campaigns. These will be developed in Phase II. Meanwhile,

in Phase I there has been little opportunity to develop cross-border or subregional activity, except for one experiment in sharing psycho-social counselling methodology and training between Nepal and Bangladesh. Much more can be done.

This does presume, however, that in Phase II the subregional nature of project activity will, indeed, reflect patterns of trafficking in the (sub)region. There are suggestions to extend TICSAs activity to Thailand and Indonesia, which have no determinant logical trafficking-related ties to South Asia, but it might be more logical to look at extension of TICSAs on two fronts: First, in terms of experience gained, lessons learned, methodologies developed etc, it would seem to make good sense to link TICSAs experience with the experience of the IPEC Mekong subregional trafficking project, which is also just entering a second phase -- at a technical level, these two subregional projects have much to offer each other.

Second, in substantive terms, it is vital that India and Pakistan are brought into the picture, despite the difficulties in doing this, and so first steps might be made in TICSAs Phase II by focusing on a number of areas of activity where experts and other actors from the wider subregion -- including receiving and transit countries such as Hong Kong and Singapore -- might be brought in for information exchange, regional working meetings and thematic groupings, joint training, methodology piloting, subregional research and data collection, country-to-country exchange of personnel and the such-like, without project activity necessarily being initiated in more countries.

Taking either (or both) of these approaches would be more logical and provide greater developmental opportunities than just beginning project activity in two 'new' countries. This would also put less strain on the already over-stretched staff resources of the TICSAs regional office and support rather than distract from efforts to work within the framework of the SAARC Convention.

## **2.4 AREAS THAT NEED MORE ATTENTION**

### **2.4.1 *Getting the timing right***

The first months of a programme, particularly one of short duration such as the two-year TICSAs Phase I, are crucial. Staff must be recruited, premises equipped, government endorsement secured, partners identified, planning finalized and activity begun (ideally with baseline surveys, and data gathering). This did not happen quickly enough in Phase I of TICSAs, partly because these unavoidable but predictable hurdles were not sufficiently factored in to the workplan, but also because of what seems to have been an insufficient sense of urgency, perhaps reinforced by a belief that the Project could be extended beyond its official end-date.<sup>18</sup> As a result, actual activity output lagged far behind expectations of achievement.

There seems to have been a reluctance to acknowledge how far behind some of the APs were and to deal with these delays strategically<sup>19</sup> (including alerting the donor/consulting on steps to

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<sup>18</sup> The evaluation team was not able to assess where these hurdles occurred nor from where the expectations of possible extension originate. There is therefore no suggestion here that the late start-up of activities was a result of non-performance of the TICSAs country/regional team. Delays are usually cumulative, and even a short delay at four different levels (IPEC HQ, Bangkok regional administration, Area Office, TICSAs team) can grow into a significant overall delay. It is however inevitable that overcoming the results of delays will largely be the job of the TICSAs team, which will if necessary have to re-strategize to identify ways to 'catch up' where possible.

<sup>19</sup> It may also to some extent be a result of insufficient staffing levels, however if there are not enough staff to achieve projected outcomes according to deadline, then those outcomes and deadlines need to be reviewed and adjusted -- it is not appropriate to look back on activity not completed and explain this by a lack of manpower. There does seem to be a need for an additional member of staff in the TICSAs regional office. At the moment, the CTA has an almost impossible task of (1) keeping in close touch with three countries' activities at a level that allows available technical expertise to have a significant impact on activity/progress; (2) effectively running, at the same time, a 'fourth country' programme in the shape of regional activity and output; (3) managing the Project including relations with ILO Geneva, other UN agencies etc and overseeing administrative issues; (4) travel throughout the region which, while of course necessary, is also time-consuming and must be

be taken). For example, a six-month delay in start-up of an AP cannot simply be absorbed into remaining project time, especially in the framework of a 24-month project phase. Steps should regularly be taken to identify delays/obstacles/changing realities/new potential and to factor these immediately into a review and re-planning of the project activity. This should be done every 3-4 months if it is to result in the activity staying on course and on time. An annual review is not sufficient, since problems can 'fall through the cracks' between such widely-spaced reviews; for example the fact that in Nepal the Ministry of Women, Children and Social Welfare had not, one year after start-up, yet recruited a Programme Coordinator was not identified and dealt with during the Mid-Term Management Review, and the loss of the promised building for the Sri Lanka rehabilitation centre project occurred after the mid-term review.

If a project does fall behind deadlines and output starts to slip, then it is vital to acknowledge this and use it as a learning exercise – indeed, in the first phase of a programme like TICSAs, the hurdles that are to be faced are an important part of learning lessons and moving ahead. Such obstacles should not be seen as 'failures' but as hurdles to overcome.

#### ***2.4.2 Making the most of mini-programmes***

In each of the countries, a small part of the budget (\$10,000 for each country) was put aside for 'mini-programmes'. It is not clear what these should/might represent, but the presumption is that this allocation can be used to fill gaps (for example in research) that are identified after the programme has begun. In Phase I, the money has not been particularly well used – it seems to have been allocated to low-impact, sometimes 'quirky' activities whose aims were not clear and whose impact is questionable.

In Nepal, for example, part of the budget (\$522) was used to support a football match for raising awareness among street children on trafficking. Each child was given a plastic ID card so that the children, between the ages of 10 and 18, would hand them to a nominated NGO during the event and thence be 'tracked'. There are no indications of how this would be done or who would do it nor what, precisely, it aimed to achieve.

A second project (total expenditure \$1,577) comprised a workshop for bus drivers, conductors, helpers and owners on child trafficking and HIV/AIDS. This was an interesting target group, and the meeting subsequently attracted some press coverage (although all the press coverage seen referred to the meeting in terms of adult prostitution only). Again, however, there is no documented strategy, measurement indicator, description of follow up or impact.

In Sri Lanka, the funds were used for nine small activities (expenditure totalling \$6,556). These included consultations, a brochure on trafficking (target, messages, distribution etc unspecified) and the production of a video song and radio programme. These isolated outputs are most unlikely to have achieved measurable or sustainable impact and evaluation of such impact does not seem to have been, in any case, strategized or undertaken.

In all of these cases, the fact that a programme is 'mini' does not mean that it should not be handled as larger programmes would be, with documented planning and follow-up reporting/capturing of output/lessons. It seems that the mini-programme funds have been seen as small amounts of money that cannot give rise to much impact but, in fact, they total \$30,000 – a significant sum exceeding the cost, for example, of the CWC plantation AP in Sri Lanka. This funding could be used more strategically to provide added value to the Project as a whole.

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factored in to realities of time available; (5) undertaking other duties such as representing the project in international forums. Clearly this is a great deal to ask of one person. Moreover, if the role of the CTA is to bring superior technical knowledge and experience to the project in order for it to achieve its aims and objectives, then this must be the main focus of the CTA's work and some of the other work must be off-loaded. It is noted also that the Project Document included cooperation with the National IPEC Programme Manager (NPM) as additional support; in fact this link can be a drain on the National Project Coordinator (NPC); for example in Nepal the NPC's time seems also to have been spent on non-TICSAs work.

Some appropriate uses for the mini-programme funds might be: filling gaps in research quickly when there is a gap in information necessary for an AP to progress or be reviewed effectively; producing user-friendly versions of research, including language- or child-friendly versions, so that research, lessons learned and project experiences can be shared more widely; or developing ‘add-ons’ to projects (see above) where it becomes clear that an AP has the potential to be developed beyond expectations.

### **2.4.3 Legal framework research**

There is more work to be done in all three countries to analyze the national legal frameworks in place and recommend how these can be strengthened.<sup>20</sup> In Sri Lanka, research was undertaken in Phase I but this has only recently been completed. In its present state it is not a working tool that NGOs or agencies could use to lobby for change/revision. Moreover, it needs independent review for inaccuracies or misinterpretations (the opening says, for example, that the Palermo Protocol definition of trafficking does not presume cross-border activity, but since the Protocol is supplementary to the Convention on Transnational Organized Crime, this is in fact not clear – legal opinion in the Office of the UN High Commission for Human Rights is that there must, indeed, be evidence of cross-border crime for the Protocol to be invoked). Thorough legal review, usually done by experts in law, is not easy to ‘dumb down’ for non-legal minds but, as long as it remains essentially academic, it will be doomed to sit on a shelf somewhere and not lead to any practical outcomes. An attempt has recently been made by UNHCHR in the form of ‘Guidelines and Principles on Trafficking’, formulated by the agency’s legal staff and negotiated among relevant actors over two years. These aim to inform policy and practice in the field of trafficking according to fundamental principles of human rights, and would be a useful reference in a review of national legal provisions.

### **2.4.4 Working with other sections of ILO-IPEC**

There is much more to be gained by more and better cooperation within the various sections of ILO and IPEC itself. It seems that there is not enough general thematic brainstorming to inform cooperative action; in all three countries, exchange and consultation is coincidental rather than systematic unless specifically required, for example as part of the TBP work being done in Nepal. In Bangladesh, for example, the evaluation team learned that ILO colleagues in other sections were running similar projects, with the same implementing partners, without consultation. In Sri Lanka, there is an initiative on child soldiers that does not seem to take into account the fact that post-conflict situations and demobilization potentially have an enormous impact on child trafficking (an example of where just sharing ideas might bring about programme developments). It is not, of course, possible for ILO staff in the field to spend all their time in meetings, but a simple mechanism for regular ‘touch base’-type meetings/e-mail exchanges or similar information exchange mechanisms might contribute to less duplication and more effective planning.

This is particularly important if different sections of ILO are to work with the same implementing partners, since it is only too true that successful NGOs quickly find that they are in demand and face the risk of taking on too much work (including the administrative load that funding brings) and failing.

### **2.4.5 Shelter for survivors**

Providing suitable, secure and sufficient facilities and services for children who are exiting exploitation is a particularly difficult challenge. In all three countries, TICSAs undertook in Phase

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<sup>20</sup> *The legal framework on trafficking in persons in Bangladesh, Nepal and Sri Lanka*, was prepared by Mina Neumeller and submitted to ILO-IPEC in Kathmandu in October 2000. This is a clear and concise overview but needs both updating and developing further. It would provide a good starting point for an updated analytical work, which should also take into account the role/impact of the NPAs in each country and focus on specific recommendations for action to be taken with regard to legal review and revision within the NPA frameworks, including indications of responsible actors.

I to work with groups managing shelter/transit homes for children rescued or intercepted. In Sri Lanka, the plan was to equip a shelter home in Colombo to be operated by the NCPA, although at the time of writing obstacles to taking possession of the proposed building had still not been overcome. In Bangladesh, TICSА supported the Bangladesh National Women Lawyers Association (BNWLA), who run a rehabilitation centre in Dhaka. The situation of girls in these shelters is dire: they are locked in at night for security reasons, live in sometimes unhygienic conditions, and have access to very basic facilities. Largely this is because the demand on organizations like BNWLA is overwhelming: although the intention is to return the children to their families or find suitable longer-term accommodation for them as soon as is practicable, in practice they often spend six months or more in the shelters because their families will not take them back, because such return would put them at risk, or because they need protection while legal proceedings are initiated.

In Nepal, TICSА worked in Phase I with Maiti Nepal, which runs a number of transit centres in Kakarvitta and Bhairawa, on the border with India, where volunteers attempt to intercept trafficked children at the border and take them to safety in cooperation with police and border guards. TICSА supported training for psycho-social counsellors, capacity building for field officers, the establishment of a tracking and monitoring system, and vocational training for the girls, with target numbers for the number of children to be reached over the life of the project: 40+ selected for self employment to receive training through referrals, 40+ to receive viable living arrangements according to their reintegration plans, 30 per cent of the victims to use micro-credit options to start micro-enterprises, and functional numeracy and literacy classes to be provided to all children under the age of 14. On paper this seems reasonable enough, but in practice these targets are extremely difficult to reach because the number of girls arriving in, moving through and leaving the transit homes is unpredictable. Moreover, since the government established a Special Court for cases involving children in Kathmandu, most of the children are now moved speedily out of the transit centres and lodged in Maiti's main rehabilitation centre in the capital. As a result, Maiti Nepal 'made up' the numbers of children being targeted in the transit areas by including in the vocational training girls from the local communities (a loophole in the contract included 'vulnerable children' as a potential target group, although TICSА management did inform Maiti after their first progress report that the intention of the AP had been service to rescued children, not vulnerable children). Maiti explained to the evaluation team that they would not normally have undertaken this work with vulnerable children since it is not their normal area of activity, although they also noted that the undertaking had allowed them to make useful inroads into the local community and that this will reinforce their ability to act on behalf of rescued children too. Given the realities of the situation on the ground and the loophole in the contract, this seems to be acceptable.

TICSА has also promoted case management of the children, including the design of tracking systems to follow up after their departure from the shelter, but it is quite clear that what is needed is an alternative to the rehabilitation centre concept. While the facilities at Maiti Nepal's new shelter home in Kathmandu are good, the whole concept of rescue/rehabilitation/reintegration/shelter/preparation for exit needs to be thoroughly reviewed. This is something that could profitably be done at a regional level, bringing together the long and valuable experience of Maiti Nepal, BNWLA and others to find a new model that will ensure that the most vulnerable/traumatized/abandoned children receive the highest possible quality and range of services, with the aim of securing a risk-free, viable future for them at the earliest possible opportunity.

#### ***2.4.6 Moving beyond awareness to action***

'Awareness raising' is one of the four major programme components of TICSА – and all agencies, big and small, are engaged in raising awareness. But in each of the stakeholder

workshops and time and again in individual meetings, the point was made that “people are more aware now but they just don’t get it...” In other words, awareness raising that does not result in a change in attitude and/or behaviour is ineffective. And attitudinal/behaviour change is a much more complex, difficult undertaking, requiring baseline attitudinal surveys, carefully constructed messages and delivery methods, perhaps rewards/sanctions, and ex-post measurement.

In the absence of this expertise and the sophisticated tools necessary, TICSAs should aim instead for social mobilization initiatives, where a smaller number of targeted groups are trained as a catalyst within their own community (see above for the broad definition of ‘community’). In this way, they become agents of change over a longer period. Social mobilization projects necessarily reach a much smaller number of people in the first instance (maybe 20 social mobilizers, for example, rather than 50,000 television viewers) but their impact is likely to be greater, longer lasting and more effective.

#### ***2.4.7 Working with traditional constituents***

If community is to be broadly defined to take into account the place where people work, as well as where they live, then it is clear that ILO’s traditional partners – trade unions, employers, chambers of commerce, professional associations – would be logical partners for such activity. TICSAs have not yet taken full advantage of the potential offered by these organizations, although overtures have been made and, in Phase I, the project has worked with the Ceylon Workers’ Congress in Sri Lanka. Lessons learned from a thematic evaluation of ILO-IPEC Trafficking and Sexual Exploitation programming in countries of South East Asia and Central America in 1999, for example, suggested that tapping into ‘labour hierarchies’ not only can be seen as akin to using the strengths of traditional community hierarchies but more specifically gives access to communities which are predominantly adult. This not only allows for more targeted information campaigns, for example, including specific action targeted at the demand side of the trafficking/exploitation equation, but also provides opportunities for mobilizing specific sectoral groups, for example people working in hotels or restaurants, or the garment sector.

In the subregion there has reportedly been criticism of IPEC for ‘using NGOs’, but this is not valid criticism since IPEC should reasonably work with all social actors in pursuance of the aims of Convention 182 and for the good of children. However, there is a real opportunity to build much more on the traditional alliances, mechanisms and institutional experience of ILO. In Phase II this should be a priority in all three countries. It should be noted, also, that the draft proposals for Phase II activity in Indonesia and Thailand also largely neglect this important group of partners (see suggestions for regional activity, below).

#### ***2.4.8 Making a lasting impression***

TICSAs can do more to work towards sustainability of impact of its activities. Sustainability has been a concern of the project management, but has been difficult to achieve in Phase I beyond work done in the development of policy frameworks. There are clear opportunities for exploring mainstreaming of some of the work initiated in Phase I – for example, the psycho-social training might be integrated into the national curriculum for psychologists at the university in Kathmandu; the plantation social mobilizers in Sri Lanka might be supported long-term by the plantation owners; the psycho-social trainees in Bangladesh and Nepal might become trainers for their institutions in Phase II.

Importantly, TICSAs need in Phase II to make it clear from the outset that implementing partners should themselves explore ways to mainstream their project activity – not just by seeking alternative sources of funding but by planning the project so that opportunities for mainstreaming are built in from the beginning

## **2.5 GAPS TO BE FILLED**

### ***2.5.1 Mapping, mapping and more mapping***

There is an urgent, overwhelming need in all the countries of the subregion for mapping, not only of the problem itself (missing children, vulnerable children, patterns of recruitment, transport, receiving venues, rescued children and outcomes etc), but also of responses: projects in progress and completed, people involved (including donors), training methodologies developed, research and surveys available, tools developed and tested, events and meetings etc – anything, in fact, that can serve as a platform for more effective action and coordination.

Mapping should include literature reviews, consultations and information exchange, as well as traditional data collection and research. Within the framework of implementation of the NPAs in the three countries, as well as to underpin work being done under the TBP in Nepal, mapping is particularly important.

### ***2.5.2 Getting the message across***

In Sri Lanka, funds were allocated to producing a 30-minute documentary on children as victims of prostitution, and three single-episode tele-dramas on trafficking for exploitative employment. These small communication projects do not seem to have been approached strategically and there is no extant outline of target audiences, strategic messages, measurement indicators etc., as should be expected in a media project. The Evaluation Team Leader also raised some concern about the contents of the tele-drama: there is confusion in the Sri Lanka chapter about the role of sex tourism with regard to trafficking (they seem to be equated in a number of projects/documents) – while the products are still being developed, this should be checked, since sex tourism and trafficking are not the same and, although a tourist-driven demand for child sex might be a pull factor in trafficking, it does not follow that trafficking always occurs when sex tourism takes place.

Apart from these two rather marginal productions (marginal in the sense that they have not been strategized and messaging has not been framed within the broader aims of the TICSAs Project in Sri Lanka) and a video song mini-programme, TICSAs has not undertaken substantial media-related work in Phase I. There were calls, however, in all three NSWs, for more work to be done to engage media as actors in the combat against trafficking.

Despite a difficult media environment in all three countries where TICSAs operates, there is substantial potential to be tapped. Although television in the subregion is overwhelmingly devoted to entertainment, both the print press and radio have a highly developed tradition of coverage of social issues. Moreover, these media reach into middle class homes where current awareness-raising activity does not penetrate but where much of the demand for WFCL seems to originate.

There are also developed media structures in place, including press associations in all three countries, and, in Nepal, a specialized NGO of people from within the media. These would make obvious partners for media activity – the temptation to follow the path of ‘NGOs telling journalists how to do their job’ should be avoided at all costs.

Beyond extended coverage of trafficking, journalists could also be brought into projects as investigators and as specialized child-friendly press representatives. If this is to be developed, then it will also be useful to work with journalists for the development of a subregional code of conduct, based on the negotiated and adopted code of the International Federation of Journalists.

Traditional media should not be forgotten – village news bulletin boards, for example, are a good way of spreading messages about trafficking, WFCL and project activity. Bulletin boards and other forms of ‘news media’ in schools should also be considered as a way not only to reach children with protection messages but also to engage children and young people in project activity.



### ***2.5.3 Putting in place options***

The 'whole life' framework outlined above, and that has grown out of Phase I experience and clear indications of the need to find alternatives to traditional rehabilitation and reintegration programmes, presumes above all that children, families and communities will be able to build a future in which their needs are met, and this presumes some means of earning a living. More needs to be done in TICSА to draw upon existing expertise within the ILO in areas such as small enterprise formation, job creation, skills training, job placement and other mechanisms for economic empowerment.<sup>21</sup>

There is a long tradition in this region of cottage industry but also too long a tradition of directing vulnerable families into the production of handicrafts and fripperies. Although the handicrafts of the region are justifiably reputed all over the world, the market for them is small and essentially tourist-driven. There needs to be a broad survey of market needs not only in the three countries but also the region as a whole. One idea for enterprise creation cited in the NSW in Nepal, for example, was pickling of fruit and vegetables – at the moment pickles are mostly imported from India, although the raw ingredients are all available in Nepal. This is an area where employers' associations might also be engaged in drawing up plans for diversification of local output.

