

Problem Statement¹

Child trafficking continues to be a serious concern in South Eastern Europe, with high numbers of children trafficked for exploitative purposes. There has been an increased response to child-trafficking over the past few years amongst key actors, including IOs, NGOs and governments.² Despite all efforts the problem has not gone away. The capacity of governments to undertake effective measures to prevent children from being trafficked and to protect and promote the rights of those who have been trafficked remains limited, mainly because of weak child protection systems, lack of financial and technical resources, a limited understanding of factors that make children exposed to trafficking and a failure to address the root causes and the structural dimension of the problem.

Many children who become victims of trafficking often originate from the SEE region, namely countries in which during the last ten-fifteen years major changes have occurred in the political and economic systems (the so-called “transition” from socialism to capitalism and from state to market economy, frequently alongside armed conflicts). These changes have led to a general worsening of social and economic conditions for large strata of the population. Poverty, high unemployment rates, the collapse of the state social protection systems, increasing inequality of income distribution and the breakdown of previously existing social networks within the family and the community are just a few indicators of the dramatic impact of the transition process in virtually all countries in this region. Together with the opening up of national borders, this situation has created a strong desire among the citizens of those countries to migrate to seek job opportunities in “richer” economies. This can make these citizens vulnerable to unsafe migration routes which may ultimately result in them being trafficked. On the other hand, a number of circumstances in “destination” countries act as pull-factors for trafficking activities.

The SC/SCEP Position Paper gives a workable definition of a trafficked child to be

¹ Much of this material has been copied from the SC/SCEP Position Paper on Preventing and Responding to Trafficking of Children in Europe, 2007 or from CTRP background statements in reports

² National and regional responses to trafficking have increased since the adoption of the UN Convention against Transnational Organised Crime and its protocols, and the establishment of the Stability Pact Task Force on Trafficking in Human Beings (SPTTF) and the Southern European Cooperative Initiative (SECI)² in 2000, which effectively created an institutional framework for anti-trafficking action. All the governments in Southeast Europe have signed the UN Protocol and are adapting national legislation to increase penalties for traffickers and in some cases, increase protection for victims. Governments have designated anti-trafficking focal points and have developed national plans of action to address the issue. A number of international organisations within the region provided support to anti trafficking initiatives including the Organisation for Security and Cooperation in Europe (OSCE), the International Organisation for Migration (IOM), the UN High Commissioner for Human Rights (UNHCHR) and UNICEF. Attention from the European Union has also been encouraging and is evidenced by EU Expert Group and the Council of Europe Convention on Action against Trafficking.

‘any person under eighteen who is recruited, transported, transferred, harboured or received for the purpose of exploitation, either within or outside a country, even if no element of coercion, deception, abuse of authority or any other form of abuse is used’

There is a complex interplay between factors which put some children at risk of trafficking. They include the macro (socio-economic, cultural, political) interpersonal (relationships with parents, caregivers, peers, community, state and non state-actors) and individual level factors (self-esteem, levels of trust, level of choices) of each individual child.

Addressing the issue of trafficking in SEE has proved challenging for CTRP. It is justified and vital however that anti-trafficking initiatives continue in the region.

Scope of the evaluation and methodology

This is an external evaluation of Phase II the CTRP Programme in South East Europe. The participating countries/entities were Albania, Bosnia and Herzegovina, Bulgaria, Kosovo, Montenegro, Romania and Serbia. The three year programme ended in March 2008.

The consultant measures the quality and quantity of the outputs, against the specific objectives set at the start of the programme period. The evaluation addresses prevention, identification and reintegration efforts of the programme. It also places particular emphasis on the regional dimension of the programme as stipulated in the ToR.

The evaluation makes main recommendations for any possible interventions or a Phase III.

This evaluation is based on a desk review of programme documents shared with the evaluator by the regional management team in Albania (see list of documents in the bibliography) The consultant has referred to other literature on child trafficking in the region to place the programme in context. The evaluation is based on qualitative data with some examples of quantitative data illustrated in tables. The timeframe for the evaluation was 22 days.

The ToR did not call for any field visits to observe activities. Time restraints because of the wide geographic coverage of the programme would have made this difficult. The consultant attended the final regional meeting in Tirana, Albania, in March 2007 and conducted interviews with the programme coordinators, and the regional management team. Individual interviews lasted an average of two hours. The consultant also conducted phone interviews with staff of partner NGOs in two countries, namely Serbia and Bosnia and Herzegovina (see list of interviewees and questionnaire in appendices).

The ToR stated that children would be consulted as part of the evaluation process. The consultant regrets that due to time constraints (the late recruitment of the consultant) this

did not take place. The consultant believes that as SC advocates child participation at all levels, consultation with children should be included in any future evaluations of the programme. Likewise the evaluator did not have an opportunity to speak to other key stakeholders for a more participative evaluation.

In an attempt at participatory learning, the consultant arranged a short one hour focus group at the regional meeting facilitated by the regional programme coordinator. Following individual interviews, the coordinators were asked by the consultant to discuss the interviews. They were asked to list what criticisms they thought the consultant might make of the programme. They were also asked what examples of best practice the consultant might identify and finally what recommendations the consultant might make. The consultant was not present in the room for this exercise. Their results were sent to the consultant at the end of drafting this report and compared to the consultants findings. It is clear that the coordinators results are similar some of the consultants. It is hoped that this will give the coordinators a sense of involvement in the evaluation process (see results of focus group in appendices)

The consultant has endeavored to remain objective and transparent at all times. Subjectivity may appear at times based on the consultant's background of working in the area of child rights over seven years. The consultant has worked directly with victims³ of trafficking and advocated at national level in Ireland on their behalf. The consultant has also linked with SC in the past, mainly as the Irish focal point for the SCEP programme. The evaluator has the added advantage of being familiar with the SEE region, currently based in Romania.

In evaluation terms, the consultant will address issues such as relevance, effectiveness, efficiency, impact and sustainability of the programme in line with standard evaluation terms.⁴ It will also examine the design of the programme as part of the programme cycle. And finally it will examine whether the programme is sufficiently child-centred. A child-centred approach is defined as being aware of the child at all times. It entails putting the child's best interests and welfare considerations before all other concerns. Children are the main beneficiaries of this programme and the programme is therefore accountable to them. This evaluation will use a child-centred lens to frame its analysis.

None of the criticisms within the report are a criticism of the staff of the CTRP. Their hard work, enthusiasm, openness and passion is evident to the consultant. The consultant extends heart felt thanks to them for their contribution to this report.

³ The use of the word victim has long been debated. The term victim will be used along with the term trafficked child. The consultant follows SC/SCEP who use the term victim, where they do not label the child as a passive subject, but use the term to stress the fact that the child has suffered a violation of a number of their rights and is entitled therefore to assistance, protection, redress and compensation. Victims of course should be treated as dignified humans and not hopeless objects as advocated for in the Red Cross Code of Conduct and the DAC Criteria

⁴ In line with the Development Assistance Committee (DAC) of the OECD

It is also clear that a huge amount has been achieved by the CTRP. Much of the work is pioneering, on an issue that is extremely complex and in a region which is still in transition with a multitude of social problems, where social services and child protection mechanisms are weak and where a rights-based approach is a new concept. A follow up evaluation in some years will no doubt measure impact to a greater extent than is possible now.

Prevention

Objective one focused on prevention, namely:

1. To reduce the vulnerability of children at high risk of being trafficked in seven countries/entities of SEE through prevention interventions

Subsequently sub-objective 1.1 focused on understanding risk factors, namely:

To increase understanding of risk factors for trafficking, identify high-risk groups and the gaps within mechanisms which are designed to prevent child trafficking, allowing effectively targeted practice.

The regional research report and the individual country reports are the main output for this sub-objective. The literature review of the regional research⁵ gives the background as to why research was deemed necessary and what the research should ask. Ginzburg's evaluation of Phase 1 stated that vague terms used by the programme such as 'vulnerabilities' and 'protection' had to be clarified.⁶ In other literature it was stated that there was a need to focus research on children at risk, as well as to look at protective factors.⁷ And so the idea for research on risk and resiliency was born.

An evidence-based approach is central to the work of SC as is a child-rights approach and so a child-specific, participatory piece of research was a logical objective to include. A three-day participatory workshop took place in Tirana at the start for coordinators to discuss the research title as well as methodology and ethics. Later the field researchers had 5 days training and the regional research advisor supported the process through all the stages. The consultant applauds the attention given to the ethics of interviewing children.