### ***2.5.4 Gender***

Gender issues are not a programming 'add-on' but, in South Asia, a social construct to be fully reflected in all elements of programming. There have been some attempts to do this by stipulating male/female quotas in the project planning stage, and there is much discussion of the need to remain gender-aware, including dealing with the specific needs of boys. However, gender is not yet fully internalized in programming so that it becomes an automatic element of the work. An example of this is the Don Bosco vocational training programme cited above, where girls have been included in the training but not enough thought has actually been given either to their specific needs, what this means to the project design or, indeed, what it should also mean to project implementation, including in protection terms.

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<sup>21</sup> This is not only true of the South Asia region; the experience of ILO-IPEC's Mekong subregional project also points towards the 'whole life' concept being valid as a framework for programming in recovery and rebuilding (as well as protection). Suggestions for Phase II activity include a recommendation that this framework be further developed and that the Mekong subregional project link with TICSА to do this and test and develop it further in both regions.

### 3. PROJECT DESIGN

#### 3.1 OBJECTIVES AND INDICATORS<sup>22</sup>

The development objective of the TICSAs Project is given in the project document agreed by USDOL as:

***“to contribute to the effective abolition of one of the worst forms of child labour, in particular the trafficking in children for exploitative employment”.***

Trafficking for exploitative employment includes the movement of children (both within and outside national borders) for all forms of exploitation, not only commercial sexual exploitation which has been and continues to be the main thrust of legislation, research and response to trafficking in this region.

In Phase I, TICSAs has contributed to the broadening of the debate and understanding of trafficking by de-emphasizing commercial sexual exploitation and by emphasizing the need to maintain balance and activity among all forms of exploitation (with an emphasis on those forms considered ‘worst forms’ under ILO Convention 182) and by reinforcement of understanding that both girls and boys are trafficked in South Asia. This has been done in both discourse (illustrated through the range and content of research reports and other documentary output) and by inclusion in project selection and activity.

In pursuit of this overarching development objective, three immediate objectives were identified in the project document, each to be monitored and evaluated through a series of indicators (in some cases revised at the time of the mid-term management review in July 2001).

##### ***3.1.1 Immediate objective 1:***

***At the end of the programme, the capacity of governmental and non-governmental organizations in selected countries to address child trafficking within countries and across borders will have been strengthened.***

##### **Indicators:**

- Increase in number of new partners who start to address the issue and combat child trafficking (revised from “increase in number of groups...” on the basis that the project “is including and capacity building new partners [and cannot be in control of groups *per se*]);
- Number of additional initiatives (ie not planned and financed under the programme) undertaken by district administrations and communities to combat child trafficking with local resources;
- Increase in examples of collaboration at all levels (between and among government agencies, and government and NGOs); and
- Improved coordination among key actors at the local, provincial and national level (revised from “increase in number of joint concerted action” and limited to local, provincial and national”, eliminating “bilateral and subregional” on the basis that better coordination is more important than more coordination and that extra-national indicators figure elsewhere).

The indicators, including the revisions, do not provide appropriate measures of achievement of the objective for two principal reasons: firstly, they aim to measure results which may not be directly related to TICSAs project activity (“improved coordination among key actors”, for example, might be the result of another agency’s endeavours); secondly, they presume baseline data that are not available and have not been included in preliminary project activity (for example, a comprehensive mapping of key actors and trafficking-related activities in order to be able to

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<sup>22</sup>

A copy of the revised indicators and objectives is provided in Annex 6 for reference.

assess any increase). Indeed, as illustrated elsewhere in this report, mapping of these elements is urgently required and should be undertaken as soon as possible in preparation for activity under Phase II.

While ILO-IPEC uses indicators of achievement that measure what the project can achieve by the end of implementation, indicators measuring sustainability would have allowed for more meaningful assessment of strengthened capacity (objective 1) and protection of children from trafficking and reintegration of survivors (objective 2).

In terms of preparatory outputs and activities related to all three immediate objectives, it is worth noting that training of project partners in programme development, monitoring and evaluation was to be undertaken as a preliminary activity. At this stage, some pre-testing of understanding/capacity of partners could have been undertaken (for example through a workshop in which partners themselves identified their weaknesses, strengths and capacity-building needs beyond administrative/management issues and relating also to substantive elements of understanding of trafficking and responses to it).

More suitable indicators of strengthened capacity might have been:

1. Implementing partners' improved understanding of issues relating to the trafficking of children (to be self-evaluated by project partners at the beginning, middle and end of Phase I, for example during the National Stakeholders' Workshop).
2. Increased number of requests from governmental and non-governmental organizations targeted by the project for more information on the issue of trafficking, international, regional and national instruments relating to trafficking (including ILO Conventions and Recommendations), and for access to resources (contacts, funding, materials) relating to trafficking and/or worst forms of child labour. (This indicator has an element of sustainability built into it, since it presumes that the person/organization requesting this information does so in pursuit of self- or organizational development).
3. Increase in number of initiatives initiated with local resources by project partners, district administrations, communities and broader stakeholders that build directly on Phase I experience (research, project experience, and training).
4. Increase in or expansion of collaborative partnerships among implementing partners and project stakeholders as a direct result of or building on Phase I experience. (Prompting two actors to join forces and plan/implement together, or coordinate project activity or coverage, is much more relevant than a simple increase in cooperative actions or difficult-to-measure 'improvements' in coordination).

### ***3.1.2 Immediate objective 2:***

***Direct action programmes aimed at the prevention and rehabilitation of child victims of trafficking in participating countries will have been established and at least 1,700 children will have been rescued/rehabilitated while a much larger number (approximately 6,000 children) will have been prevented from falling into the trade.***

In theory this objective should be the easiest to measure since it includes quantitative targets. These reflect the maximum capacity of the project given budget and time frame rather than an estimate of the number of children that will be trafficked or are at risk to trafficking. It does suffer, however, from two very important weaknesses: first, it presumes a level of rescue over which the project can have no control (saying that at least 1,700 children will be rescued or rehabilitated assumes that at least 1,700 will be trafficked in the targeted areas during the duration of the project activity – given all we know about the impossibility of quantifying trafficking itself, this is a very tentative assumption); secondly, it presumes that it is possible to measure something that has not happened, always a difficult issue to deal with in prevention/protection programmes.

The 17 indicators (# 5-21) relating to this objective suffer from the lack of baseline data against which they can be measured and from the fact that some of them require long-term monitoring before their validity can be demonstrated.

Indicators 6, 7, 9,10 and 16 are all based on calculation of percentage changes that cannot be measured if baseline data are not available.

Indicator 5 was revised from a percentage decrease in the incidence of trafficking to “the number of children and families benefiting from the project [who] are no longer at risk of falling victim”. This is impossible to measure at any time but particularly meaningless because ‘no longer’ falls way outside the evaluation time-frame of a two-year project.

Indicator 8, “Increase in number of media reports and coverage of child trafficking” should be easy to measure presuming someone was keeping track of the number of reports before the project began (?); however it is hardly valid. The number of reports is irrelevant if the quality/accuracy of the reports is deficient. Additionally, media coverage of the issue is not in itself a prevention measure and recent debate at international level suggests that blanket coverage (traditionally the aim of many awareness-raising programmes) may in fact contribute to increased tolerance of trafficking if it is not formulated appropriately.

Indicator 13 “traumatized children have achieved self-confidence after the psycho-social treatment in rehabilitation centres” is valid so long as the person judging the level of self-confidence of the child is not the counsellor her/himself.

Indicators 11, 12, 14, 15 and 17, which either presume that all targeted children are reached (measurable) or that (in the case of indicator 17) there is pre- and post-measurement of the indicator, are valid.

Indicators 19 and 20 are also valid but not sufficiently precise. Indicator 19 relates to the “number of children successfully returned to their families and admitted into local schools” without specifying which children this means (presumably those who have gone through counselling/rehabilitation programmes funded under Phase I?) and indicator 20 similarly refers to “number of families that have seen an increase in income by the end of the programme” without specifying that these families are those that have been specifically targeted/participated in project activity.

Indicator 21 was dropped at the mid-term review stage since it related to activity not included in the programme.

Given that immediate objective 2 in fact refers to the establishment of direct action programmes aimed at prevention of child trafficking and rehabilitation of child victims in participating countries, by far the easiest way to measure achievement of this aim would have been to count the number of TICSAs-funded prevention and rehabilitation projects established during the life of the Project. This could have been quite specific, relating to the number of direct action programmes planned during subsequent elaboration of the Project.

In relation to the quantitative requirements of immediate objective 2, these could have been broken down further by geographical location/partner implementing agency (but see comment above re. the risks of presuming that non-action is the result of prevention programming and of measuring such non-action in the short term).

### ***3.1.3 Immediate objective 3:***

***Sub-regional cooperation and joint action between and among SAARC countries will have been improved.***

This is an ambitious aim and almost entirely out of the control of the TICSAs Project, although the original indicator points to a more realizable objective – “Presence of bilateral and subregional arrangements to prevent the problem and provide rehabilitation of the victims”.

While this also remains largely in the hands of national governments and subregional bodies, TICSAs could have contributed to this by, for example, providing input to policy debate (for example through the SAARC Secretariat) in the form of briefing papers or documenting of experience/good practice in these areas. The indicator would then have to have been more specific, viz: “Increase in requests from governmental and non-governmental actors for information and/or support to lobbying efforts in pursuance of cross-border and subregional cooperation”.

Two additional indicators were added to this immediate objective at the mid-term management review: Indicator 23 relates to “Dialogues between NGOs, relevant government departments established between countries in SA on trafficking issues” and indicator 24 to “Informal exchange of information between bilateral players increased and a process of understanding developed”. These are not valid because they may not relate to TICSAs activity but result from unspecified external factors (for example, for indicator 23 the coincidence of the 2<sup>nd</sup> World Congress against CSEC in 2001, which will certainly have resulted in increased dialogue on trafficking; and for indicator 24 the fact that informal exchange of (unspecified) information between bilateral players in this age of ‘terrorism’ will undeniably have increased in any case. “A process of understanding”, moreover, is too vague to be measurable).

### **3.2 TARGETS SET AND MET**

Please note reservations already expressed about (i) the difficulty of predicting how many children will be rescued in any given period of time (depends on the traffickers and how many they attempt to move); and (ii) the impossibility of measuring whether children have been ‘saved’ from something that might or might not have happened in the future. Nevertheless:

Overall targets from direct action programmes (as per ProDoc):

- At least 1,700 children rescued/rehabilitated
- 6,000 children approximately prevented from ‘falling prey’ to trafficking

The following general statistics have been compiled from a number of documents and inputs, and represent minimum outreach of TICSAs Phase I up to end-May 2002<sup>23</sup>. The table may contain some double-counting if children have participated, for example, in both training and NFE. It should also be noted that the aim of this table is essentially to illustrate that, in fact, TICSAs reaches many more direct and intermediary groups than might at first seem the case – for example, invitees to consultations are realistically beneficiaries of ‘targeted awareness raising’, since the consultation will undoubtedly contribute to debate and understanding. Similarly, newsletters might be seen as having a capacity building/awareness/advocacy function and the large quantities distributed should be recorded. However, such figures seem not to be systematically collected and recorded and, importantly, the links between the number of participants in an activity and the result the Project may achieve through their participation is not always recognized.

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<sup>23</sup> The structure and the categories used are defined by the evaluation team. The project reporting system uses different categories precisely aligned to the objectives and outputs of the project.

**Table 2. Achievements of the project (targets met)**

ESTIMATED OUTREACH	NEPAL	SRI LANKA	BANGLADESH	TOTAL**
Children rescued/rehabilitated	238	24	69	331
Specialized counsellors trained	12	n/a	32	44
Children (incl. survivors) trained (eg in vocational skills)	104	141	48	293
Children in NFE	462	1,274	35	1,771
Children returned/entering school	450	n/a	2	452
Border surveillance/monitoring recruits	12	n/a	1,200	1,212
Training at district/village level	56	n/a	104	160
Targeted awareness raising (not general audiences)	1,627	21,308	2,498*	25,433
Newsletters produced (all languages)	11,000	1,225	n/a	11,000
Research studies distributed	1,350	n/a	500	1,850
Stakeholders trained/capacity building	n/a	n/a	672	672

*n/a = not immediately available*

*\*In June 2002, approximately 3,000 people will be reached through the CEC drama tour.*

*\*\* It was not possible in the time available to collect all figures for this chart, therefore both the chart and the totals remain indicative and necessarily underestimate the numbers reached.*

### 3.3 BUDGET

The following tables were updated after the completion of the evaluation mission and reflects data collected through the TICSAsubregional financial monitoring system as at 15 June 2002. All figures are US dollars:

**Table 3. Budget by Action Programme**

ACTION PROGRAMME/SUB-CONTRACT	BUDGET	PAID	BALANCE (%)
Sri Lanka – Strengthening of NCPA	\$28,459.27	\$21,422.08	25%
Sri Lanka – Rehabilitation Centre	\$85,221.45	\$29,976.00	65%
Sri Lanka – CWC Plantation social mobilizers	\$8,812.40	\$8,371.78	5%
Sri Lanka -- Don Bosco vocational training	\$11,417.10	\$8,791.17	23%
Sri Lanka – Don Bosco remedial classes	\$16,290.37	\$4,887.11	70%
Sri Lanka – Legal research	\$4,983.51	\$2,491.75	50%
Sri Lanka – 30 minute documentary	\$10,677.48	\$2,135.50	80%
Sri Lanka – 3 tele-drama episodes	\$13,936.00	\$2,787.20	80%
Sri Lanka – rapid assessment	\$22,876.00	\$18,300.80	20%
Sri Lanka – mini-programmes	\$10,000	\$5,752.61	42%
Bangladesh – CRD prevention actions	\$23,337.00	\$15,579.00	33%
Bangladesh – MKP prevention actions	\$23,337.00	\$15,738.00	33%
Bangladesh – SUPK prevention actions	\$23,337.00	\$15,992.00	31%
Bangladesh – BNWLA rehabilitation centre	\$69,803.00	\$49,906.00	29%
Bangladesh – CEC drama project	\$14,040.68	\$4,200.00	70%
Bangladesh – Counsellor training course	\$11,748.00	\$3,500.00	70%
Bangladesh – rapid assessment	\$28,050.00	\$26,196.00	7%
Bangladesh – Ministry of WCA	-	-	-
Bangladesh – mini-programmes (lump sum)	\$10,000.00	\$8,493.66	15%
Nepal – Ministry of WCSA	\$112,970.00	\$56,400.00	50%
Nepal – Maiti Nepal transit homes	\$89,790.00	\$28,000.00	69%
Nepal – ABC Nepal prevention action	\$51,373.00	\$12,000.00	77%
Nepal – Psycho-social counselling internships	\$18,998.00	\$18,998.00	0
Nepal – Baseline survey (ABC Nepal)	\$3,226.00	\$806.50	75%
Nepal – mini-programmes (lump sum)	\$10,000.00	\$9,999.86	0

**Table 4. Expenditure Status of Mini-programmes at 15 June 2002**

ALLOCATION	COMMITTED	SPENT	UNSPENT
<b>Sri Lanka</b>			
\$10,000.00	\$10,000.00	\$6,556.00	\$3,444.00
<b>Bangladesh</b>			
\$10,000.00	\$10,000.00	\$8,492.00	\$1,507.00
<b>Nepal</b>			
\$10,000.00	\$10,000.00	\$9,999.86	0

At mid-June 2002, much of the budget allocated to Phase I remained unspent, in part because of some unavoidable delays (for example in finalizing the building for the rehabilitation centre in Sri Lanka), but also because of the late start-up of some of the APs which has resulted in much of the action still being in progress and therefore not all funds having been drawn down. It is difficult, therefore, to draw conclusions on the use of the allocated funds, however a few general comments might be made (subject to caution):

In general, in terms of the funds allocated, there is a fair balance between funding of action that has a direct impact on children and that which is indirect only (eg training of intermediary groups, support services and strengthening of institutions, infrastructure costs etc). In Sri Lanka, for example, the funds allocated to coordination mechanisms, research/rapid assessment and communication projects – all generally considered to be ‘intermediary/indirect’ – is approximately \$91,000; funds for programmes considered ‘direct’ amounted to just over \$121,700. In Bangladesh the budget allocation was \$153,800 direct and \$49,700 indirect (the non-signing of the agreement with the MOWCA caused this large gap between the two figures). In Nepal the budget was equally split between direct action: \$141,163.00 and indirect: \$145,194.00. Actual expenditure, however, tips this balance: in Sri Lanka, expenditure on direct and indirect programming is roughly even at a little over \$52,000 for each category; in Nepal, indirect far outweighs direct programming, with \$86,200 compared to \$40,000. In Bangladesh, direct programming far outweighed intermediary funding, with \$101,4000 spent for direct programming and only \$38,000 on indirect/intermediary action. The non-final nature of the figures available does not allow conclusions on the final equilibrium between direct and indirect programming, but the point should be made that it is important that this equilibrium is maintained, especially since these comments do not also take into account administrative costs including salaries, overheads etc of the TICSAs office – costs that would tip the balance substantially in favour of ‘indirect’.

In the first phase of TICSAs it was, of course, important to allocate sufficient funds to building platforms for effective action in terms of supporting good working relationships within and with government entities, developing frameworks such as NPAs, putting place research and data to inform programming etc. But more emphasis should now be given to programming that has a direct impact on children within the life of TICSAs Phase II.



## **4. CONCLUSIONS AND RECOMMENDATIONS**

### **4.1 LESSONS LEARNED DURING IMPLEMENTATION**

#### ***4.1.1 The knowledge base is not complete***

Lessons have emerged not only from programme activity but also on the issue of trafficking itself. Generally, the research undertakings of TICSAs Phase I have both produced new, updated information and also highlighted areas where not enough is known – the increasing role of the middle class element in demand for domestic service throughout the region has become obvious but is still unexplored; the impact of new policies on children has emerged as an area where much more work needs to be done, for example the impact on children of new policies to encourage/permit women to work overseas in Sri Lanka; issues that might not be immediately obvious have emerged as important factors in vulnerability of children to trafficking, for example alcohol abuse in Sri Lanka both within the family and in schools. Continuing to update our understanding through research on discrete issues such as these is important in the overall struggle to eliminate trafficking and the WFCL.

#### ***4.1.2 Trafficking occurs in the context of national (in)stability***

In two of the TICSAs countries, conflict is an everyday reality, but it appears that not enough has been done to examine the impact of this on the trafficking of children. In Nepal, the Maoist insurgency has not only made some areas of the country effective no-go zones (limiting project activity in some cases, for example as a result of the ban on gatherings in the border areas), but has also isolated communities, drawn children into conflict-driven labour and increased the vulnerability of families. In Sri Lanka, embryonic peace is likely to have a significant impact on children, including on trafficking, as demobilization impacts on the labour market, former combatants re-join communities, and northern seaports re-open. Where this cannot be factored in to programme planning, it may become a constraining factor.

#### ***4.1.3 Working within the national political context***

Governments change, ministries are reshuffled, priorities are subject to modification according to political realities. Since TICSAs work closely with ministries, and often several different ministries in a same government, these realities have to be taken into account, even if they cannot always be predicted.

There is thus little to be gained by concluding, for example, that “this ministry must talk more to that ministry” if the political reality is that they do not or may not if political configurations change. An alternative approach to take would be instead to draw up, after consultation and due consideration, a model for the ideal focal point/coordination/consultation structure (based on experience – good and bad – of existing structures) and positively promote the creation of such a body, including: its positioning within government/civil society, its composition, terms of reference including reporting links up and down, executive arm (staff + terms of reference), and required tools and mechanisms.

#### ***4.1.4 Awareness raising is not enough***

In all of the countries in which TICSAs operate, stakeholders agreed that awareness raising is not enough. Although awareness of trafficking appears to have grown and indeed to be now quite widespread, behaviour has not changed. Partly this is because the impulses to send child into labour (extreme poverty, age-old traditions, strong pressures from exploiters etc) are very persuasive and general ‘awareness’ does not sufficiently mitigate these overwhelming push factors, but also it is because people all over the world, it seems, still do things they should not do, even when they know they are wrong. Simple awareness raising is largely ineffective in the face of strong reasons to act and no internalized self-restraint not to do so.

If awareness is not enough, then what is needed is stronger mobilization and community vigilance, including reporting mechanisms to allow notification of trafficking activity; effective law enforcement and harsher sentences; stronger messages about societal rejection of trafficking, including through the media and via role models. It may indeed be time to drop the concept – even maybe the word -- ‘awareness raising’, since it leads us to under-programme.

## **4.2 EMERGING MODELS AND ELEMENTS OF REPLICABILITY<sup>24</sup>**

### ***4.2.1 The ‘whole life’ framework***

Through various different experiences in Phase I of TICSA (positive and negative, and relating to the needs of survivors of trafficking and highly vulnerable children particularly), a framework model is beginning to emerge that moves beyond rescue and rehabilitation and looks in an integrated way at the present and future needs of the child.

This ‘whole life’ framework is based on the reality that the ‘child labourer’ (or potential child labourer) will in the course of time become the ‘working adult’, and that preparing the child for a productive future working life is one way of protecting the child long-term and ensuring a better life. In this framework the child’s journey is traced from rescue (or entry into prevention actions) through immediate support (for example psycho-social counselling, health interventions, legal aid), through NFE/education, skills development, (re)settlement, economic empowerment, vocational training, job placement.

At each of these stages, there is an opportunity for programmatic support to the child/adolescent/adult, and this can be planned and tracked from the outset. These could be further articulated and necessary interventions plugged in along with potential implementing partners. Although this is only just beginning to emerge from the TICSA experience, it is clearly a promising approach to long-term life-building for both trafficked and vulnerable children. It would be appropriate for this framework to be further explored and articulated through a study/strategy exercise in Phase II.<sup>25</sup>

### ***4.2.2 Psycho-social rehabilitation training and follow-up***

In TICSA Phase I, building blocks have been put in place for what has the potential to be a replicable model for psycho-social rehabilitation for trafficked children (after adaptation according to country specificities and more testing in different national systems). During Phase I, a training module was developed to prepare counsellors facing the challenge of intervening to support trafficked (and often therefore traumatized) children.

The model has a number of characteristics that are believed to be innovative in the South Asian context: it is child-focused, taking as its point of departure the need to understand and empower the child; it combines training with on-the-job testing, with trainers accompanying the trainees as they work; longer-term (as yet not implemented in the pilot) trainees will be provided with continuing support from mentors and refresher training.

At this stage, the model must be considered at pilot stage, since there has not been time for comprehensive follow-up monitoring of the first batch of trainees or the children they have worked with. Recommendations for Phase II of TICSA include developing the model further, testing it in more countries of the region, workshoping preliminary results and planning future development within a broader rehabilitation/reintegration framework.

### ***4.2.3 Redefining ‘community’***

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<sup>24</sup> These may also be read as lessons learned during Phase I of TICSA.

<sup>25</sup> This study might also be conducted at HQ level and include experiences and potential of other ILO/IPEC subregional and country programmes.

The plantation-based social mobilization project piloted in Sri Lanka is a good example of how ‘community’ can be broadly defined – a school is a community; a shopfloor is a community; a plantation is a community. Each of these communities will have its own hierarchies, strengths and weaknesses, risks and protection mechanisms for children, and ways of sharing information. If these are explored, then programmes can be designed to take advantage of the cohesiveness, power relationships and strengths of the community, and to mitigate inherent weaknesses and constraints. This is what the Ceylon Workers’ Congress has done over many years on the plantations, and this experience has been adapted to mobilize the community against traffickers.

During brainstorming on the plantation experience, it also emerged that, just as in any traditionally defined community, the plantation needs a ‘heart’ – somewhere where people can meet, where central services can be provided, where the community can come together to assert its cohesiveness and to receive information. The same would be true of a shopfloor or school community. The creation or support of such a ‘community heart’ would also be an opportunity to empower community mobilizers, undertake information activity, and provide needed services, for example on a mobile basis.

#### ***4.2.4 The power of traditional media***

The success of the CEC drama project in Bangladesh illustrates the potential of traditional performing arts – whether drama, mime or puppet -- to draw people together, hold their attention and give them something to think about. But discussion around this potential also revealed new avenues that are not systematically being used and that reach different target groups. One example is indigenous pop music growing in popularity throughout South Asia and that reaches the difficult-to-get-to target group of adolescents. Developing links into the performing arts and, crucially, engaging the people who work in them – musicians, entertainers, movie stars, writers, TV, radio, movie and theatre professionals, is a logical extension of engaging with workers in other sectors. The CEC drama project has had preliminary success in this, as the director of the organization, himself a professional actor/mime artist, has taken his project to colleagues in the professional theatre and begun modest sensitization of these important potential allies.

### **4.3 RECOMMENDATIONS**

#### **For ILO-IPEC in Geneva:**

1. Advocate at headquarters level for trafficking to be fully articulated despite differing mandates (ie not as affecting women/girls only, not only for commercial sexual exploitation etc).
2. Consider the creation of a second post at regional level to take on some of the load of the CTA, so that the CTA’s technical expertise can have more impact on project activity.
3. Review the advisability of initiating Phase II activity in Indonesia and Thailand, and consider instead a two-pronged approach that (i) builds upon technical expertise and experience in the two Asia-based subregional trafficking projects; (ii) takes account of the patterns of trafficking in the region, by developing regional activity that can include India, Pakistan and transit/receiving countries such as Singapore.

#### **For TICSA Project management:**

4. Acknowledge necessary start-up hurdles, factor these into planning and document activity accordingly.
5. Review project output and activity every quarter in order to identify problem areas and emerging potential that can be developed further.

6. Where potential for ‘rounding out’ a project is identified, work with implementing partners to see if this potential can be built into the project, including potentially by bringing in other partners.
7. If projects start to fall behind deadlines, intervene quickly to review, re-plan and undertake crisis control, including through the use of short-term consultancies/staff placement.
8. Undertake up-to-date mapping (or check on what is already being done, and whether it is being done comprehensively) in all countries as soon as possible in Phase II.
9. In Phase II, consult with implementing partners on their capacity building needs and (in cooperation with other agencies, if appropriate) continue to provide this.
10. Ensure that research is transformed into a usable tool through the production of popular versions (including children’s versions), workshopping with potential users and wide dissemination.
11. Given the multiplicity of structures at ministry level in Nepal and Bangladesh, draw up an ideal structural model for implementation of NPAs/TBP and advocate for this, rather than attempt to modify existing structures.
12. Review the use of mini-programme funds and consider using part of these as ‘contingency’ funding and to add value to APs/TICSA’s overall aims.
13. Survey what is being done in the area of research and policy formulation relating to legal frameworks in the region. Consider filling any gaps and/or updating current knowledge, ensuring that any research undertaken is oriented towards recommendations for revision.
14. Continue to explore viable alternatives to the rehabilitation centre model, including community-based reintegration and group accommodation.
15. Undertake broad-brush awareness raising only where this can be shown to lead to behaviour and/or attitudinal change. Instead, consider more targeted social mobilization activity.
16. Explore further working with ILO’s traditional trade union and employer partners, particularly by defining the workplace as a ‘community’ and articulating the nature/needs/potential of that community.
17. Identify opportunities for sustainability in each of the projects undertaken, including through the choice of partners (eg national institutions working alongside NGOs).
18. Organize twice-yearly (?) meetings/retreats for TICSA Project staff, potentially with an external facilitator and along thematic lines, to upgrade staff understanding of trafficking, even out the knowledge base, allow sharing of ideas and build team cohesion.
19. In Phase II, develop regional programming that takes into account trafficking patterns (eg including India, Pakistan and transit/receiving countries such as Singapore and Hong Kong).
20. In Phase II, develop actions that engage the media as partners in the combat against trafficking, including at subregional level.
21. Pay attention at planning stage for Phase II that gender issues are fully integrated into projects, including the differentiated needs of boys and girls and the specific protection needs of both.
22. Pay special attention in Phase II to ensuring that a larger proportion of budget expended is used for projects that have a direct impact on children.
23. Consider in Phase II filling some identified gaps in research and action: the role of the middle class in demand for child labour, especially domestic service; the demand side of the equation including traffickers, recruiters, middle-men and accomplices; the impact of conflict and emerging peace on children and on trafficking; the impact of alcohol abuse in Sri Lanka

on children and families; the impact on children and families in Sri Lanka of new policies on female overseas work.

24. Continue developing the psycho-social training model, including at regional level, ensuring that there is adequate follow-up, lessons drawing and discussion of the experience.
25. Keep in mind that ‘community’ can be broadly defined to include places where people work, study, meet – and programme accordingly, including through partnerships with groups working in these specific communities such as trade unions or teachers’ associations.
26. Build upon the Bangladesh drama project to explore further the role and potential of traditional and new performing arts to engage different partners to reach specific target audiences, particularly adolescents.
27. **(Also for ILO-IPEC Geneva):** Consult with other sections of IPEC more regularly both to build on comparative strengths and to weed out duplication and overlap where possible.
28. **(also for ILO-IPEC Geneva):** Develop further in-house work being done to develop appropriate and measurable indicators, strengthening work on baseline data for use in pre- and post-assessments of indicators.
29. **(Also for ILO-IPEC Geneva):** Develop and articulate further the ‘whole life’ framework, perhaps through a study early in Phase II and potentially looking beyond the TICSAs experience.

**For the donor:**

30. Donors should bring pressure on UN agencies to work together and to resist from engaging in ‘turf wars’ that lead to poor coordination and wasted resources.
31. Donors should ensure that they are informed of funding initiatives by different arms of government and that, where possible, there is coordination among these different arms within a country.
32. Review the significance and applicability of output indicators in Phase II, including statistical targets that do not take account of the realities of trafficking.

## **ANNEXES**

- Annex 1: Terms of Reference
- Annex 2: Sri Lanka Country Programme
- Annex 3: Bangladesh Country Programme
- Annex 4: Nepal Country Programme
- Annex 5: National Stakeholders' workshops – Methodology and Outcomes
- Annex 6: Programme of the evaluation-cum-identification Mission
- Annex 7: Revised Indicators (mid-term management review (16-17 July 2001))

**ANNEX 1: Terms of Reference**

# ANNEX 1: TERMS OF REFERENCE

**TERMS OF REFERENCE (TOR)**  
For  
**Final Evaluation-Cum-Identification Mission**  
**(Evaluation Team)**  
**(International and National Consultants)**

On  
**Trafficking in Children – South Asia**  
**RAS/00/05P/010**

Final version (contract  
version)

Date of preparation of Terms Of Reference: April 2002

Date evaluation scheduled for: 12 May – 9 June 2002

## VI. BACKGROUND AND JUSTIFICATION

The ILO-IPEC South-Asian Sub-regional Programme to Combat the Trafficking of Children for Exploitative Employment (TICSA) was launched in Bangladesh, Nepal and Sri Lanka in June 2000. The Project is funded by the USDOL with an amount of 1,789,426 USD for a period of 24 months. Original project document is attached in Annex 1.

From its very inception, the strategy of ILO-IPEC has been to support countries that are committed to solving this problem by taking concerted action at national and sub-regional levels. The national level initiatives, planned for 24 months are implemented through four sub-programmes in each country. The first sub-programme raises national capability in addressing the problem of trafficking in children within and outside of the country. The second tests, through pilot projects, direct ways of preventing, protecting and rehabilitating child victims of trafficking. Programme research and documentation form an important third component. Built in are the advocacy endeavours for sub-regional cooperation and joint action. In particular, the TICSA Programme revolves around the commitments spelled out in the ILO C. 182 concerning the worst forms of child labour. The programme has the following components:

### Overview of Programme Components

<b>Programme Research, Documentation and Monitoring</b>	<b>Institutional Development and Capability Building</b>
Situation analysis: Action Research in selected areas (areas of risk, trafficking routes, vulnerability, migration and trafficking etc.)	Policy and Program Formulation (National Plans of Action)
Documentation (Research reports, technical products, tools, manuals, campaign and advocacy materials (videos, docu-dramas)	Legislation and Enforcement (national review of legislative framework and surveillance systems promote the investigation and prosecution of perpetrators)
Progress monitoring (monitoring tools developed for different kinds of interventions)	Training for programme implementers and caregivers (psycho-social counselling, reporting requirements, police investigation training and DME)



<b>Demonstration programmes on Direct Action and Social Services</b>	<b>Advocacy for Sub regional Cooperation and Joint Action</b>
Awareness Raising (social mobilization, establishment of community vigilance groups theatre, docu-dramas etc.)	Communications programmes
Quick response to cases of trafficking (border monitoring, community vigilance groups, anti-trafficking units)	Review and harmonization of policies on trafficking
Protective services at transit points (transit homes in border areas, border monitoring system)	Networking and alliance building
Rehabilitative services (new rehabilitation concept + occupational reintegration)	

Logical Framework and List of Revised indicators are attached in Annex 2 and 3.

### **Status of the Project:**

A Midterm Management review took place from 16 – 17 July 2001 in Colombo, Sri Lanka. The outcome of the midterm management review clearly indicated that a second phase for all three countries would be desirable in order to consolidate the work and replicate successful strategies. Moreover, the Midterm Management Review acknowledged that additional time was needed to develop all the different technical areas envisaged in the project document thereby harvesting the full potential of the groundwork. Since then, most major action programmes have been operational for a considerable period of time allowing for an evaluation of the strategies and technical approaches. Although most Action Programmes will not have been finalized at the time of this proposed evaluation the ILO-IPEC, is of the opinion that the time offers an opportunity to identify the direction of future interventions. Some of the achievements of the TICSА project which were highlighted in the Midterm Management Review are mentioned in the following.

National Plans of Action to combat child trafficking have been developed with TICSА support in all three countries. Implementation plans are now under development in Bangladesh, where TICSА co-chairs the rehabilitation subgroup together with the GOB. In Nepal and Sri Lanka the NPAs are awaiting endorsement from the Cabinet, after which the concrete work-plan and the working modalities will be developed. TICSА is expected to play a key role in the support of these efforts. A national monitoring mechanism has been discussed as part of the development of the NPAs.

Rapid Assessments in selected areas vulnerable to trafficking have been carried out in Bangladesh and Sri Lanka. Embedded in this research lies the baseline for undertaking preventive work including poverty alleviation, youth employment schemes, vocational and educational training opportunities at a larger scale. A knowledgebase indicating, among other things, key trigger factors for the trafficking of children has been established guiding how interventions should be tailored in order to reduce the vulnerability among poor uneducated parts of the population who silently endorse trafficking of their children as a basic survival strategy. In Nepal three additional research studies have been undertaken providing baselines in new areas such as the trafficking of boys. All the research undertaken during the project period has been planned with design of interventions in mind.

Specific attention has been given to improve the counselling of traumatized children. Psycho social counselling training has been professionalized and a manual has been developed, field-tested and now customized to the Bangladeshi context. TICSА has developed specific technical expertise in this field and will be able to offer technical building blocks to other IPEC WFCL projects. It is however necessary to finalize the field-testing of the monitoring system.

With the signing of the SAARC Convention in January 2002, TICSА, in collaboration with the UNICEF Regional Office in Kathmandu, is establishing a Regional Working Group among donor agencies in order to enhance the coordination at the regional level. This replicates the two donor coordination groups in Nepal and in Bangladesh which both are chaired by TICSА.

## II. SCOPE AND PURPOSE

### 1. SCOPE

Based on the recommendations from the midterm management review meeting, which took place in July 2001, the present evaluation will evaluate the project period as a first phase with a view to identify potential geographical as well as technical focus areas for the work in the second phase in all current project countries and at the sub-regional level.

### VI. PURPOSE

The specific purposes are

#### Part I: Evaluation of phase 1

- To document and analyse changes in project based on findings of mid-term managerial review
- To document and analyse achievements and outcomes of project, in particularly progress towards the adoption and implementation of NPAs, sustainability and lessons learned from pilot projects
- To review implementation process, including tools used, levels of participation and coordination
- Suggest changes and aspects to be considered in a second phase

#### Part II: Identification of elements for second phase

- Identify areas of work and intervention strategies (national and sub-regional) for the next phase, taking into account
  - 1) The needs and opportunities in each country and at sub-regional level (recently adopted SAARC Convention, implementation of TBP as a commitment to C. 182, follow up of Yokohama World Congress against CSEC and regional strategy (Dhaka outcome) agreed as part of Yokohama process)
  - 2) The emerging experience of the current phase and prospects for sustainability
  - 3) The added values of the ILO
- Preparation of Strategic Programme Impact Frameworks that identify desired impact, outcomes and linkages relevant for the project at regional and national level (*guidelines on this to be supplied by IPEC*)
- Preparation of project skeleton identifying further work to be done

## VI. ASPECTS TO BE ADDRESSED

In general, the overall evaluation concerns of ILO such as relevance, effectiveness and sustainability should be addressed (please see *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, section 1.2, November 1997*).

The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation consultants in accordance with given purpose.

## **Part I: Evaluation of current phase**

### **Design**

- C Assess the adequacy of the project design in terms of the stated objectives and the funding available for the project.
- C Review the appropriateness and effectiveness of the design of the project, the institutional framework within which the project has been implemented, and the project strategy, in the light of the circumstances and existing information at the time of formulation.
- C Assessment of the effectiveness of the sub-regional approach of the programme
- C Adequacy of the monitoring and evaluation component of the project and to what extent is this internalised within the national programme

### **Project implementation and performance (achievements)**

- C Evaluate the progress of the project by analysing the immediate objectives, target numbers, indicators (including progress indicators) budget available and timeframe. As part of this, suggestions for relevant progress indicators should be proposed for Action Programmes that are still ongoing.
- C Identify the facilitating and constraining factors faced and the lessons learned during the implementation of the project.
- C Assessment of the effectiveness of the sub-regional approach of the programme and lessons learned related to this
- C Assessment of the technical product-line and its potential, including assessment of publications/ manuals and their use/ applicability.

### **Strategies**

- C Assess the effectiveness, relevance and potential for impact of the strategies or a combination of strategies developed at country levels as well as at the sub-regional level.
- C Assess the importance of the sub-regional approach and the potential for synergies and sharing of lessons between countries

### **Policy and integration**

- C Assess the wider qualitative aspects of the project by looking at coordination groups, participation in technical I, impact on policies, community mobilisation etc.
- C Policy level intervention - In what way the project has contributed to policy development and policy implementation in relation to the trafficking of children and the Government commitment to ILO Convention 182 and Convention 138?
- C How well the project has been integrated into the IPEC national programme to combat child labour

### **Capacity building, Participation and Coordination**

- C Complementarity and coordination between the various partner organisations
- C Extent to which the project has contributed to capacity building at central and/or district level to deliver services. Look at the strengths/weaknesses of the partners.

### ***Special Concerns***

- Extent to which gender issues have been taken into account and the extent to which girls and boys have benefited from, and participated in project implementation

## **Part II: Identification and Preparation for Second Phase**

- Based on lessons learnt during phase 1 (strengths and weaknesses) develop a realistic and focused planning process, including all potential stakeholders in the design phase.

- As part of the Strategic Programme Impact Framework, clearly define what impact means and how it can be measured as per technical category, develop and share with all stakeholders.

## VI. EXPECTED SPECIFIC OUTPUTS OF EVALUATION

The evaluation-cum-identification team is expected to produce the following:

### **For Part I: Evaluation**

1. Stakeholder workshop methodology and programme (Evaluation team)
2. National level background report (National Consultants)
3. Evaluation Report (International consultant with support from National Consultants)

The evaluation report should contain as a minimum the following:

- C Executive Summary (max. 2 pages)
- C Findings
- C Conclusions
- C Recommendations (including to whom they are addressed)
- C Areas of lessons learned, including possible model of interventions emerging
- C Potential good practices (experiences to be replicated elsewhere)
- C Country Annexes based on work of national consultants
- C Annex with outcomes of stakeholder workshop

The total length of the report should be indicated (max. 30 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the programmes/projects evaluated)

### **For Part II: Identification and Preparation for second phase**

#### **VI. Annotated Project Outline, including Strategic Programme Impact Framework**

The Annotated Project Document Outline should follow the ILO/IPEC guidelines for Design and Project Preparation (document to be supplied separately). The Strategic Programme Impact Framework should follow the guidelines for formatting as given in the Guidelines to be provided.

All drafts and final outputs, including supporting documents, analytical output and raw data, should be provided both in paper copy and in electronic version compatible with either Word for Windows or WordPerfect. Ownership of data from evaluation rest jointly with ILO-IPEC and the consultants. Use of the data for publication and other presentation can only be made with the agreement of ILO-IPEC.

## VI. PROPOSED METHODOLOGY

The following is the suggested methodology. It can be adjusted by the evaluation consultant(s) in consultation with the IPEC Evaluation Officer if the research and analysis suggests changes and provided the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation will be done by an evaluation team consisting of a core evaluation team of one external international consultant and one external national consultant in each country and a broader evaluation team comprising an ILO-IPEC HQ representative, US DOL representative, and CTA and National Programme Coordinators. Based on a background and initial field visit by national consultant, the evaluation team will visit each of the three countries to conduct additional field visits, stakeholder

consultations and a national stakeholder evaluation workshop that will also outline the elements of the second phase.