The Coordinator of CTRP in the UN Administered Province of Kosovo⁸ stated that the main lesson learnt from the research is the need to consult with children, or the principle of child participation.⁹ While this is a vital lesson learnt, the consultant was concerned that as SC has child participation as a core principle of its work globally, how was this a new realisation? The Coordinator of CTRP in Kosovo elaborated that while SC knew the value of child participation, they had now illustrated its value and thus had an evidence base. The public, partner organisations and other important stakeholders could now see the benefit of child participation. By consulting with children and respecting their view,

⁵ Save the Children, Children Speak Out: Risk and Resiliency in South East Europe, Regional Report 2007

⁶ Ginzburg, O, 2004 Evaluation of Save the Children's Anti-Trafficking Programme in South East Europe, Final Report

⁷ Dottridge, M, 2006 Action to Prevent Child Trafficking in SEE: A Preliminary Assessment, TdH & UNICEF

⁸ The UN Administered Province of Kosovo declared independence recently. It has not been recognized by enough states yet to be declared a new State. For the purpose of the evaluation, hereinafter the consultant will use the name Kosovo, and refer to Kosovo as an 'entity' without implying any political position and remaining neutral

⁹ Interview with Iliriana Vorfaj, CTRP Coordinator SC Kosovo

the child is seen as a right's holder and not as property. A focus on child participation entails a focus on child rights in general. Coordinators stated that they learnt an awful lot from the actual process of the research.

Looking at the area of resiliency was also brave and pioneering. Ever since the drafting of the CRC almost two decades ago, focus has been on the vulnerability of children and their specificity. Examining children's resiliency as well as their agency, I argue, illustrates the pioneering work of CTRP in SEE.

The printing of a child-friendly version of the research, based on consultation with children as to content, design and dissemination is an example of best practice in child-centredness.

The indicators designed to measure the research stated that three key risks and three key resiliency factors would be identified. Instead the results showed a more complex interplay. It shows the complex relationship between the macro (socio-economic, cultural, political) interpersonal (relationships with parents, caregivers, peers, community, state and non state-actors) and individual level factors (self-esteem, levels of trust, level of choices).

It 'hinders casual claims about risk and trafficking and makes it challenging to identify specific children who are at risk'¹⁰ Does this mean that the objective was not met? On the contrary, complex findings illustrate a complex interplay and thus ensure future interventions will not make general assumptions about risk as other interventions have done. An example of such is the past focus on Roma, simply in their capacity as Roma, rather than a focus on Roma children who also show other risk signs. Coordinators agreed that many lessons in prevention have been learnt as a result of the research. A concrete example is the following.

Case Study

Phase I of the CTRP focused widely on awareness raising, especially in schools. In Montenegro, total geographic coverage was achieved with almost all schools in the country participating. The research raised the question about those children not in schools. This list includes street children, IDP and refugee children, children in institutions, and ethnic minority children who may leave school early due to discrimination. They stated that they have no access to information. The lesson learnt was not to run huge prevention campaigns but to focus on target groups instead. The scary message of the boogy-man in prevention campaigns where 'all children are at risk' was discredited by children. Children repeatedly made the point 'don't just scare us'.

It is evident that instead of focusing only on scaring children, anti-trafficking messages and accompanying interventions should be based on children's

¹⁰ Save the Children, Children Speak Out: Risk and Resiliency in South East Europe, Regional Report 2007 p12

perception, enhance children's strengths, develop their decision-making skills and thereby help them to develop survival strategies in situations that might increase the risk of trafficking. Consultation should happen at all stages of anti-trafficking interventions, including design, implementation and monitoring phases.¹¹

While some of these pearls of wisdom from the children may seem obvious, now it is hindsight and the research which has taught us such.

Case Study

CTRP is now aware of the value in consulting with children in awareness raising campaigns. In Kosovo, SC and their partner NGO Kosovo Youth Council recently did an awareness campaign. The initial idea was to print and disseminate flyers with the message. Children stated that flyers are never read and always thrown away and suggested to use a set of postcards which the child could keep and even pin to their wall, thus allowing the message to be read over and over. This is an excellent example of the merit of listening to children on matters that affect them. It highlights that child participation is not just a rights issue, but that it is also practical and increases the effectiveness of an objective or project.