### **1. Composition of the evaluation team**

A joint team with the following composition will do the evaluation-cum-identification:

- C 1 international external evaluator
- C 3 national external consultants (Sri Lanka, Bangladesh, Nepal)
- C 1 ILO HQ staff member with expertise on trafficking
- C 1 Representative from US DOL as donor of the project

The CTA of the project will assist the team during the whole evaluation and the NPCs in each country will assist the team in those countries.

International External Evaluator (team leader)

#### **Responsibility**

- C Management of technical aspects of evaluation
- C Facilitation of stakeholder evaluation workshop (with national consultants)
- C Preparation of evaluation report and annotated project document outline
- C Guide the work of national consultants

#### **Profile**

- C Relevant social science education and training, including in social research, action research and participatory methods
- C Extensive knowledge of child labour and trafficking and sexual exploitation worker, preferable in IPEC context
- C Previous evaluation experience, including as team leader
- C Experience in development, designing and implementing projects against trafficking and sexual exploitation
- C Ability to write and communicate well in English
- C Publication and research record
- C Able and willing to travel in Asia
- C No direct involvement with IPEC in implementation or provision of advisory services for interventions evaluated

#### **National External Consultants**

##### **Responsibility**

- C Collect the main data through a desk review and selected interviews, including the possible use of questionnaires
- C Field visits to project sites
- C Preparation of background report based on desk review of relevant material and consultations with stakeholders

##### **Profile**

Child labour experience with sound knowledge on gender issue, at least five years of experience in handling development programmes and experience as an evaluator

##### **Other evaluation team members:**

- Contribute with technical and programme specific knowledge
- Provide suggestions and contribute to analysis

- Participation in stakeholder evaluation workshops

Project management (CTA and National Project Coordinators)

- Assist the evaluation team and provide knowledge on the details of the project

## **VI. Timetable and itinerary**

The following is the suggested itinerary of the evaluation mission:

*Week of 6 – 10 May 2002*

- National consultants in Sri Lanka collect data, carry out field visit and prepare draft background report

*Week of Sunday 12 - Saturday 18 May*

- Evaluation mission in Sri Lanka
  - a. One field visit per country (Sri Lanka, Don Bosco (Anuradhapura (1 ½ days)
  - b. Discussion with selected implementing partners (to include ILO social constituents if they are implementing APSOs or Mini Programmes under the project)
  - c. National Stakeholder Evaluation workshop, including preparation of Strategic Programme Impact Framework (2 days at end of evaluation mission working week)
- National consultants in Bangladesh collect data, carry out field visit and prepare draft background report

*Week of Saturday 18 – Saturday 25 May*

- Evaluation mission in Bangladesh (including national consultant from Bangladesh)
  - a. One field visit per country (Mission to Dinajpur, Panchagahr & Thakurgaon, Northern Districts 1 ½ days)
  - b. Discussion with selected implementing partners
  - c. National Stakeholder Evaluation workshop, including preparation of Strategic Programme Impact Framework (2 days at end of evaluation mission working week)
- National consultants in Nepal collect data, carry out field visit and prepare draft background report

*Week of Saturday 25 May – Sunday 2 June*

- Evaluation mission in Nepal (including national consultant from Nepal)
  - a. One field visit per country
  - b. Discussion with selected implementing partners
  - c. National Stakeholder Evaluation workshop, including preparation of Strategic Programme Impact Framework (2 days at end of evaluation mission working week)

*Week of Sunday 2 June to Sunday 9 June*

- C Work in Nepal to finalize the first draft of evaluation report and draw up the annotated project document outline for the second phase in collaboration with the CTA

*Week of 8 – 12 July (or as agreed but by end July at latest)*

C Finalisation by international consultant of final report based on stakeholder comments

## **VI. Sources of information and Consultations**

The following are suggested sources of information. Project management will do their best to make these documents and sources of information as easily available as possible.

- Programme Documents
- Progress reports, Mid-terms and other relevant evaluation reports
- Studies and other reports, including Rapid Assessment reports
- SIMPOC material with relevant references
- Reports and material from other organisations on programme/project
- Country Programme Evaluations and other evaluations relating to programmes and project
- Consultations and interviews with technical staff and relevant Desk Officers for countries
- Site visits
- Participatory exercise, stakeholder consultations
- Secondary official and non-official records, studies, reports
- Project/Programme monitoring system
- Child Labour Monitoring Systems
- Mission reports
- Web-site
- Meetings with other organisations working in same area

The following is the list of key stakeholders to be consulted and to which the draft report will be circulated:

### **For Project as a whole**

- US Department of Labour (donor)
- ILO/IPEC Vulnerable Groups unit
- Project Management

### **Bangladesh:**

1. Ministry of Women and Children Affairs, GOB
2. Ministry of Labour and Employment (MOLE)
3. Ministry of Home Affairs (MOHA)
4. Bangladesh Employers Federation
5. Relevant trade union organisations
6. PAC members
7. Economic Relations Division – ERD
8. Bangladesh National Women Lawyers Association – BNWLA
9. INCIDIN Bangladesh
10. Centre for Rights and Development – CRD
11. Manab Kallayan Parishad – MKP
12. Samaj Unnayan Prashikhan Kendra – SUPK
13. Center for Ethnic Children – CEC
14. ILO Area Office

### **Nepal:**

1. Ministry of Women, Children and Social Welfare
2. Ministry of Labour and Transportation
3. PAC Members
4. TUCGEP Secretariat (TU)
5. FNCCI
6. Maiti Nepal

7. Agroforestry, Basic Health and Cooperatives/Nepal – ABC Nepal
8. Centre for Victims of Torture – CVICT
9. Caritas Nepal
10. CWIN
11. SAATHI
12. ILO Area Office

**Sri Lanka:**

1. Ministry of Labour
2. National Child Protection Authority – NCPA
3. Employers Federation Ceylon
4. ETC Lanka Pvt. Lanka
5. Center for Policy Alternatives – CPA
6. Ceylon Workers Congress – CWC
7. Don Bosco
8. Axis Lanka Pvt. Ltd.
9. Be – Positive Pvt. Ltd.
10. ILO Area Office

**VI. Final Report Submission**

- The evaluation team will submit a draft report to the IPEC Design, Evaluation and Database unit (DED) in Geneva by 12 June
- After an initial methodological review by IPEC/DED a copy is sent to key stakeholders (normally donor, project management, relevant IPEC-HQ technical support function, ILO Area Office and ILO Sub-Regional Office) for comments on factual issues and for clarification.
- IPEC/DED will consolidate the comments and sent these to the core evaluation team by 8 July
- The final report is submitted by the evaluation team to IPEC/DED by 12 July. The IPEC/DED function will then forward it official to stakeholders, including donor, within three months of the completion of the fieldwork.

<b>VI. RESOURCES AND ADMINISTRATION</b>
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**Resources**

The following are the expected resources

- Fees for external team members
  - o International Consultant: 6 weeks
  - o National consultants: 2 weeks for three consultants
- Travel and DSA for external team members
  - o International consultant: 4 weeks of DSA and travel
  - o National Consultants: Up to 3 days of DSA each
- Travel and DSA for other team members
  - o ILO/IPEC representative: Project funding
  - o USDOL representative: (separate funding)
- Workshop expenditures (facilities, DSA to participants etc.)

**Management and Administration**

The core evaluation team (international and national consultants) will report to the Chief Technical Advisor for administrative matters and to IPEC Design, Evaluation and Database (DED) unit at headquarters on technical matters, including methodology and quality of work.



## VI. ANNEX

1. Logical Framework
2. Original Project Document
3. List of Revised Indicators

To be supplied separately:

- Midterm Management Review Report
- ILO-IPEC Guidelines on Strategic Programme Impact Framework
- ILO-IPEC Guidelines on Design and Project Preparation, including Standard Project Document outline

**ANNEX 2: Sri Lanka Country Programme**

## Annex 2: Sri Lanka Country Programme<sup>26</sup>

### General

Trafficking in children is acknowledged as a serious problem in Sri Lanka, although the magnitude of the problem is not known. Estimates vary widely, as does the exact nature of the trafficking, although it is certain that most trafficking is internal, mostly into commercial sex and the informal sector. There are indications of a growing trend for middle class couples to employ children in domestic service. The problem is identified, in the sending areas, as a 'missing children' phenomenon. These sending areas/communities are generally characterized by extreme poverty and/or dysfunctional families (often because the mother has left home to work overseas). In some areas, such as the tea plantations, there is a long tradition of the whole family being employed on the estate; as more stringent laws and labour/trade union monitoring have almost eliminated child labour on the estates, many children have been sent away to work elsewhere, often in domestic service in the cities. There is also evidence that children are being employed in sub-contracted work on the plantations, such as weeding.

These quasi-structural 'push' factors are aggravated by failures in the education system for poor children. Reports of drunken principals, under-qualified, apathetic or even absent teachers, explain in part the reluctance of children to go to school or remain in education, and of parents to send their children to school. Government policy of closing schools in areas where there are fewer than 30 children of school age also means that there are many empty school buildings and that children have to travel long distances to the nearest functioning school, increasing their risk of being picked up en route and prompting their decision to drop out of education early.

Almost two decades of conflict in the north-east of the island have fostered growth in the commercial sex trade in areas bordering the conflict zones. Children in these areas have been at risk of abduction into prostitution and/or conscription into the Liberation Tigers of Tamil Eelam (LTTE). As the situation calms and there are moves towards a settlement of the conflict, the impact on children of large numbers of unemployed demobilized soldiers (not only increasing the demand for sex but also entering the labour market and putting a squeeze on employment opportunities) is great. Additionally, as the conflict zone reopens, it is likely that ferry services in the north will begin again and the movement of people will increase. Increased mobility may well be accompanied by an increase in trafficking. A growth in tourism is also possible, particularly in light of strenuous government efforts to encourage overseas visitors, including through the recent creation of the Sri Lanka Tourism Authority.

On the positive side, the Government of Sri Lanka has taken a number of steps to combat trafficking, including ratification of major international instruments, the formulation of a National Plan of Action to Combat the Trafficking of Children for Exploitative Employment (NPA) and, importantly, the creation of a potentially effective focal point on the issue in the form of the National Child Protection Authority (NCPA). This body is widely accepted as a 'rallying point' for action, although the multiplicity of levels/mechanisms for coordination, changing political configurations and the embryonic state of development of the NCPA mean that it is not yet fully effective.

Both women's and children's NGOs in Sri Lanka are active and prominent in efforts to combat exploitative labour and trafficking. Other activist groupings – for example in trade unions and academia – are also part of the potential that can be tapped. At the same time, there is untapped potential among ILO's traditional constituents: more could be done to engage trade unions, employers' groupings and the private sector in the response to and protection of children from trafficking.

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<sup>26</sup> Please note that the Terms of Reference for this evaluation presume that the Country Annexes will be written by the National Consultants (one in each country) who participated in the Evaluation Team. However, the delay in identifying the consultants and devising their terms of reference meant that there was no time to explore with them the nature of their task in detail. They therefore prepared only briefing sheets/information matrices on the projects, and these, together with the Team Leader's observations on the in-country interviews and visits and discussion between the Team Leader and the national consultants, have been used in the preparation of these annexes.

## Action programmes implemented in Sri Lanka

The following is a list of action programmes implemented in Sri Lanka. A summary evaluation of the individual components of the TICSA Programme in Sri Lanka, based on a preliminary survey by the national consultants recruited to the Evaluation Team, interviews with implementing partners and others, a two-day National Stakeholders' Workshop, and perusal of documentation is provided in a separate document.

### 1. Strengthening national institutional capacity to combat trafficking of children for exploitative employment

**Project duration:** 18 months

**Total cost:** \$27,559.27

**Implementing partner:** National Child Protection Authority (NCPA)

**Action envisaged in APSO:**

- Set up anti-trafficking surveillance unit. *Done.*
- Training of (9) surveillance officers. *Done.*
- Documentation on child trafficking disseminated to 1,000 stakeholders and 225 parliamentarians. *Done.*
- Development of NPA through subregional and national consultations. *Done.*

**Target groups:** Child victims, traffickers (?), abusers/clients – in vulnerable areas (Colombo, Galle, Kandy, Anuradhapura). No target groups are specified for the NPA development; presumably the participants in processes facilitated were actors engaged in programming/policy development in the field of trafficking and exploitation.

### 2. Rehabilitation Centre for trafficked children, Gampaha District

**Project duration:** 18 months

**Total cost:** \$85,221.45

**Implementing partner:** National Child Protection Agency (NCPA)

**Action envisaged in APSO:**

- Training of counselors. *Done.*
- Survivor counseling, monitoring and review, follow-up of family reintegration, equipment and management of building/centre. (*This action not accomplished in Phase I because building intended for centre was not made available.*)
- Monitoring forms/plans format for tracking of survivors. *Done.*

**Target groups:** 200 survivors/children under 18; 10 NCPA trainees and 5 trainee trainers to take course in psycho-social counseling (13/2 followed course); community through awareness meetings; parents/families through counseling.

### 3. Awareness raising in plantations through trade union activity

**Project duration:** 6 months

**Total cost:** \$8,813.00

**Implementing partner:** Ceylon Workers' Congress (CWC)

**Action envisaged in APSO:**

- Training of social mobilizers (30) in the plantation sector, to raise awareness among vulnerable population on trafficking of children for exploitative employment. Includes creation of a youth group. *Done.*
- Central and Uva provinces are identified as areas vulnerable to trafficking of children for employment outside the plantations.

**Target groups:** Vulnerable families/children in the plantations, through the intermediary of 30 social mobilizers from among the plantation workers.

#### 4. Support for vocational training and reintegration of children at risk of being trafficked

**Project duration:** 12 months

**Total cost:** \$11,417.10

**Implementing partner:** Don Bosco Children and Youth Centre, Nochchiyagama, Anuradhapura

##### **Action envisaged in APSO:**

- Establishment and equipment of a vocational training centre at Nochchiyagama. *Done.*
- Training of 100 children between the ages of 15 and 18 of whom 35 are girls, in one or more vocational skills. *Done.*
- Placement of at least 80 children in jobs, or formation of a cooperative youth group. *Done but see 'concerns' below.*

**Target groups:** 100 children in high-risk zones identified as vulnerable to trafficking (child victims of prostitution, school drop-outs, very poor children currently in school identified as belonging to vulnerable families.

#### 5. Support for vocational training and remedial classes for children at risk of being trafficked

**Project duration:** 4 months

**Total cost:** \$16,290.37

**Implementing partner:** Don Bosco Children and Youth Centre, Nochchiyagama, Anuradhapura

##### **Action envisaged in APSO:**

- Establishment of an extended vocational training centre at Don Bosco centre. *Done.*
- Training of 100 children between 15 and 18 in computer and draftsmanship. *Done.*
- Placement of at least 80 children in jobs or formation of a cooperative youth business group. *Done but see concerns above.*
- General awareness raising among at-risk children and families. *Done.*
- Provision of NFE to a small group of highly vulnerable street children. *Done*

The major element of this project is an add-on to the project described above.

**Target groups:** 100 children in high-risk zones who have dropped out of education following o-level; 1200 children at risk of dropping out of school. 25 boys and 27 girls are undergoing training in computer and draftsman skills.

#### 6. Research on national legislation on trafficking in children (service contract)

**Project duration:** 5 months to draft

**Total cost:** \$5,000

**Implementing partner:** *Centre for Policy Alternatives*

##### **Action envisaged in APSO:**

- Assess the adequacy of existing national, regional and international legal provisions relating to trafficking of children in the Sri Lanka context, focusing also on treatment of children within the judicial/law enforcement systems. *In progress.*
- On the basis of the analysis, recommend modifications to current national laws and enforcement of laws. *In progress.*

**Target groups:** n/a, although it was presumed that the recommendations would be usable for advocacy for change.

## 7. Rapid assessment on trafficking in children for exploitative employment

**Project duration:** Due for completion 1 November 2001.

**Total cost:** \$22,876.

**Implementing partner:** ETC Lanka

**Action envisaged in APSO:**

- Undertake rapid assessment survey to 'gain a better understanding of the magnitude and nature of trafficking; and help identify areas of vulnerability to assist with social mapping for Phase II'. *In progress.*

**Target groups:** n/a

## 8. One 30-minute documentary on the issue of children as victims of prostitution, exploring the involvement of the 'trafficker' (service contract)

**Project duration:** 2 months

**Total cost:** \$10,678

**Implementing partner:** Be Positive (video production company), assisted by NCPA

**Action envisaged in APSO:**

- Documentary production, focusing on trafficking of girls and boys as victims of prostitution, but 'exposing the trafficker instead of the victim by putting more focus on the demand side of the equation', thus 'creating wide awareness of this very inherent problem by exposing the trafficker's role in this complex situation where girls and boys are forced into prostitution through dangerous networks that exist within their own community'. *In progress.*

**Target groups:** 'General public with access to TV (middle class and urban, semi-urban areas); youth clubs in semi-urban and urban areas; communities vulnerable to trafficking.'

Transmission foreseen: 'island-wide presentation/transmission of the documentary through Super-VHS projection mode for special interest groups and through popular TV channels to the general public.'

## 9. Three single episode tele-dramas relating to the theme of trafficking in children for exploitative employment (service contract)

**Project duration:** Three months

**Total cost:** \$13,935

**Implementing partner:** Axis Lanka

**Action envisaged in APSO:**

- To create awareness 'across the board' through tele-dramas that are a very popular form of entertainment and a source of information to the public, and contribute to the elimination of trafficking of children through raising the consciousness of the community. *In progress.*

**Target groups:** 'It is hoped to target all stakeholders and survivors in the chain of trafficking, which will include not only the boys and girls but also the professional trafficker (?) as well as casual trafficker, the parents of vulnerable boys and girls, educationalists and civil society in general.'

## 10. Nine mini programmes

**Project duration:** Various

**Total cost:** Total cost \$5,752.61

**Implementing partner:** Various

**Action envisaged in APSO:**

Stated aim is 'awareness raising among target groups: government authorities, civil society, children of all ages.'

- Awareness raising on Convention 182 (unspecified action).

- Radio programme on C.182 (Sarvodaya Legal Services Movement). *Done.*
- Brochure on C.182 and child trafficking (NCPA and Ministry of Labour). *Done.*
- Project launch (NCPA and MoL). *Done.*
- Video song (NCPA). *Done.*
- Child Rights Walk (Child Vision Puttalam). *Done.*
- National consultations (NCPA). *Done.*
- Trade unions consultations. *Done.*
- Prevention and awareness raising among vulnerable children in NCP (Don Bosco add-on). *Done.*

**Target groups:** Various

## Overall Assessment

The Project Advisory Committee (PAC) of the TICSAs Programme is multi-sectoral, has met regularly and is deeply committed to combating trafficking. They have expressed a desire to be more regularly updated on action undertaken, to have access to more samples of output (eg materials being used), to meet implementing partners for briefings on activity in progress and generally to have more chance to get to know them in order to be able to assess their potential. Satisfying these requests – for example through a PAC newsletter with project updates and by organizing informal information briefings outside the meeting schedule – would reinforce the work done.

In Phase I, programme activity in Sri Lanka has been rather ‘patchy’ – there are some very strong elements to the work that has been done: the work done by Don Bosco has been well conceived, effectively carried out and has had a direct beneficial impact on the target groups; similarly, the modest CWC plantation project has achieved its aims and has forged important links between TICSAs and the trade union sector that can be built on further. As noted above (Section 3.3 Budget), there are concerns that the balance between projects like those of Don Bosco and CWC, and the APs that have less direct impact on children such as support to the development of the NPA and communication projects, may not have been well maintained in Phase I. Of course such support projects are important, but there are many other players who also are able to (and often engaged in) supporting this kind of work – UNICEF, UNDP, other multilateral donors and large INGOs for example – and it is important that such work is ‘shared’ among such agencies and does not receive undue emphasis within TICSAs. It is accepted that the first phase of TICSAs might have required exceptional attention to establishment of working relationships, platform building etc, but this should be carefully monitored in Phase II. This will be particularly important because so many of the indirect APs (rehabilitation centre, legal research, communication projects) were not completed by mid-June 2002; they should not hijack necessary direct action in Phase II.

**Annex 3: Bangladesh Country Programme**



## Annex 3: Bangladesh Country Programme

### General

The trafficking of children in Bangladesh is an extension of long-established labour migration but also substantial demand for children in a range of labour (including WFCL such as prostitution and hazardous factory work) in neighbouring countries (India, Pakistan) and, to some extent, in other receiving countries (for example the Gulf States for boys). A recent rapid assessment report by ILO-IPEC in Bangladesh suggests that the habit of cross-border movement by border communities, including involvement in cross-border trade and illegal activity such as smuggling, leads to high risk situations for children in these communities. They are often sent across the border by families and thus become highly vulnerable to abuse, deception and outright coercion/kidnapping. Indeed, 'trafficking' is not recognized in common perceptions in Bangladesh, but is referred to through concepts such as 'missing children' and 'child snatchers', suggesting that trafficking is seen primarily as a result of coercion and/or abduction.

Among poor rural communities, myths of prosperity 'abroad' – ie over the border or in a more distant country – motivate parents to approve of migration (mostly illegal) for their children. There is subsequently no way of tracking the child or ascertaining her/his fate. Poverty is thus an important 'push' factor in the trafficking of children.

Contrary to conventional wisdom, however, recent research suggests that internal trafficking of children in Bangladesh is an even larger problem than external trafficking, and that most of the internally trafficked children are exploited in WFCL. The low status of the girl child, in particular, means that girls are often sent into servitude. Early marriage and pressure of the dowry system are also factors in the decision to send a girl away from the family to earn money.

The Government of Bangladesh has made a firm commitment to eliminate trafficking in children and has undertaken to review laws with a view to making them more stringent. The government has ratified the CRC and ILO Convention 182, and has signed the SAARC Trafficking Convention, and through the Ministry of Women and Child Affairs has initiated a national project to combat trafficking in women and children, embodied in a National Plan of Action (against sexual abuse and exploitation of children, including trafficking – the NPA subsequently mentions trafficking for labour, although this is not a focus of the plan). A National Task Force oversees implementation of the plan, although in practice the multiplicity of ministries, mandates and groupings makes coordination of activity a challenge.

In Phase I, TICSAs have been operating primarily in the north-western districts of Bangladesh, identified as important 'sending zones' for trafficking.

### Action programmes implemented in Bangladesh

The following is a list of action programmes implemented in Bangladesh. A summary evaluation of the individual components of the TICSAs Programme in Bangladesh, based on a preliminary survey by the national consultants recruited to the Evaluation Team, interviews with implementing partners and others, a two-day National Stakeholders' Workshop, and perusal of documentation is provided in a separate document.

#### **1. Strengthening the capacity of the Ministry of Women and Children Affairs to combat trafficking in children for exploitative employment**

**Project duration:**

**Total cost:**

**Implementing partner:** Ministry of Women and Children Affairs

**Action:**

**Target groups:** n/a

#### **2. Rehabilitation Centre for child victims of trafficking**

**Project duration:** 15 months (project activity began late)

**Total cost:** \$69,803

**Implementing partner:** Bangladesh National Women Lawyers Association (BNWLA)

**Action:**

- To withdraw 250 trafficked children (in particular girls under 14 years) and provide them with psycho-social counseling, medical care, recreation, education and skills training.
- To reintegrate 175 of these children according to reintegration plans drawn up for them, including counseling of families.
- To strengthen the capacity of 12 BNWLA staff (4 trainers, 8 trainees) in psycho-social rehabilitation, child rights issues, project monitoring.

**Target groups:** 250 trafficked children under 18 years of age. For training: 12 BNWLA staff members.

### **3,4,5. Strengthening the role of the community in prevention of trafficking in children**

**Project duration:** 12 months (late start-up in all Districts)

**Total cost:** \$23,337 x 3.

**Implementing partner:** This activity was undertaken through three separate APs, with three implementing partners undertaking substantially the same action: Centre for Rights Development (CRD) in Panchagarh District; Manob Kallyan Parishad (MKP) in Thakurgaon District; and Samaj Unnayan Proshikshan Kendra (SUPK) in Dinajpur District.

**Action:**

- The aim was to enhance community vigilance in 12 x 3 border belt unions enabling them to report and involve relevant NGOs and authorities for further action; to strengthen cooperation among Community Vigilance Teams (CVTs), NGOs, local government bodies and district administration (including local units of the Bangladesh Rifles, BDR) to enable them to prevent trafficking, rescue and refer children at risk and victims.
- Specific activities included substantive training of trainers; formation of 20 CVTs in each district, each with 20 members of whom approximately one-third are women; reporting and inventory of the state of trafficking in the District; workshops and awareness raising; referrals to other agencies as necessary (eg BNWLA for shelter). MKP acts as the *de facto* coordinator of the three initiatives, including undertaking some of the TOT.

**Target groups:** In each district: 40 children to be prevented from falling victim; awareness raising to reach at least 1,000 children under 18, 400 members of CVTs and 40 members of local District Surveillance Committees and other administrative units. Intermediate group: 1,000 members of local population through awareness/mobilization.

### **6. Theatre for awareness raising of communities in preventing trafficking**

**Project duration:** 6 months (at time of evaluation, only 1 month had been completed)

**Total cost:** \$14,040.68

**Implementing partner:** Centre for Ethnic Children (CEC)

**Action:**

- Enhance awareness of trafficking in Panchagarh, Dinajpur and Thakurgaon Districts of northern Bangladesh, through the creation and performance of drama dealing with the issue. Recruit, train, rehearse group of actors. Develop script and music for performance.

**Target groups:** 3,000 people in northern Districts. Additionally 200 NGO workers and 75 members of local administration.

Drama group to comprise 15 persons of both sexes. (17 people aged 17-45 were recruited and trained.)

### **7. Rapid assessment on trafficking in children for exploitative employment**

**Project duration:** ? Due date 1 November 2001 (late)

**Total cost:** \$28,050

**Implementing partner:** INCIDIN Bangladesh

**Action:**

- Rapid assessment of trafficking in Bangladesh

**Target groups:** n/a

**8. Training course to enhance the capacity of counselors working with rescued trafficked children**

**Project duration:** 4½ months

**Total cost:** \$11,748

**Implementing partner:** INCIDIN Bangladesh

**Action:**

- Training course to build the capacity of counselors working with trafficked children. Six to 8 of the counselors to be from BNWLA and the rest to be selected from interested organizations. First training module to include senior management, legal advisors, investigation officers and other practitioners working in the BNWLA project.
- The INCIDIN person responsible for the training made a visit to CVICT in Nepal to share the psycho-social counseling training methodology and manual being developed there.

**Target groups:** Core group of 12 counselors to be trained.

**Overall Assessment**

There have been some real strengths in the first phase of activity in Bangladesh, despite what seems to be a confused and crowded playing field. The research produced is of particularly high quality and should be developed further as a tool for use by others, by work shopping it or producing user-friendly versions of the conclusions, for example for sharing with non-academic partners working in the Districts. There are good inroads into resources at District level and the potential to build further on these.

The large number of initiatives, organizations and funding sources present in Bangladesh and strains the capacity of implementing partners, particularly governmental, to perform. It will be important to continue to work with partners in Phase II to support efforts to manage this situation; the substantial NORAD initiative will be an important partner because of its size and positioning. It will also be important to keep in touch with USAID initiatives, since trafficking is an important focus of their attention too. At the same time, there are opportunities to build on the success of modest but effective APs like the drama project, and these smaller initiatives should not be submerged by the challenges of contributing to clarity of frameworks and mechanisms.

**Annex 4: Nepal Country Programme**

## **Annex 4: Nepal Country Programme**

### **General**

Trafficking has long known to exist in Nepal and indeed stories of Nepalese girls being trafficked into brothels in India are part of the ‘folklore’ of global wisdoms on trafficking. But in reality there has been little solid research to describe in detail the nature of trafficking of Nepalese children, either across borders or internally. Recent TICSA research suggests that some 12,000 children are trafficked every year from Nepal, with members of the hill ethnic group and lower castes most at risk. Most of the girls trafficked are adolescents past puberty, and most are trafficked into sexual exploitation. Most recently there have also been indications that internal trafficking into sexual exploitation is also growing, with an increase in children being found in ‘massage parlours’ and similar venues in the capital. The TICSA research found that ‘the world of trafficking is characterized by fear and by vested political and economic interests’ and anecdotal reports from field workers also support the involvement of many levels of authorities in the recruitment and exploitation of children, as well as frequent inaction in the face of this crime.

The active or complicit role of families is documented and the position of the girl child as a ‘family commodity’ is a major factor of vulnerability. Participation in rural-urban migration increases the risk of being trafficked and compounds the vulnerability of children once they have relocated. Poverty, lack of education and employment possibilities are also underlying causes of vulnerability, as is the ongoing conflict and resulting people movements. The long, open border with India is also a factor in both labour migration and trafficking.

Victims of trafficking are often not accepted back into their families/communities, particularly if they have worked in commercial sex. Social stigma is added to the many traumatizing events trafficked children face, as is HIV/AIDS – many of the girls interviewed for the TICSA research had died by the time the study was completed. An overwhelming majority of reintegrated girls interviewed for the study said that they were not living a normal life.

The child’s vulnerability is compounded by the low education levels of the parents, insufficient household income, alcoholism, violence in the home, multiple marriages, remarriage and large family size and other elements of family dysfunctionality. Nepalese traditions of patriarchy, child marriage, high spending on feasts, festivals and funerals, as well as the demands of dowry, increase economic stress on the family.

During the course of TICSA Phase I, the Programme undertook a number of discrete research projects including on the prostitution of street children and the trafficking of boys. These provide more detailed information on some aspects of trafficking.

The Government of Nepal has expressed a strong commitment to eliminating WFCL including trafficking and is one of the first countries to enter into a TBP under ILO Convention 182. A National Plan of Action against trafficking in children and women for sexual and labour exploitation was developed in 1999 and was reviewed with TICSA support in 2001. Implementation remains confused as a result of the lack of a functioning focal point (a mechanism was to be established once Parliament had endorsed the NPA, but the dissolution of this body in 2002 has halted this), and because of the multiplicity of donor-driven initiatives that do not seem to be coordinated or cross-referenced. TICSA has worked throughout Phase I to develop and participate in working groups and other coordination mechanisms to cut through this confusion, including by co-convening with UNICEF an inter-agency working group that met for the first time during the evaluation period.

### **Action programmes implemented in Nepal**

The following is a list of action programmes implemented in Nepal. A summary evaluation of the individual components of the TICSA Programme in Nepal, based on a preliminary survey by the national consultants recruited to the Evaluation Team, interviews with implementing partners and others, a two-day National Stakeholders’ Workshop, and perusal of documentation is provided in a separate document.

## 1. Strengthen the role of the Ministry of Women, Children and Social Welfare to combat trafficking

**Project duration:** 18 months

**Total cost:** \$112,970

**Implementing partner:** Ministry of Women, Children and Social Welfare

### **Action/Progress:**

- Establish an anti-trafficking cell at the MWCSW with a Programme Coordinator and programme officer; *Completed but well beyond deadline – the Coordinator had been on board for only 4 months at end-May 2002*
- Develop the MWCSW Documentation Centre; produce the newsletter ‘Combat’; update the directory of organizations working against trafficking; *The Centre is functioning and the newsletter and directory have been issued. However there are questions outstanding about the accessibility and usability of the Centre, whose development has not been well strategized (eg who it is for, what they need, how these needs will be met etc)*
- Train 5 MWCSW officials in computer literacy with a view to entry and analysis of data received from the Districts on trafficking; develop and operate database management software for monitoring and analysis; provide fellowships to MWCSW officials to attend seminars/workshops on trafficking; organize a seminar for MPs, judiciary, Cabinet Secretariat and others on the new draft Bill against trafficking; *Training has taken place but there is a major misunderstanding about the nature of ‘data entry’ – TICS.A saw this as part of a monitoring system of trafficked children but the Ministry has interpreted this as simple computer literacy and no tracking system has been developed. This problem has been compounded by the Ministry’s acceptance of funding from CEDPA and CEDPA’s taking over of the database part of the project – CEDPA sees the database as an adjunct to the Documentation Centre whereas TICS.A saw the database as a functional tool of coordination and tracking. This needs to be addressed urgently. The use of funds for the activity also needs to be checked. No fellowships have been provided. The seminar has not been organized.*
- Convene four-monthly meetings of the National Task Force (NTF) and review the TOR of the NTF; prepare a four-monthly reporting format for monitoring activities; organize a national consultation to review and set priorities for implementation of the NPA; form a national network against child trafficking and hold four-monthly meetings; organize training on child/human rights and trafficking and on integrating trafficking in development programmes (training manual to be provided by ILO-IPEC); *At end-May 2002, one meeting of the NTF had been convened. The reporting format had not been developed. A national consultation was held in July 2001. The national network TOR have not been developed and the training has not yet taken place.*
- Recruit 4 District Supervisors in consultation with the District Task Forces (DTFs) to assist the programme against trafficking in four districts (Jhapa, Parsa, Rupandehi, Banke); establish anti-trafficking cells within the district offices of the MWCSW in these districts; train 26 Women Development Officers (WDO) and 26 District Development Committee (DDC) chairpersons on child rights and trafficking; *This activity has all been completed.*
- Form VVCs in 5 border areas in each of the 4 Districts; provide these committees with one-day training every 4 months; convene monthly meetings of the VVCs; develop TOR for the village vigilance committees (VVCs); organize a 7-day TOT programme on rights and trafficking; convene bi-monthly meetings of the DTF; *This has not been completed: the VVCs are in progress, the TOT has not yet been started. The one-day training has taken place since March 2002 and is ongoing. The VVC and DTF meetings have begun.*
- Assist victims of trafficking to go to transit homes, shelters and rehabilitation centres in the area through the interest earned from the Emergency Fund left over from the last project; *There are no indications that the Emergency Fund budget has been used and this needs to be checked.*
- Convene an annual progress review and planning meeting against child trafficking in the districts and submit report to the NTF; *Not done.*
- Conduct district planning workshops in 4 additional sending districts. *Not done.*

**Target groups:** n/a

## 2. Transit homes in Kakarvitta and Bhairawa to combat trafficking

**Project duration:** 18 months Activity began in June 2001 and is therefore less than 12 months into the projected activity.

**Total cost:** \$89,790

**Implementing partner:** Maiti Nepal

### Action:

- Psycho-social trauma counseling for 8 trainees and 4 trainers; Capacity of 2 field officers in micro-credit for the management of micro-credit component; Capacity building of Maiti in project monitoring, reporting and evaluation; tracking and monitoring system established and staff trained. *The training was undertaken as a component of the CVICT internship project and 4 counselors are now working with Maiti Nepal (all but one of the remaining trainees has been placed: follow-up is needed in Phase II to support these counselors further); ILO trained 1 field officer only in SIYB; capacity building in project monitoring etc was undertaken and Maiti is anxious to undergo further capacity building in project management; the tracking and monitoring system is in place but needs much more refinement.*
- 180 girl child victims of trafficking to have been withdrawn from exploitation and provided with psycho-social counseling, medical care, legal aid, recreational education and skills training. Border surveillance system strengthened. *There is some confusion over the number of rescued children provided with services – again, this target may not be realistic if the target number of girls cannot be intercepted; Maiti made up the numbers in the transit homes by including vulnerable girls from the local community – this is within the definition in the project document, even if it does rather stretch the intention of the activity. Note that at the time of the evaluation, Maiti reported that there were currently 30 girls in the transit homes, only a few of whom were below the age of 16. Figures provided to the CTA at the time of the evaluation visit to Bhairawa and Khakaarvitta showed that 50 children under the age of 16 – including three boys – had stayed in the centres since July 2001.*
- *The border monitor teams comprise 4 girls in each transit home, working in shifts (but not at night). There are concerns about their security. Maiti provides a range of support services, but some concern was expressed by the evaluation team about the nature of the ‘skills training’ – the girls are employed in packing tea, which Maiti sells to raise funds. This is not seen as a useful skill. 30 girls from the transit homes were provided with sewing skills and will receive a sewing machine at the end of their training to help them become self-sufficient. 10 of these girls also received micro-credit funds.*
- More than 40 survivors over 14 selected for self-employment have received proper training through referrals according to their reintegration plans; more than 40 survivors over 14 have been provided with viable living arrangements according to the time schedule of their reintegration plans; more than 30 per cent of the survivors use micro-credit options to start micro-enterprises; numeracy and literacy classes provided to all children under 14; children under 14 reintegrated either in their families or in alternative accommodation. *NFE classes have begun for 8-12 children in Bhairawa, but these are not necessarily survivors (see above). There do not seem to be ‘reintegration plans’ for the children, although there is a history form for each child. The evaluation team reports, however, that there is little tracking of girls returned to their families. ILO does not seem to have followed through with promised input to the job referrals, micro enterprise support etc outlined in the project document.*

**Target groups:** 180 girls victims of trafficking, with emphasis on girls under 14. For psycho-social training: 8 selected trainees.

## 3. Prevention of trafficking of girls in three Districts of Nepal

**Project duration:** 18 months

**Total cost:** \$51,373

**Implementing partner:** ABC Nepal

### Action:

- Awareness raising for 4,500 adults and 4,500 children (50 per cent female) on trafficking in 45 VDCs (15 in each of three districts); *There have been delays in this activity because some of the target VDCs are in Maoist-controlled areas and in this area gathering of large numbers of people are prohibited. ABC Nepal has worked around this to some extent by doing awareness raising in schools. They have organized drama performances, and distributed campaign materials.*

- 100 at-risk girls between 8 and 16 years of age provided with skills training or job placement (age-dependent) and 350 girls enrolled in regular schools in second year; *This has begun but is behind schedule. ABC Nepal has begun negotiations with schools to enroll the children. This has been complicated by an unexpected change in the beginning of the school year – in order to avoid a ‘gap’ between the end of NFE preparation and the beginning of the next school year, negotiations are under way for children to be enrolled while they are still in NFE classes and to combine these bridging courses and regular school work. The 350 girls received a stipend while undergoing NFE – this will be maintained for one year as an encouragement to enter/remain in school. The evaluation team noted that some families send their children to NFE classes in preference to regular school because they receive a small stipend, and this should be discouraged.*
- 18 women’s cooperatives of 25 members each established, targeting 450 women in 18 VDCs. Training provided to cooperative members. *This has not yet been fully developed but has been initiated. Note, however, that the project has been run in a very participatory manner and families have been consulted at a number of stages.*
- To underpin this activity: baseline survey on awareness levels before and after interventions. *Delays in the baseline survey have set back all the activities. TICSА undertook to identify an independent body to undertake the baseline survey but this was not done. In the end – very late – ABC Nepal took on the task itself, although the survey is not particularly sophisticated, does not appropriately measure attitude, and was too late to be used as a ‘baseline’ as such. It is essentially just a demographic mapping of the families (income, composition etc.)*

**Target groups:** 450 8-16 year-olds vulnerable to trafficking; 4,500 school children; 4,500 adults including their families, guardians and teachers.

#### 4. Internship programme on psycho-social counseling for ILO implementing partners

**Project duration:** 4 months

**Total cost:** \$15,772

**Implementing partner:** Centre for Victims of Torture (CVICT)

**Action:**

- Development of a country-specific training module in psycho-social counseling of trafficked youth; *Completed*
- Provision of training to 10 selected candidates (8 from Maiti Nepal, 2 from WOREC) in psycho-social counseling – the training to include formal classroom sessions and job placements. *Completed*

**Target groups:** Implementing partners of TICSА working in rehabilitation and reintegration.

#### 5. Baseline survey in three Districts in preparation of AP ‘Prevention of trafficking of girls in three Districts of Nepal ‘

**Project duration:** 1 month – but see above, under AP 3, re.delay

**Total cost:** \$3,226

**Implementing partner:** ABC Nepal (see above)

**Concerns:** See above

**Assessment** See above.

#### 6. Mini programmes

**Project duration:** Various

**Total cost:** Total expenditure not to exceed \$20,000

**Implementing partner:** See below

**Action:**

- Preparation of national report on sexual abuse and exploitation of children for 2<sup>nd</sup> World Congress against CSEC, Yokohama, Japan, December 2001. Implementing partner: Caritas Nepal. *The report was prepared in consultation with 60 NGOs active in this area and the Ministry, including with child participation. It is a valuable monitoring tool both nationally and regionally.*



- Football tournament for street children. Implementing partner: SAATHI. *The tournament was intended to be an awareness-raising event. It is impossible to assess whether this was achieved.*
- Children’s consultative workshop on the NPA. Implementing partner: CWIN. *This was a valuable exercise in bringing young people together to discuss both the issue of trafficking and their expectations of the NPA and their contribution to it. 30 children from different parts of the country attended the consultation, which resulted in a report and media coverage.*
- Awareness and sensitization programme for bus drivers, conductors, helpers and owners on child trafficking and HIV/AIDS. Implementing partner: Help Line. *This two-day awareness-raising exercise had a good target audience and attracted media coverage. It is impossible to assess whether it had any impact on behaviour or attitude.*

## Overall Assessment

A number of research projects were undertaken during Phase I in Nepal: an investigation of the trafficking of boys; and a study of sexual abuse among street children. These modest studies are of high quality and bring new knowledge to the issue of vulnerability and exploitation, for example highlighting the fact that practice of trafficking very young boys into the Gulf States from Nepal as camel kids is no longer widespread but that many boys are now exploited in the embroidery trade because of their nimble fingers. It would be useful to produce popular versions of the main conclusions of the research for wider dissemination, including internationally.