Children felt strongly that they were not listened to and were powerless. An illustrative anecdote surfaced where children in an IDP camp were not consulted or taken into consideration when a bar was built on the only green area where the children played. Article 31 of the CRC states the child's right to play and leisure. Here is a notion of childhood and play and the child's sense of powerlessness when her/his right is denied. This can be juxtaposed against the notion, also, of the child as agent, where many children stated their wish to migrate and their wish to work and earn money.¹² Children are decision makers and not passive victims. Rarely are they plucked by traffickers from the street but make decisions to migrate or go with strangers. This 'choice' is often as a result of an absence of any other options or information whether about their basic rights or about safe migration or about services available to them.

One of the aims of the research was to define and build more effective anti-trafficking responses. The concept paper for a possible Phase III includes focused interventions based on research findings. An example is to share information about safe-migration with children in the youth centres and drop in centres. Likewise as the peer group emerges in the research as the strongest influence on children, any Phase III will continue to use peer-to-peer work and child-led activities.

¹¹Save the Children, Children Speak Out: Risk and Resiliency in South East Europe, Regional Report 2007 p196

¹² The debate in ILO-IPEC literature on child labour has more recently focused on how a complete ban on children working sees families fall into poverty as the child's income contributes to the household income. Interventions must take this into account as well as the fact that often children take pride in the fact that they work. The research illustrated that many children in the region recognize the value of education but the economic situation of their family does not make this a real or viable option.

The research was launched in September 2007 in the European Parliament in Brussels. Securing such a high-profile launch was a huge feat. CTRP coordinators attended the launch. The consultant feels it was a shame children were not invited to attend the launch too! In Kosovo, children attended the launch and presented the findings to the high-profile attendees.¹³ This could also have been done at regional level in Brussels. After the launch there was a steady demand for the CTRP programme coordinator to attend international conferences and present findings. This is another indicator of the success of the research and thus the objective set at the start was achieved. The research as an output met the evaluation terms, being relevant, effective and having impact.

The reports highlight to the consultant that a strong child-protection system and general upholding and respect for children's rights may be the best long term intervention. If the research is framed in child-protection terms, there is much food for thought in both the regional and individual national reports. If we look at it through a tight trafficking lens, there is less new information, data or baseline information. The research is not truly representative as it interviewed very few actual trafficked children. The consultant believes this was a missed opportunity to include the voice of trafficked children where over 600 at-risk children were involved. A possible follow on from the research would be to interview more trafficked children in a possible Phase III and to look again at risk and resiliency from their life experiences.¹⁴ The consultant agrees that victim participation must not cause re-traumatisation, and does not make this recommendation casually. There are ethical issues to be considered but the consultant believes that there are ways to interview such children, drawing on international guidelines of best practice in interviewing children, governed by child protection and child rights principles where the best interests of the child will be the paramount consideration¹⁵.

Cross-cutting issues are addressed in the research, including *inter alia*, migration, child-protection, gender discrimination, violence and Roma discrimination. The consultant will briefly look at these issues in a later section of this report (see Cross Cutting Issues).

The regional research advisor, Zosa De Sas Kropiwnicki, must be commended for her work in collating all the data. The regional report reads beautifully and has been very well received. It has even been translated into Spanish by SC Spain, which is testament to the quality of the work and can be used as an indicator by this consultant in terms of quality and impact.

Regretfully however the regional country reports were not all of the same high quality. The consultant received a hard copy of each report but did not read each and every report due to time constraints. There are some comments to be made based on those the consultant read and others she browsed.

Case Study

¹³ Interview with Iliriana Vorfaj, CTRP Coordinator SC Kosovo

¹⁴ In discussion with Veslemoy Naerland, Programme Director SC Albania

¹⁵ See Guidelines on the Protection of Child Victims of Trafficking UNICEF 2006

The Serbia report is very well written, and of a high quality. It could however be deemed to be too academic. This is a problem with much NGO literature, which if too academic will end up sitting on a shelf, and not be widely disseminated - thus not serving its purpose. The Serbia report focused on street children and gave us an intriguing glimpse into a day in the life. However in terms of evaluation focusing only on one at-risk group, namely street children, it did not meet the objective set at the start. It was stated that the 'research seems unfinished' both in its narrow focus and lack of a clear executive summary or list of recommendations.¹⁶

Print errors and an eye-sore layout sadly distracted the consultant from the content of some of the other report. While all the reports had the same standard cover and title, a standard font size and content layout and design should have also been used by all. This would have made them easier to read, thus meeting the objective of being not only disseminated but read by stakeholders and decision makers.