There was good synergy among the various discrete projects in Nepal in Phase I – for example the protection actions of Maiti Nepal and the training of Maiti counselors through a different AP which, in turn, also linked to the training of counselors through an AP in the Bangladesh chapter. This ‘value-added’ may have been a result of the Nepal office effectively also being the ‘regional’ office for TICSAs, with the result that the CTA was able to maintain a broader overview of the APs in this country and make closer strategic and practical links with actions in the other two countries. In Phase I, therefore, although no specifically regional activity was undertaken, the country-specific activity was, where appropriate, seen as potential pilot testing of concepts, methodologies and materials that might have regional value in Phase II. This has been reflected in the annotated project outline for Phase II submitted as part of the evaluation-cum-identification exercise.

## **Annex 5: National Stakeholders' Workshops - Methodology and Outcomes**

## Annex 5: National Stakeholders' Workshops - Methodology and Outcomes

### I. Aims and make-up of the National Stakeholders' Workshops (NSW)

In each of the countries where the TICSAs evaluation was undertaken (Sri Lanka, Bangladesh, Nepal), a one and a half-day workshop was organized to bring together stakeholders of the TICSAs Programme. They consisted of organizations implementing TICSAs projects (NGOs, Trade Unions, research institutes *et al*), representatives of relevant government departments and ministries, and other organizations working in the area of trafficking/child labour, such as UNICEF and IOM.

In **Sri Lanka**, the NSW involved approximately 40 participants, some of whom came for the opening presentations only, leaving their technical staff to continue into the workshop proper (approximately 25 participants remained into day 2). This is probably because the opening session of the Sri Lanka workshop was more formal and 'ceremonial' than in the other countries, and some of the invitees did not intend to stay for the 'work' sessions proper. In **Bangladesh**, approximately 25 participants attended over the day and a half of the workshop, almost all of whom returned on the second day, in some cases bringing another colleague with them. In **Nepal**, 25 participants attended the workshop, almost all of whom returned for day 2 or sent a colleague if they were themselves not free.

The aims of the workshop were:

- to complete the 'lessons learned' part of the mission conducted more broadly through individual meetings and documented outcomes, by allowing stakeholders to share/brainstorm the experience of their individual participation in the first two years (Phase I) of the TICSAs Programme;
- to facilitate and guide the drawing of lessons and analysis of outstanding gaps and challenges with regard to trafficking of children, using the framework of the various National Plans of Action, Convention 182 and other international and regional instruments;
- to suggest and prioritize areas of activity for Phase II (2002-2005) of the TICSAs Programme, with a view also to strengthening national mechanisms for coordination and information sharing and to mainstreaming TICSAs project activity and outcomes. To prepare Strategic Programme Impact Frameworks (SPIF) drafts for Phase II<sup>27</sup>.

The overall aim of the NSW were to achieve all this in a participatory manner so that stakeholders' experience could be captured and their ownership of the activity/issue through TICSAs reinforced.

### II. Methodology and Programme

The workshops were divided into three parts, directly related to the aims given above.

**Part 1**, which took up the first morning in all three countries, consisted of very brief semi-formal presentations by the evaluation team of the aims of the evaluation exercise, the aims of the workshop and an overview of the framework and activity of TICSAs Phase I. In Colombo and Kathmandu, the ILO Directors (and in Colombo an invited guest also) made brief formal interventions in welcome. In the first workshop in Colombo, too, it was decided to 'surprise' the guests by asking those implementing projects to speak, 'off the cuff', about their experience. This was an attempt to avoid formal presentations from partners (seen as a passive experience for the other participants and thus a slow start to the workshop) but to give the participants a 'voice' immediately. The Team Leader drew out themes/threads/links/issues after each speaker and invited the next speaker on the basis of the logic that was imposing itself. There was then a general Questions and Answers session. This same technique was subsequently followed in the

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<sup>27</sup> The development and use of Strategic Programme Impact Frameworks are part of the strategic planning and impact assessment approach of IPEC. It establishes the various outcomes needed to achieve the overall impact of reduction on the incidence of child labour in a given context (target area, sector or type of child labour) in which an IPEC project operates. Some of these outcomes, the IPEC project are responsible for; others come about through the interventions and actions of other development partners and development processes.

other NSW and seemed to produce a high level of 'energy' and participation that then continued throughout the NSW. It is important, if this is to work, that the Team Leader has identified one reliable person who can be 'picked on' first, to start the ball rolling.

In **Part 2**, which took up the first afternoon, participants split into working groups, each with a facilitator and a rapporteur from the evaluation team. The working groups were tasked with putting together, under the heading "The last two years", their thoughts on:

- Lessons learned in TICSА Phase I
- Outstanding gaps (in research, capacity, understanding, action, structures etc)
- Challenges for the future.

Rather than bringing the working groups together at the end of this exercise to make formal presentations on their work, the sharing of results was done by exchanging the facilitators/rapporteurs and flip charts, so that each working group then had a chance to reflect on and expand what the other group had come up with. The groups came together at the end of the day in case there were questions that needed answering and for motivation to return on day 2.

Overnight, the Team Leader wrote up the flip charts and general discussion into thematic areas, and these were distributed to the participants at the beginning of the second day as a basis for the next part of the workshop and as an informal record of day 1 (it was seen to be important not to lose the very rich experience of the first day's activity).

For **Part 3**, participants split again into working groups to consider "The next three years". This was to be done on the basis of the lessons and outstanding gaps/challenges identified in Parts 1 and 2. The aim was to draw up a list of priority areas for action to be undertaken by TICSА and more generally. Participants were encouraged to consider:

- Prioritizing action with a view to a three-year programme;
- Phasing the activity (ie looking at which actions were necessary precursors to others);
- Suggesting mechanisms and plans that would allow for eventual mainstreaming of projects into 'everyday' structures and activity.

With regard to each of these, participants were asked to consider, where possible, the ideal contribution of ILO-IPEC/TICSА to the activity to be undertaken. They were also asked to take into account the specific project activity that had been undertaken in TICSА Phase I (ie if it should continue, how it could be developed/improved/mainstreamed, what might be developed regionally) and to then prioritize new action to fill in the gaps.

At the end of Day 2, the groups came together to present their findings (in Nepal the group reconvened only briefly for farewells, since there had been a slightly different exchange of findings as part of the working group discussions).

### **III. Outcomes and general observations**

The first workshop was held in Colombo, Sri Lanka, at the end of a one-week visit. By this time, almost all of the participants had already met the evaluation team and the ice had generally been broken. As a result, the rather formal beginning to the NSW soon became a more relaxed sharing experience. This was undoubtedly helped by the decision, taken 'on the run', to ask the project implementers to make unprepared presentations. These were brief and informal. The drawing-out of themes and links made by the Team Leader also helped the process, since they 'punctuated' the presentations and allowed a very brief pause for consolidation of ideas, taking the burden of conclusion away from the presenters. The experience in Sri Lanka led to this format being replicated in subsequent NSWs. The format proved to be suitable also to the Bangladesh and Nepal contexts, and participants in each case remarked at the end how much they had 'enjoyed' the challenge and lively debate that this (in fact quite planned and structured) 'impromptu' session presented.

The notes from the first day (and which follow) were supplemented by bullet point guidelines for the facilitators of the second day working groups (although by the Nepal NSW, these were no longer

necessary). At the end of the workshops in Colombo and Dhaka, each working group presented their overall findings in different forms (OHP, flip chart, PowerPoint).

In Dhaka, Bangladesh, the NSW followed substantially the same lines, although there were no formal guest speakers at the beginning. At the end of the first day, one participant who had not had a chance to present her project during the proceedings asked for time to present the project before the working groups reconvened on day 2. This was done and she made a rather formal presentation that was difficult to integrate into subsequent discussion, illustrating to some extent the need to reduce the temptation to fill the programme with formal presentations rather than allow the dynamics of sharing to develop through calls on participants to speak 'off the cuff'. The day 1 synthesis and final conclusions of the Dhaka workshop also follow.

In Dhaka, also, the NSW took place in the middle of the evaluation mission, rather than at the end. The Team Leader had therefore not had the same opportunity to meet all the implementing partners/other stakeholders before the workshop, nor to reflect on their experience to the same extent; as a result, she was less able to guide the participants in their reflection/conclusions. This did not seriously undermine the final conclusions, but it did result in less clarity in the way the conclusions were presented and therefore potentially in what the participants took away from the workshop.

In Kathmandu, Nepal, the Team Leader had again been able to meet most of the participants before the NSW, the 'ice was already broken' and the major concerns/considerations of the participants had already been noted, thus providing some guidance to the Team Leader in the conclusions that needed to be drawn out. By the NSW in Kathmandu, also, it was clear what the main headings of the discussion would probably be, so on day 2 the working groups considered half of the headings each, in depth, and then swapped flip charts half-way through the session to add more detail/thoughts to the work of the other group. As a result, there was no need to reconvene for presentations of conclusions, although participants reconvened for 'thanks and farewell' and to receive information on the next steps in the evaluation/planning process.

With regard to the aim of preparing provisional SPIFs for Phase II, it was clear that this was not achievable in the context of the NSWs, for a number of reasons:

- The time available was too short – the drawing of Phase I lessons in a participatory manner, the exploring of potential, gaps and challenges for Phase II, and the attempt to focus these in order to draw up priorities for action constituted a substantial workload for the participants, and an extra day would have been need to concretize this rich output into SPIFs;
- The value of the NSWs lay principally in the opportunity they gave to collect comprehensive, substantial input to the lessons learned exercise and the planning of Phase II, and SPIF-drafting would have necessitated moving from this substance-rich exchange to an indication of likely decisions on main areas of activity for Phase II. This might have caused disappointment/disagreement/annoyance on the part of some stakeholders who saw themselves potentially excluded from the next phase of activity and, in reality, the whole evaluation exercise was not yet at a stage where such decisions, even provisional, could have been made.
- The participants were not all at the same level of understanding and analysis of the issues nor of lessons learned and planning processes – some were academic researchers, for example, with broad experience of analysis and strategy; others were workers in small NGOs whose strength is in direct action programmes – and preparation of the SPIFs might have resulted in some participants dominating the discussion and leaving others feeling excluded.

However, although the SPIF exercise itself was not undertaken at the NSWs, there was broad discussion of objectives, priorities and realizable aims. In conjunction with the individual discussions, team discussions and consultations with the donor, these enabled the SPIFs to be drafted by the Team Leader during the writing-up phase.

The Team Leader considers that the NSWs were a positive experience for everyone. They substantially achieved their aims of drawing together lessons learned, outstanding challenges, priority areas for action, and of promoting ownership and engagement of the stakeholders. Above all, participants said that the workshops had been an enjoyable experience ('not at all boring', one said), and this is important for future participation and cooperation with TICSA.<sup>28</sup>

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<sup>28</sup> In eventually preparing the evaluation report and developing recommendations for Phase II activity, the Evaluation Team Leader drew heavily from the NSW outcomes, although it may be noted that not every element is necessarily identifiable in the report and annotated project outline produced. This is because the NSW outcomes were only one element of input to the exercise: documentation review, national consultants' reports and briefings, individual meetings and the Team Leader's own experience in other ILO (and other) programmes were also taken into account. There is consequently some choice to be made in inclusion of elements in the main report. With regard to the weight given to the NSW outcomes, this was influenced by the level of consensus apparent at the workshops themselves – something that cannot easily be recorded but can only be judged through the level of enthusiasm, animation or disagreement that the facilitator perceives to be present – and in relation to information received from these other sources. For example, in the Bangladesh NSW the creation of an NGO network was identified as a priority, but the Team Leader had learned in an earlier meeting that such a network was already being initiated under another programme, and so this recommendation was not picked up in this report.

## **SRI LANKA**

### **ACTION AREAS THAT CAME OUT OF DISCUSSIONS ON DAY 1**

#### **BASELINE DATA/RESEARCH TO FILL IN GAPS/INFORMATION SHARING**

- Data on the issue itself, specifically with a view to taking into account emerging and changing elements (are there other ways to keep in touch with changes and developments?)
- Mapping of expertise, who's doing what, results and outputs that can be used (eg training manuals) – including ongoing information of current actions and progress
- Baseline surveys specifically designed to let us measure progress over time
- Prompt and facilitate discussion and knowledge sharing (to bridge the gap between knowledge and action) – maybe by thematic discussion meetings/annual workshops? Also challenges prevailing knowledge base and improves understanding.
- Facilitate information sharing and accessibility – who needs what and how best will they access it? (Might include website, newsletters, decentralized 'libraries etc.)
- To ensure data is comparable and relevant, develop and share research methodologies
- Maybe consider mini-research on the impact on children of foreign employment policy/practice with a view to making recommendations.
- Maybe consider mini-research on domestic employment regulation review, eg contracts for domestic service (would allow monitoring) – this kind of review is necessary if want to influence policy (can also mobilize media via results of such a review).
- Do we have or need information on issues such as alcohol abuse, suicide? And what about our knowledge of the demand side and the exploiters?

#### **AWARENESS RAISING**

- Perception that much has been achieved, but very difficult to measure. What is clear is that there are gaps—some sectors have been missed out; some geographical regions have not been included. Look at specific, targeted awareness raising. (Think about desired response – if people become more aware, what do we expect them then to do? What impact will this have elsewhere? Are the required mechanisms for their response in place?)

#### **IMPORTANCE OF CONSIDERING THE WHOLE CHILD/COMMUNITY AND THEIR NEEDS**

- Building community identity – maybe through mobilization of existing potential, eg community halls could be used for information sharing, recreation, awareness raising, non-formal education, primary health etc.
- Issues like the role of alcohol, the impact of foreign employment policy, the pressure of poverty etc can hold back otherwise potentially very successful action, so what do we do to work them into programming?
- Considering the role of women and girls, and empowering them. At the same time, consider the specific issues facing men/boys – in other words, be gender-aware in planning and actions, and work to maximize the positive and minimize the negative.
- Also remember that 'rehabilitation' is more than just crisis response – although always remember that this may be very necessary – and that it extends to the child being helped to build a future.

#### **GAPS AND POTENTIAL IN STRUCTURES/NETWORKS/PARTNERSHIPS/ACTION**

- How do we fill any gaps between overarching structures like the NCPA and the grassroots actors? (By more levels of structure? Different mechanisms? Etc)
- How do we make links among the various actors and facilitate networking and partnerships? (For example, link missing elements that would strengthen our project by finding a partner who can bring that expertise/missing element)

## **ACTION AREAS THAT MAY HAVE BEEN NEGLECTED**

- Some remote areas are not included in action; some target groups are absent; some groups of children may have been forgotten (eg street children).
- Some potential partners have not been fully mobilized or have not been brought into the work, eg youth themselves, teachers, mothers-in-law (and other community actors), employers and the private sector in general, media, role-models and advocates, religious leaders.
- Some processes are not fully in place, eg monitoring/follow-up of vulnerable children, trafficking victims, those who have participated in our projects and since moved on etc..

## **CAPACITY BUILDING NEEDS AND THINGS THAT STRENGTHEN OUR WORK**

- Need more support in project planning/proposal formulation, as well as budgeting (eg forgetting a minor part of the budget can make the activity more difficult to follow through). Also need to know how to phase activity so that it satisfies donor expectations/reporting needs without being unrealistically ambitious.
- Also need to continue to strengthen capacity of others (mobilization and empowerment) – trade unions, welfare officers, schools, management, children, provincial councils etc, community as a whole, police (more), probation, judiciary.
- Need in some instances, eg judiciary, to move beyond just sensitization and think more seriously about training needs.
- Lack of qualified rehabilitation workers.



# SRI LANKA

## Working Group A Conclusions on Day 2

### STRUCTURE AND LINKS

**ILO-IPEC** →→ *T.A./capacity building* →→ **NCPA** (mandated authority to take lead)  
*Funding*

Pilot project Working groups  
Plantation ←← *Monitoring* Stakeholders

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Consultants. GO/NGOs Pte sector Others Youth TU  
(Develop strategy)

Terms of Reference

Media/advocacy

Mapping

Research/data collection/dissemination

Monitoring of pilot projects

Monitoring overall national programme

Vocational training

Prevention/rehabilitation/reintegration (develop training module for TOT)

### TRANSITION AND BRIDGING

- Identify gaps in research
- Carry out mapping exercise of: geographical areas, problems/issues, interventions, priority areas, institutions, youth and school groups.

**Recommend** hiring of independent consultants. ILO-IPEC to provide technical assistance for research methodology and database development.

**Recommend** NCPA to act as coordinator to strengthen relationship between all stakeholders and interest groups.

**Recommend** the monitoring mechanisms of NPA to be factored in.

**Recommend** to strengthen the capacity of NCPA to function as focal point.

**Recommend** all stakeholders meet on regular basis; ensure inclusiveness of these meetings.

**Recommend** to develop a strategy to include the media.

**Recommend** planning a pilot project in plantation sector.

### CONSOLIDATION AND SUSTAINABILITY

Sustainability measures to be included from the inception:

- Inclusive group of stakeholders
- Identification of government agency as coordination body (NCPA)
- Consolidation and strengthening of NCPA
- Inclusion of private sector as stakeholder
- Inclusion of youth as stakeholders.

## Working Group B Conclusions on Day 2

### MAPPING

- Identify areas where problem is acute (specific areas), eg saying WP is not enough. Identify as far as possible the exact locations.
- Identify areas where problem is NOT acute but has potential of becoming acute.
- Identify areas to which children are trafficked, not just sending areas.
- In acute problem areas, an intensive action programme must be launched/implemented.
- At grassroots level, there must be people's organizations.
- Plantation management companies/superintendents should be sensitized.
- Schools in areas identified as acute should provide special education programmes (non-formal too) to retain children.
- Holding of a national-level workshop to identify strategies.
- Awareness campaigns – similar to CMC campaign of tagging households “child-labour-free house”.

### YEARS 2 AND 3

- A “critical mass” needs to be created to work against child trafficking.
- A special programme for child soldiers should be thought of.
- Concept of ‘rehabilitation’ – should it not be ‘self-development’? (Don Bosco vocation training)
- Social mobilization on a massive scale
- An effective mechanism to coordinate all agencies (governmental and non-governmental)
- Total development of the child – include gender component.

## **Working Group C Conclusions on Day 2**

### **INFORMATION SHARING**

#### *Phase 1:*

First year of clearing house project – survey who are the ‘client’ groups for information, eg NGOs, Government, children themselves, other partners, etc.  
Survey what kinds of information they need and how best they would get it.  
Decide on strategy for providing this through NCPA.

### **RESEARCH**

#### *Phase 1:*

Survey all current information (census, research, surveys etc.)  
Map out any gaps in coverage and priority needs  
See whether TICSA overall coverage/targets need “tweaking”

#### Phase 1

With a view to building up ‘mapping’ of child-related issues, resources and actions, consider creation of trafficking-related sections of national database  
For this to happen, consult with other partners who may have responsibility for other sections, to prepare joint plan  
Priority undertaking: report on impact of foreign employment on families/children, with a view to recommendations for action

### **VOCATIONAL TRAINING**

#### *Phase 1:*

Continue and complete Don Bosco project activity  
Review needs of girls in the DB region (tasks and jobs) and identify potential partner for DB who can bring in female teachers/trainers to teach skills to girls.

#### Phase 2

Put in place next stage of DB project, to ensure follow-up of children who have gone through project  
Analyze and document the DB experience and identify possible other agencies who might replicate it (eg NYSC)

### **PLANTATIONS**

#### *Phase 1*

Consider continuing/expanding CWC project to prepare more social mobilizers across broader coverage  
Capture experience in lessons-learned/sensitization modules

#### *Phase 2*

Identify other TUs (and others) who can be mobilized to replicate the experience, eg AJWU, UCPLF.

### **REHABILITATION**

#### *Phase 1*

Finalize current rehab. project and see through to suitable completion.  
Work with UNICEF and other possible partners to review what has been done and in particular what training modules etc. exist.  
Plan training of more social workers  
Bring in universities as partners, maybe through a task force, to look at whole issue of training/certification of more psychosocial counselors.

#### *Phase 2*

Explore possibility of using unused buildings for rehabilitation centres (also as crèche, other community needs)

## **LAW ENFORCEMENT/JUDICIARY**

### *Phase 1*

- Review needs of children's and women's desks (training and resources) (UNICEF has training manual)

### *Phase 2*

- Training and resource provision

### *Phase 1*

- Review needs of health authority

(Phase 2 As above)

### *Phase 1*

- Review training needs – potential partnership with Judges' Institute, which has power to effect change. Have CRC manual but not trafficking-specific materials.

### *Phase 2*

- Manual creation and training

### Phase 3

- Monitor judgments (mini research) to assess impact.

### *Phase 2*

- Attorney General's Dept – as above
- DoLabour – as above.
- Probation and Childcare – need specific training on child accompaniment through judicial proceedings, counseling, follow-up etc. Have CRC modules but not trafficking-specific.

## **BANGLADESH**

### **ACTION AREAS THAT CAME OUT OF DISCUSSIONS ON DAY 1**

#### **COORDINATION AND NETWORKING**

- Multi-sector—make networks inclusive: law enforcement, press/media, professional groups, NGOs, social elite, young people, trade unions, employers/owners etc.
- Structural, not just ad hoc
- Must translate into action – joining together at grassroots level makes you stronger
- Donors must also be factored in – ILO-IPEC has a role in mediating between government/donors and organizations, and un-blocking any obstacles, as well as generally backstopping implementing agencies
- Should also be cross-border if possible
- Take account of the important role of India – maybe through SAARC see how it can be brought in
- We need to share information better, on the basis of who needs it, what they need, and how they get it
- We need better and regularly updated information on who is doing what
- We need an LCSG on exploitation/trafficking

#### **AWARENESS RAISING AND THE MEDIA**

- A lot has been done, but people still don't really 'get it'. People don't still see what trafficking really is and why it must be stopped and how they fit in.
- In this regard, the media has not helped, since they also don't fully understand and so they add to the confusion. We should work more closely with the media as partners and help.
- Media also need to be brought in as partners, so that they realize that media have also the potential to exploit the child – there is an international Code for coverage of such issues by the media, and this could be the basis for discussion
- There is a need for people's traditional/living media

#### **UNDERSTANDING THE ISSUE, AND RESEARCH**

- You can't talk about trafficking without also taking into account labour migration and labour exploitation – there needs to be clear understanding of the links and the differences
- There are gaps in the research that need filling – eg the impact of education policy on trafficking (specifically) – need research for both advocacy and to improve action
- We need to look at the role of the middle class and domestic service
- We need to know much more about the processes of re-exploitation (eg when a child is already being exploited and moves on to more/worse exploitation)
- Need to make sure that what is done is not only accessible but that it is reliable
- Need to develop comprehensive research methodologies
- Children's participation in research is limited in the implementation phase and not introduced at planning and design phase
- We must be aware and take account of ethical issues in researching and interviewing children who are vulnerable
- Need to find ways of involving journalists in research keeping in mind these ethical issues – some felt journalists have no place in this, but the reality is that they are already there, so better to work with them and use their skills
-

## **SOCIAL DEVELOPMENT ISSUES REMAIN AT THE HEART OF THE PROBLEM**

- Limited livelihood options in rural areas make children vulnerable – could be tackled through home-based industries/seed money?
- Need to consider development of whole family/community, not just child
- In prevention terms, community development is important and can include a community space/centre for entertainment, NFE, skills, functioning formal education, support to families, local employment opportunities etc..

## **BRINGING IN OTHER POTENTIAL PARTNERS**

- What do we need in order for new stakeholders to come on board? Existing social commitment; being approached by ILO with information in a consultative manner; the opportunity to add a new dimension with their own work that is rewarding
- The private sector is a very important potential player – they could, for example, maybe provide sponsorships to keep children in school;
- Religious community actions are important – eg the religious imperative of alms-giving translates into substantial potential resources currently channelled into mosque/school for good works to be done, so could we link to this?
- Projects often have unrealized potential to bring in non-traditional partners (eg the drama project has the potential also to mobilize the professional theatre and private TV sectors)

## **THE NEEDS OF CHILDREN**

- We need other venues, eg clubs, to develop children and give them a ‘space’ just to be children and have fun; this could then also be used, for example, to reach out to them with non-formal education, other services. Maybe the wider community could be included?

## **PLANNING, EVALUATION AND DOING WHAT WE DO**

- The quality of care is more important than ‘fantasy figures—donors must be responsible donors and not impose external limits not based on reality
- Child-centred design is very important (for example also in the design of measurement indicators) – we need to ask not what the donor wants nor what the project aims for, but what the child needs.
- CVT coverage is sparse – often an individual CVT is 60 km away from the coordinating NGO – and they need transport. Issues like this need to be taken into account when the project is being planned and budgets drawn up.
- Similarly, if there are ‘gaps’ in coverage (geographic or issues-based), maybe identify a partner who can fill in that gap.
- Need to make sure that research and data available are integrated into programme planning and design
- Need to look carefully at the full impact of any action – eg action leading to a decrease in trafficking in one area may have pushed it to another area

## **REHABILITATION, REINTEGRATION AND BUILDING A LIFE**

- Rehabilitation programmes soon hit the limit of what they can accommodate and become unviable; we need other alternatives
- Need to build in a ‘pause’ in our projects when the ideal situation for each child can be identified, and not just automatically set the child off on a certain route
- For this pause to be possible (and for other reasons), staff and services need to be decentralized out of Dhaka
- Must take account of consequences of cross-border marriage, employment, polygamy and early marriage

- Need to establish a baseline in the intervention and control areas – most of all, need child-centred auditing of rehabilitation centres and programmes
- Need to pay attention to capacity of rehab centre staff
- Children not only need rehabilitation (eg crisis) but also marketable, realistic skills training and development support; and the family members might need this too

## **TRAINING AND SENSITIZATION**

- Police at the lowest levels need practical training – not just CRC and the such-like, but simple things like who to phone when a child is brought in...
- We need sensitization/training of specific groups, eg judiciary

## **THE BIGGEST GAP – THE ‘END USER’**

- We need to know much more about demand/clients and the exploiters/traffickers
- We also need to know then what to do

## **OTHER ISSUES IDENTIFIED**

- There are gaps in useful laws
- The CVTs need more strength/empowerment to face traffickers; what about links with law enforcement? What do they need?
- We need to address more generally the issue of how children are treated when in confrontation with the law
- We need to speed up the concept of gender – the needs and challenges of both boys and girls
- Over the past 2 years, who has ‘moved the wheel’ of progress? GOB, NGOs, Donors (in the Norad project, for example), and the NPA process. A significant lesson from this is that the core group moved from being a single event to a mechanism for following up information
- There is a gap between GOB increased commitment and GOB allocation of financial resources for anti-trafficking work
- Community-based bodies are an effective vehicle toward organizing anti-trafficking action or for informing NGOs
- There are outstanding needs: land, infrastructure (buildings), running costs...

## **POINTS FROM THE MORNING DISCUSSION:**

1. How does research inform action, and vice-versa?
2. Links between migration and trafficking.
3. National baseline survey
4. What do children think?
5. Preparation of a child + chain of events/people + exploitation – anywhere along this process, there can be an intervention/exit point.
6. Social development is about giving people options
7. The role of the media as partners
8. Beyond awareness, we need increased involvement
9. Need to know how people get their information
10. Bring in new partners – links, networks, especially trade unions and employers
11. Self-protection is the ultimate protection
12. What is a ‘community’? It can be defined in many ways: somewhere where people live, or work, or gather

13. Specific issues we may need to know more about, eg early marriage
14. Push and pull – do we know enough about ‘pull’?
15. The ripple effect—among partners, networks and making links
16. Rehabilitation and reintegration are about helping a child to build a life
17. The whole child is important – the ‘trafficking state’.



# BANGLADESH

## Working Group A Conclusions on Day 2

### FRAMEWORK FOR THE DISCUSSION ON COORDINATION

At national level: the Core Group Review ILO's present role in the sub-group on trafficking

Review institutional set-up (interministerial coordination, linkages between the cells)

At regional level:

Develop Bangladesh response to SAARC Convention  
Implementation mechanism and bilateral process

At local level:

Strengthen local networks in pilot area (incl. local TUs)

### CURRENT PROGRAMMING REVIEW

Prevention (NGOs, TUs)

Assess staff capacity; community-based, eco-socio-development for families; create child space; living media; explore TUs at local level; analyze messages in training materials and IEC materials

Rehabilitation & reintegration

Capacity building: assess needs for c-b among centre staff; ensure child participation; develop child-friendly centres; assist centres with psycho-social training; develop economic/occupational skills.

Standards and guidelines (regional): initiate national processes to develop standards on rehab centre management.

Economic empowerment

High priority = Poverty alleviation in pilot areas; Economic empowerment; reintegration of victims.

Target groups = Youth 15 yrs; parents and vulnerable families; rehabilitation centres; community-based

Technical models to be developed. On sustainability: Look into semi-commercialization of theatre productions; Identify private sector potential/involvement; Building networks with partner organizations (eg theatre TOT- multiplication).

Theatre for awareness

Develop phased approach – move from one area to another covering the entire country; Undertake TOT for local groups; Produce short films; Build networks with partner organizations; One-minute TV spots; Involve Ministry of Information and Culture.

Research (gaps)

Undertake baseline survey; undertake geographic mapping of interventions; impact of education policy on trafficking; role of middle class and domestic service links to trafficking; process of relapse/re-exploitation; labour migration relation to trafficking; relationship between gaining awareness and acting on it.

Consequences of early marriage, dowry, polygamy; demand.

Research (more)

How to build in sustainability in community-based economic empowerment? Explore market (local markets) relations/feasibility studies). Ensure follow-up mechanism after the credit and training (one year gradual phasing-out). Explore different models that can reach the very poor. ILO technical expertise SMEs, BDS, SYYB and others.

Research (regional)

Convene regional meeting for researchers on trafficking; establish forum for researchers on trafficking in S Asia.

Cross-cutting: ethics

Ethical guidelines for research on children; ethical guidelines relating to media.

Regional

Learning from each other in technical areas

Support to regional collaboration: Govts, NGOs, TUs, Employers, children/youth, others.

### **GEOGRAPHICAL AREAS**

Existing: Dinajpur, Panchagar, Thakurgaon (community pilot); Dhaka.

New: Satkhira, Cox's Bazar ?

Mobile unit: Reintegration; services forum; centres in Dhaka.

Take into account where other agencies work.

### **INVOLVEMENT OF TRADE UNIONS**

Develop a process of sensitization/awareness seminars with logical sequence.

Develop NPA for TU action.

Include BILS in action.

Explore TU involvement at local levels.

## **Working Group B Conclusions on Day 2**

### **COORDINATION AND NETWORKING**

#### *Priority 1*

IPEC is in the PIC of NORAD—it would be useful if PIC and PAC occasionally combine (depending on agenda). This reduces duplication and keeps everyone informed.

#### *Priority 1*

Support creation of a trafficking-specific (issues-based) national NGO network.

#### *Priority 2*

This new network should explore how SAARC (+) can help to bring in India and other countries in the region.

#### *Priority 1/2*

At TICSA regional level, work towards a common platform on this issue.

### **DIRECT ACTION**

#### *Priority 1*

Review CVT experience and consider:

- a. Increasing number of CVTs
- b. Extension to other areas
- c. Possible links with other watchdog-type initiatives
- d. Other process-appropriate partners/structures
- e. Any missing elements in project or budget
- f. Extending CVT recruitment to high schools
- g. Mobilization of local elected bodies
- h. Other potential partners, eg transport sector, young people

#### *Priority 1*

Review CEC drama results and plan possible follow-up stage

- a. Transfer to TV/radio in form of spots that could also be used in cinemas and on national air carrier
- b. Take into account other existing initiatives (eg of ATSEC)
- c. Consider extending training to more people

#### *Priority 1*

Continue discussion with ministry on priority direct action to be undertaken in NPA and then

#### *Priority 2*

Consider implementing agreed direct action

#### *Priority 1*

Ensure reintegration and follow-up of survivors brought into BNWLA shelter during Phase I of TICSA project.

#### *Priority 2*

Explore with Asia Broadcasting Union (ABU) the possibility of a sub-regional media meeting on ABU/IFJ Codes of Ethics. Involve UNICEF.

*Priority 1*

Explore 'poorest of poor' families not presently reached by income-generation and micro-credit programmes and extend existing programmes to them.

*Priority 1*

Explore ways to 'open up a space' for vulnerable children – to play, receive support, formal and non-formal education etc.

## **RESEARCH AND INFORMATION**

*Priority 1*

Under NPA Core Group, begin mapping of who's doing what – and sharing this information.

*Priority 1*

Need a solid study on rehabilitation/reintegration (comparative study of 3 TICSAs countries?) and then:

*Priority 2*

Move to action on recommendations of rehabilitation/reintegration study.

*Priority 1*

Need research on demand.

*Priority 2*

Need more information/understanding on the mind of the survivor.

*Priority 1*

Develop child-friendly indicators, in consultation with donors (regional?)

*Priority 1*

Develop children's audit and identification of good practice (regional?)

*Priority 1*

Urgently need an updated, concise study on camel jockey phenomenon

## **WORKING WITH TUs AND EMPLOYERS**

*Priority 1*

Develop awareness/training PILOT model with trade union bodies in transport/hotel sectors. (Phased: understanding + how to act + mechanisms for action). Bring in employers' unions (TOF, HOF).

## **REGIONAL CAPACITY BUILDING**

*Priority 1*

Need capacity building/staff development/exchange for TICSAs partners, including at regional level.

# NEPAL

## ACTION AREAS THAT CAME OUT OF DISCUSSIONS ON DAY 1

### LESSONS LEARNED

#### STRUCTURES, FRAMEWORKS, PLANNING

- We have to work within political realities – we can't change them so have to find ways to take them into account
- Need to find a way to fit project activity into the structure it belongs in (eg government structures, NGO structures) – factor realities into the planning: for example, accounting, reporting, decision-making, authority, levels of hierarchy – all these are realities and the aim should be to make them easier and shorten the time taken to move through them (ILO can maybe help this to happen?)
- Bureaucratic process can interrupt project continuity, so the challenge is to find ways to deal with this
- One facilitating tool is Terms of Reference for all the principal agents in the action, so everyone knows their responsibilities, authorities and accountability
- Also need a workplan that is kept up to date, taking account (every six months or so?) of changes that have occurred, obstacles to be faced etc.
- Need a sense of follow-up to be in place from early stages of planning – the end of one project is not the best time to plan what comes next, because there may then be gaps in activity, so think of follow-up early in the process
- Evaluation and monitoring need to be internal to the project at every level, so that we keep track of progress and can make sure the project is working
- Also need to make sure information is flowing in the project, to the people who need it – this also means that:
- We need to make sure that all needs are reflected in the budget (eg an STD telephone connection between District and central level, or transport costs for progress meetings).
- Get staff in place quickly – if there's a recruitment component in the project, move on it quickly so that it doesn't hold back the start of activity
- Make sure implementers are part of the planning process
- Beware of gaps between projections and reality: head counts and targets have to take into account realities (eg it's not always possible to 'rescue' a fixed number of children)
- Make sure activity meets demands – eg don't plan for meetings if what's needed is a short training course
- Make sure the right people are in place – eg District level people should be chosen at District level
- The Ministry should be strengthened in order to sort out some of these issues with a view to empowering different levels according to needs of project activity
- There is a need for stronger coordination among ministries
- Existing monitoring mechanism is not strong/well developed enough
- Know who "owns" whom – eg if someone is recruited for an ILO project, are they responsible to ILO or to the implementing partner?
- Make sure everyone agrees on when a project actually begins – the donor may have one idea, ILO another, the implementing agency a different one, the approving Ministry yet another, and the reality of the beginning of activity may be different also. Try to close up the delays between these different times so that tracking of progress/dealing with delays is easier to agree on
- Changing circumstances affect the way the project runs and we need to factor in changes in patterns (eg what we learned about massage parlours); also, trafficking moves, so we need to have contingency plans/funds for changing circumstances
- Village and District level government is not strong enough to tackle trafficking

- There is still too much duplication; people are doing the same things! We must develop, not duplicate
- Coordination groups need to function at all levels; the National Task Force needs to be comprehensive and to function effectively as an overarching coordination mechanism, with the NPA as its framework

## **ON THE ISSUE ITSELF – MORE UNDERSTANDING AND CONCEPTUAL CLARITY**

- Existing discriminatory social and labour relations lead to increases in vulnerability to trafficking
- Trafficking is not only about prostitution
- Boys are also trafficked and we didn't know enough about that
- Both cross-border and internal trafficking exist in Nepal (we haven't known enough about internal trafficking)
- The problem is bigger and much more complex than we had realized
- Patterns of trafficking are changing
- Child sexual abuse and exploitation are not only a national issue
- There are clear links between gender discrimination and trafficking
- For clarity and to make it easier to work together, we need to have agreed definitions/concepts – these don't have to be internationally agreed, but relevant to Nepal – although everyone needs to know them, so it would be useful to have a 'national glossary' that is available, for example as an annex to the national report to the Committee on the Rights of the Child
- There needs to be agreement and standardization of the definition of 'child', and central to this is the need for birth registration so that the child's age is known
- We need more focus on young people (adolescents)

## **ON RESEARCH AND INFORMATION**

- Access to information is difficult; there is sometimes poor dissemination. An integrated information database is needed, and a list of useful websites would be helpful
- Good reports are mainly in English – they need to be translated into Nepali and other languages spoken in Nepal
- User-friendly summaries of research, and action-oriented suggestions for using the lessons, would be useful so that research is translated into action
- There is a need to review research methodologies and a Research Working Group might be formed (at regional level?)
- More action research is needed and recommendations need to be brought forward
- We need a comprehensive and detailed mapping of all interventions related to trafficking
- Need to involve broader groups of stakeholders in the action-research process and share findings at draft stage for feedback
- "Give back" research to target groups as a first step in planning action
- Keep in mind ethical issues related to children as informants
- Involve young people as research assistants
- Gaps in research: Cost-effectiveness of psycho-social counseling and/or training; Study of symptomatology of child victims/survivors of trafficking (in order to assess their specific needs); Demand; Myths and stereotypes reproduced over the past decade (myth-breaking)
- Statistics are unreliable, and we still need to find a way to quantify the issue reliably
- Recent statistics are often not known and people quote outdated estimates – there is a need for an official national statistical database so that everyone uses the same base data

- Baseline surveys should be carried out at the beginning of all project activity
- We need documentation of local initiatives/good practice (and to define criteria for that)

## **ON AWARENESS RAISING AND MOBILIZATION**

- There is high motivation among communities where parents are supported to send their children to school

## **ON PROGRAMMING PRIORITIES**

We did an exercise matching children's needs with the programming we do:

### *Children's needs*

1. Food/basic survival needs
2. Health
3. Education
4. Security
5. Understanding/awareness of their rights
  - Parents who understand their rights
  - Lifeskills
  - Entertainment/play
  - A voice and choice

### *What we do*

1. Understanding/awareness of their rights
2. Awareness-raising among parents
3. Lifeskills
4. Education
5. Security
  - Food/basic survival needs
  - Entertainment/play
  - A voice and choice
  - Health

Lesson: we need to plan programming based on what children need, not on what we want/can do or think we should do.

## **WHAT WE ARE GOOD AT DOING**

- Trade Unions are good at strategizing and prioritizing
- Successful at helping survivors (because we can and do listen to them)
- Mobilizing people
- Police and border guards have got better
- Coordination
- Government is good at making national and international commitments – taking it seriously
- Making the issue visible
- Donors are good at funding – there is money available
- Research quality
- “Passing the buck” – we are too dependent on others

## **WHAT WE ARE NOT GOOD AT**

- Being realistic – we are over-confident
- Implementation (compared to plans)
- Enforcement of laws is still weak
- Implementation of commitments
- We are ignorant even when we know
- Using national resources – people, land, potential
- Coordination
- Communication
- Translating the needs of children for the donors, so that they know what those needs are
- Avoiding funding agency-driven programming
- Political commitment
- Prevention/protection (as opposed to rescue and recovery)
- Respecting other people's work
- Learning lessons.

## **GAPS AND CHALLENGES ON THE NPA**

- Effective implementation of the NPA, including a mechanism to implement and monitor (decide who should do this)
- Need to review and build links with Regional Plan of Action on Child Rights, Master Plan to eliminate WFCL (MOLE), other NPAs, 10<sup>th</sup> 5-year plan, all relevant policies etc.

## **INFRASTRUCTURE**

- More facilities for returnees (including land, buildings, facilities) – and better conditions, in the right place (eg near police stations)
- Government transit homes

## **TRAINING**

- Skills development (and don't forget those who are implementing the projects!)
- Running micro-credit schemes
- Administration and management, including HR management
- Regular DTF training, because the people change regularly (note that VVCs don't change often and don't need such regular training)
- Project planning and management

## **MISSING PARTNERS/PLAYERS**

- Judiciary (ILO-IPEC and UNICEF have experience here) – and also need judicial review, especially with relation to child-friendly procedures
- Trade unions – they can help with district-wide networking, awareness campaigns, advocacy, leadership; watchdog groups and outreach to plant level; peer education, long-term campaigns.
- Employers – for monitoring/vigilance, in-house rules and standards, advocacy and awareness, workers' welfare, job placement and on-the-job education, gender sensitive policies and practices— especially transport, hotel and entertainment entrepreneurs
- Media (all forms) – awareness raising, helping them to understand the impact of their work, investigative work – work through their unions? Could be regional initiative.



- Children and young people– empower them for self-protection and help them know what to do/where to go (don't forget those not in school). Work with students' unions, including through trade union links.
- Teachers – curriculum development, training, text books including lifeskill elements
- Women's police cells – and police in general in areas such as protection of NGOs and towards more coverage

## **AWARENESS**

- Need to assess more in depth what has been done and its impact to date
- Do people act on the knowledge?
- Need to learn from proven cases where awareness raising actually made people change behaviours/attitudes and act on this
- Need to analyze 'messages' in all awareness materials

## **HEALTH, REHABILITATION AND REINTEGRATION**

- Integrate mental health in all interventions as a concept
- Increase the knowledge of what real psycho-social counseling is
- Build on lessons from experience in psycho-social counseling related to trafficking project
- Examples of good occupational reintegration models need to be analyzed and linked to rehab/transit centres
- Study of impact/effectiveness of social reintegration efforts
- Need to develop economic empowerment, leadership development, regain dignity.
- Need to review the set-up of rehabilitation centres (survivors' rights, decision-making, child participation, legal assistance)
- Children need a reintegration plan when in rehabilitation process
- Need government engagement and responsibility in this
- Need individual case management, including psycho-social counseling, educational assistance, space
- Need to pay attention to professional skills of staff, to understand the process through the eyes of the child, focus on the motivation and potential of the child

## **REGIONAL ISSUES**

- Amendments to the SAARC Convention
- Scope for collaboration in the field of psycho-social counseling – develop modalities
- Standard-setting for rehabilitation (eg guidelines on running a rehab centre, minimum standards)
- Regional research possible
- Use regional trade union networks to address cross-border trafficking (learn from existing NGO collaboration and police on cross-border issues)
- Promote ratification of SAARC Convention

## **OTHER**

- Need increased government budget allocation for children
- Need more rescue/rehabilitation/reintegration capacity
- Need more psycho-social support (as opposed to counseling) at many levels- in schools, hospitals, shelters etc.
- Need amendments to national Act to move beyond trafficking for prostitution only
- Ensure access for all, regardless of where they live, to the special court or similar ranking legal process
- Links with HIV/AIDS
- Constraints of the political situation/impact of the political situation on children/trafficking

- Forthcoming elections and the need to lobby candidates to address children's issues seriously
- Unregulated labour market and migrant labour
- Inter-country adoption and children as 'lost property' in newspaper advertising
- Internal displacement
- "Where is India?"
- The role of educated people and the middle class

# NEPAL

## Working Groups A and B Joint Conclusions on Day 2

### MINISTRY OF WOMEN, CHILDREN AND SOCIAL WELFARE/COORDINATION AND NETWORKING

#### *Priority 1*

#### **National level: Continue support to**

- *effective implementation of NPA*
- *establish mechanism to guide and monitor NPA implementation.*

#### *Priority 1*

#### Vital elements:

- Review of institutional structure (WCSW and other ministries)
- Working group of NPC + ministries under MWCSW (National Task Force?) tasks to be reviewed and streamlined to enable group to undertake relevant coordinating tasks
- Terms of Reference for better understanding of who is doing what
- Review of all NPAs and all policy frameworks on children/trafficking with a view to strengthening inter-ministerial coordination and coordination with other sectors (NGOs, INGOs, UN etc)
- Government officials must stay longer in their positions in order to ensure continuity [note: may be impossible to change system, especially given current political situation, so maybe integrate capacity-building/orientation into the process so that movement of staff has an automatic bringing-up-to-speed-on-trafficking element built into it].
- More focus on strengthening the District and Village level; ensure effective link between Anti-trafficking cell in MWCSW and District Child Welfare Board.
- At District level, ensure sufficient infrastructure/resources to allow activity to be undertaken effectively (eg STD phone lines, transport) and include in budgets.
- ToRs at different levels need to match.
- Be aware of the purpose of establishing strengthening structures.
- What to do: HRD + technical support capacity development.
- Review coverage in general (geographical and substantive).
- Encourage and promote closer synergy between women and children units.
- Assess impact of District Task Forces (DTFs), Secretariat and Village Vigilance Committees (VVCs) and adjust.
- **VVCs need ToR and clear understanding of the purpose and realistic planning for what they can and should do.**
- Query: can/should ILO work directly with the VVC and DTC?
- Technical support to conceptual clarity – ensure better and clearer policies and laws.

*Priority 1*

- ***All relevant ministries should report in NTF framework on how they integrate trafficking into their portfolios (central level and other levels).***

*Priority 2*

- Consider ToR and broad composition of emerging National Network to develop implementing focal point for NPA and forum for collaborative planning (to report to NTF).
- Review position of Women Development Section officers to bring them into structures.

*Priority 1*

Possible mini-programme:

- Develop and disseminate National Glossary of Terms used in Trafficking/Child labour in Nepal (draft, workshop with stakeholders and then revise before dissemination).

*Priority 1*

- TICSAs should meet at least every two months as part of Inter-Agency Coordination Group, and promote focus of this group on ensuring complementarity of action and avoiding duplication/waste of resources. The IACG should move from post-hoc sharing of information to consultation and collaborative planning.

## **AWARENESS RAISING AND INTEGRATING KNOWLEDGE**

Note 1: The aim is to move beyond awareness raising and effect change in behaviour. Too often people 'know' but still 'do'.

Note 2: The aim is to empower different target groups to see that they and their specific function are vital to implementing the NPA and to making a difference to children and to the future of society.

*Priority 1*

Groups to target in particular, not with general awareness-raising but in action-oriented, targeted/customized mobilization efforts:

- NTF/National Network
- DTFs
- VVCs
- District Women's Offices
- Judiciary
- Media
- Trade Unions

*Priority 2*

- *At village level, need to develop effective legal literacy/NFE/knowledge/action-based programmes and tools.*

Note 3: Bear in mind usefulness, in due course, of identifying 'champions for children' (sports stars, local personalities such as T.Sherpay, other role models) who can spearhead information initiatives for young people.

## REHABILITATION AND REINTEGRATION

In order to build on the experience of Phase I psycho-social rehabilitation project:

### *Priority 1*

- survey where counselors are needed (to know how many to train in stage two) – look beyond transit and rehabilitation homes and consider schools, hospitals and clinics, orphanages etc.
- build understanding and acceptance of the concept by briefing the wider constituency (NGOs, UN agencies, INGOs, TUs, professional sector, ministries etc.) so that they can see the potential and can identify what this potential means to their own work (taking into account the best interests of the child)
- follow up (through mentor programme, refresher courses, materials etc) the counselors trained in Phase I, for evaluation and support
- keep particular track of the children who have received counseling from Phase I trainees, in order to assess the impact of counseling on them and to attempt to measure whether their rehabilitation has progressed differently as a result
- market the counseling concept and promote the creation of counselor posts
- ensure that all agencies who want to fund/implement this kind of work get together to ensure complementarity/effective use of resources
- explore building in-country capacity to mainstream this training/structures, including effective referral chains and case management.

### *Priority 2*

- see what the options are for any trained counselors who do not find employment (for example, training as apprentice trainers, alternative support roles)
- pilot concept at regional level (including review and adaptation of materials, methodology and training schedule/format)

More generally on rehabilitation:

- *review rehabilitation/transit homes set-up, eg who do the transit homes in border areas cater to (focus on interceptions?); who do the rehab centres best serve (rescued and highly traumatized children?); residential vocational and life skills education (children at risk of trafficking).*
- Is more government involvement necessary? Who should provide more buildings, security, land?
- Collect and review all existing training materials/educational methodologies to ensure that the NFE provided in centres actually connects with each child
- Develop formats/methods to measure that our NFE has an impact
- Need to know more about skills training, life skills training, occupational skills.
- Build identified, child-appropriate integrated reintegration plans that include legal assistance, medical assistance (ongoing as necessary), NFE/life skills, recreational activities, phased emergency to reintegration etc, remembering that the survivor him/herself is also a decision maker.
- Develop effective referral system (Min of Health, NGOs, police), both horizontal and vertical
- Ensure professional family assessment before reintegration/return to families.
- Assess interventions in rehab centres with a view to best interests of the child
- Hire a consultant to develop a community-based rehab/reintegration model for the Nepal context
- Promote and urge the development of national standards and guidelines on running rehab centres for child/women survivors of trafficking

- Provide training on management of centres
- Assess the impact and cost-efficiency of the rehab set-up
- Enlarge/increase/improve transit homes as appropriate, including facilities, staff, infrastructure
- Consider recruiting more psycho-social counselors based in Kathmandu to cater to children being brought to the Special Court
- Look beyond borders to consider where internally trafficked children might be (eg massage parlours) and what their needs are
- Review security issues.

## PREVENTION

In relation to vocational training/employment:

- Undertake market surveys (potentially regionally) to identify potential in local and regional markets (FNCCI or regional research/survey organizations?)
- Identify and/or develop vocational courses to meet this demand (WEAN, TUs, SAATHI, ABC Nepal, CTVT, Ministry of Cottage Industries, UCEP potential partners?)
- Target group = survivors, communities and parents of children at risk, adolescents particularly, school drop-outs (include NFE).

### *Also:*

- *Need capacity building of organizations working in micro-credit, new business creation etc. Especially that related to adolescents and parents. (TUs, HRDC, Training Institute of Technical Institutions TITI possible partners?)*
- Encourage links between such groups and, eg rehab centres, with a view to drawing up reintegration plans for survivors, prevention plans for vulnerable children.

## RESEARCH AND INFORMATION

### *Priority 1*

- Develop comprehensive national database on trafficking (MIS/under development with MWCSW), including prosecutions and convictions of traffickers.
- Develop a user-friendly publication explaining major framework documents (eg NPA, C.182, S Asia Regional Strategy on CSEC etc) and workshop this with users – NGOs, media, students (external evaluators) to explore applicability to activity

### *Priority 1*

- Survey all existing mapping activity and, as appropriate, develop or extend mapping of all current interventions in areas of trafficking: category, kind of intervention, implementing organization, funds allocated and donor, levels of activity (district, village etc)
- Update mapping and database on a regular basis
- Disseminate on a regular basis to all potential users and ensure access for local grassroots initiatives

### *Priority 1*

- Develop and link to MIS a system that ensures that grassroots-level lessons are identified (through measurement of impact on children), documented, translated and disseminated as a basis for action
- Similarly, central-level research needs to be produced in 'popular' versions, translated and disseminated to local levels
- Through this, ensure that regional information is also shared at District and local levels.

## **Gaps in research (check) and potential areas for mini-programmes:**

### *Priority 1*

- Traffickers, organized crime and the changing patterns of trafficking, including links to politics and money (note: ensure that 'organized crime' is sufficiently understood as involving hierarchies, routings, resources, systems and local/regional/international mafia-like groups). Consider this at national and regional level.
- Links between local social customs such as early marriage, bride price/dowry, polygamy, incest, rape and vulnerability to trafficking (consider also at regional level).
- Tourism and trafficking
- Conflict, internal displacement, refugees, child soldiers/militia recruitment and trafficking

### *Priority 2*

- External and internal demand structures/pull factors
- Migration and trafficking
- More on trafficking of boys, for both WFCL and sexual exploitation
- Badi and Deuki
- Links between substance abuse and vulnerability to trafficking (consider at regional level)

At regional level

- Consider establishing a regional child trafficking research group of TICSAs researchers and others

## **OTHER**

- Check what is being done about juvenile justice issues and consider whether TICSAs should take this up
- Develop strategy at regional level to work with the media as stakeholders (work with UNICEF)
- Discuss further with trade unions and employers how they can get involved (research, awareness raising among union members, migrant worker issues)

## **GUIDE FOR FACILITATORS/RAPORTEURS OF WORKING GROUPS**

### **WORKING GROUP SESSION 1 - THE LAST TWO YEARS**

#### **PARTICULAR LESSONS:**

##### **re situation of trafficked children**

- about the project activity
- about our organization
- about our relationship with IPEC/TICSA
- about our relationship in the context of trafficking with other countries of the sub-region and region.
- lessons on surprises, things unexpected (positive & negative)

#### **HAVE WE IDENTIFIED ANY GAPS**

- in the project we were involved in
- in work on trafficking in general
- in information/data
- in areas of HRD/capacity building
- on other related areas which can impact on trafficking e.g. HIV/AIDS
- in frameworks, e.g. legal, infrastructural/org. structure
- in actors involved.

#### **WHAT MAJOR CHALLENGES DO WE KNOW FACE US**

- knowledge/understanding
- money,
- demand side,
- expertise/capacity
- coordination/structures
- coverage of issues and actions
- implementation of NPA and C 182.
- youth/child participation etc...



## **WORKING GROUP SESSION 2: THE NEXT THREE YEARS**

### **TRANSITION AND BRIDGING**

- ◆ how do we keep up the momentum built in the past years?
- ◆ how do we take into account the lessons learned and experience gained and the new challenges?
- ◆ what do we need to develop or change?

### **CONSOLIDATION AND INTEGRATION**

- ◆ what do we mean by integration?
- ◆ what do we need to achieve it? (partners, structures, coordination and networking)
- ◆ how can we make sure our results are sustainable?

### **MAINSTREAMING AND BACKSTOPPING**

- ◆ what do we mean by mainstreaming?
- ◆ what external factors do we need to allow this to happen?
- ◆ what do we have to do ourselves to make this happen?
- ◆ what do we see as ILO-IPEC's role as we become self-sustaining?

## **Annex 6: Programme of the Evaluation-cum-Identification Mission (Team Leader's version)**

**ANNEX 7: Revised indicators (Midterm Management Review 16 – 17  
July 2001)**

## ANNEX 7: Revised indicators (Midterm Management Review 16 – 17 July 2001)

**TABLE 2.1: Objectives and Indicators**  
**Development Objective: To contribute to the effective abolition of one of the worst forms of child labour in particular the trafficking in children for exploitative employment.**

<b>Immediate Objective 1:</b>	<b>Indicator(s)</b>	<b>Revised indicators</b>	<b>Justification</b>
At the end of the programme, the capacity of governmental and non-governmental organizations in selected countries to address child trafficking within countries and across borders will have been strengthened.	1): Increase in number of groups who start to address the issue and combat child trafficking.	1) Increase in number of new partners who start to address the issue and combat child trafficking.	The change from “groups” to “new partners” specifies that the project is including and capacity-building new partners. (project cannot be on control of groups per se)
	2): Number of additional initiatives (i.e. not planned and financed under the programme) undertaken by district administrations and communities to combat child trafficking with local resources.		
	3): Increase in examples of collaboration at all levels (between and among government agencies, and government and NGOs)		
	4): Increase in number of joint concerted action at the local, provincial, national, bilateral and sub-regional levels.	Improved coordination among key actors at the local, provincial and national level.	Better coordination is more crucial than number of joint action given that there are many actors involved already. Bilateral and sub-regional level have been removed as it is mentioned under indicators re. immediate objective 3.
<b>Immediate Objective 2:</b> Direct action programmes aimed at the prevention and rehabilitation of child victims of trafficking in participating countries will have been established and at least 1700) children will have been rescued / rehabilitated while a much larger number (approximately 6000 children) will have been prevented from falling to the trade.	<b>Indicator(s):</b> 5): <b>50 %</b> decrease in the incidence of child trafficking in the locations/ communities where the programme has been operational <i>with preventive interventions.</i>	<b>Revised indicators</b> <b>5)</b> The number of children and families benefiting from the project are no longer at risk of falling victims.	<b>Justification</b> The project activities can only take responsibility over the targeted population not the entire population, hence this change.

**TABLE 2.1: Objectives and Indicators**  
**Development Objective: To contribute to the effective abolition of one of the worst forms of child labour in particular the trafficking in children for exploitative employment.**

Immediate Objective 2:	Indicator(s):	Revised indicators	Justification
<p>Direct action programmes aimed at the prevention and rehabilitation of child victims of trafficking in participating countries will have been established and at least 1700) children will have been rescued / rehabilitated while a much larger number (approximately 6000 children) will have been prevented from falling to the trade.</p>	<p>6): <b>50 %</b> Increase in the percentage of participating families who continue to refrain from resorting to the migration of their children for the purpose of taking up highly hazardous work.</p>		
	<p>7): <b>20 %</b> increase in number of families with child labour/child trafficking problems requesting assistance to withdraw their children, and enrol them in educational programs or in non-formal education/ job placement/ apprenticeship arrangements.</p>		
	<p>8): Increase in number of media reports and coverage of child trafficking.</p>		
	<p>9): Increase in number of advocacy activities on child trafficking at local level.</p>		
	<p>10): Increase in cases identified through investigation brought to jurisdiction and provided with relevant rehabilitation services.</p>	<p>10): Increase in cases identified through investigation (brought to jurisdiction) and provided with relevant rehabilitation services.</p>	<p>We have put “brought to jurisdiction” in brackets as there are processes before cases are brought before the court that we cannot control through the activities in the project.</p>
	<p>11): Number of children under this project who are intercepted/ rescued from trafficking and successfully rehabilitated at the end of the project.</p>		
	<p>12): All children under rehabilitation have received appropriate counselling services and therapeutic treatment</p>		
	<p>13) Traumatized children have achieved increased self-confidence after the psycho-social treatment in rehabilitation centers.</p>		

**TABLE 2.1: Objectives and Indicators**  
**Development Objective: To contribute to the effective abolition of one of the worst forms of child labour in particular the trafficking in children for exploitative employment.**

Immediate Objective 2:	Indicator(s):	Revised indicators	Justification
<p>Direct action programmes aimed at the prevention and rehabilitation of child victims of trafficking in participating countries will have been established and at least 1700) children will have been rescued / rehabilitated while a much larger number (approximately 6000 children) will have been prevented from falling to the trade.</p>	14): All children under rehabilitation, who have consented, tested for STD/HIV/AIDS.		
	15): All children under rehabilitation, who have been diagnosed have received treatment for their diseases or have been referred to appropriate treatment elsewhere.		
	16): Increased level of knowledge about health, in particular about STD and HIV/AIDS among women, men and children in areas where programme interventions have taken place.		
	17): Increase in the basic literacy/ numeracy levels of the rehabilitated children before and after the completion of the programme, where education is specifically stated as an objective.		
	18): Number of 15 – 18 year-olds successfully mainstreamed into the general work force upon completion of the project.	18): Number of 15 – 18 year-olds self-employed or gained employment in the general work force upon completion of the project.	The wording “successfully mainstreamed” is too vague for an indicator.
	19) Number of children successfully returned to their families and admitted into local schools upon completion of the project.		
	20) Number of families that have seen an increase in income by the end of the programme.	Only for Nepal	
	21) Repayment rate of micro credit loans at the end of the programme	Not applicable, suggest this be deleted.	There is no micro credit schemes in the Action Programmes, only a grant provision for very poor families

**TABLE 2.1: Objectives and Indicators**  
**Development Objective: To contribute to the effective abolition of one of the worst forms of child labour in particular the trafficking in children for exploitative employment.**

<p><b>Immediate Objective 3:</b>  Sub-regional level co-operation and joint action between and among SAARC countries will have been improved.</p>	<p><b>Indicator(s):</b>  22) Presence of bilateral and sub-regional arrangements to prevent the problem and provide rehabilitation of the victims.</p>	<p><b>Additional indicators:</b>  23) Dialogues between NGOs, relevant Government departments established between countries in SA on trafficking issues.   24) Informal exchange of information between bilateral players increased and a process of understanding developed.</p>	
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