The Serbia child-friendly report, which the consultant only saw in draft format, is an excellent example. The design and layout is wonderful with photographic images of street children pixilated or manipulated to assure anonymity. Comic book style text bubbles are used to make it an easy read.

Likewise the Kosovo version includes a page for children to fill in their name, as well as a section on their favorite animal, colour, music, food and their wishes. Children regularly personalise their books and belongings and so this is also an excellent example of a child-friendly and participatory approach to design.

The consultant observed that coordinators shared draft copies of their child-friendly versions with each other at the final regional meeting of Phase II held in Tirana. This was an illustration of regional cooperation and enthusiasm for the exercise of creating a child-friendly version.

The Bulgarian child-friendly version targeted for children over twelve was, in the consultant's opinion, a poor example. The layout is colourless and imageless. The consultant believes the cover drawing focusing on sexual exploitation reinforces the negative stereotypes of victims of trafficking which abound. The consultant appreciates that a child, in fact, drew the image but does not see the justification in choosing it as the winning image for use on the cover. It does not reflect the ethos of Save the Children and is gender biased. The consultant believes SC should only endorse (allowing their logo be used) publications and organizations which follow the same ethics and key principles of SC. In Romania, SC took issue with one of the lead researchers when it became apparent that the researcher was very prejudiced against Roma, where non-discrimination is a key principle of SC.¹⁷

¹⁶ Interview with Masa Avramovic, CTRP Coordinator SC Serbia

¹⁷ Interview with Gina Badiu, CTRP Coordinator SC Romania (Salvati Copii)

The Bulgarian adult version of the report was not child-centred enough and perhaps also too academic. The consultant questions if this is due to the fact that Bulgaria is the one country in the programme without a SC country team. The mission statement or main principles of the Bulgarian partners refer to democracy, and human rights education but have no mention of child-rights specifically. The consultant recognises that the content was professional and recognises the hard work which went into writing the report.

In doing a cost analysis of the research an example of bad practice must be pointed out. All equipment for the research, from dictaphones to data-input programmes and a computer for data input were purchased in Norway. The equipment was then shipped to Albania and brought through customs by staff where fines had to be paid. It is likely that most of the equipment was available in Tirana or at least in neighbouring programme countries. In evaluation terms in development work, buying materials locally is always advocated.

Translation of all the data was very time consuming and costly. Though it was vital to have the regional copy in English, it was perhaps not necessary at country levels. Of course language barriers in a programme with such geographic coverage would not have allowed any alternative, where country-level data has to be fed into the regional report in English. Regional reports are time consuming and any cost analysis must look at time and efforts invested. The research went over time considerably, thus hampering activities in year three. The human, physical and financial resources invested included the aforementioned materials, translators, field researchers, data-input assistants and a regional research advisor. The cost of the research was approximately €130,000, excluding the research advisor's salary and some other staff costs.¹⁸ This amounts to about 5-7% of total programme costs which the consultant thinks is reasonable for the outputs achieved, namely a regional report, seven national reports, and seven child-friendly reports.

The research illustrates the need for a follow on Phase III of the programme. Targeted interventions based on findings and an advocacy strategy was hampered in year three due to the late completion and launch of the reports. A Phase III should revisit the research when creating a log-frame.

The regional researcher stated that the programme evaluation and the research should complement each other. Key findings and concepts arising from the research have helped the consultant form recommendations for a possible continuation of the programme

¹⁸ E-mail correspondence with Anila Meco, Finance Coordinator SC Albania

Recommendations

Follow-up research should be conducted with a larger sample group of trafficked children to identify risk and resiliency factors in their experience.

A Phase III of the CTRP should be funded to allow the full benefit of the research be realized.

All documents published by SC/CTRP should be checked to ensure they are gender sensitive, child-centred and non-discriminatory

Sub-objective 1.2 dealt with direct provision of services to at risk children and training of professionals, namely,

To establish and support community and municipal-based mechanisms and train professional service providers to reduce the risk of trafficking of children and reduce behaviour which leads to higher risk of trafficking among children and families

Direct work with at-risk children to prevent trafficking forms a key part of the CTRP programme across the region. Youth centres and child-led peer-to-peer activities are supported by CTRP in five countries. In Albania the child-led centres have been evaluated and handed over to the municipalities. A handbook on how to run such child-led peer-to-peer centres/clubs has also been written and disseminated, so that the model can be replicated elsewhere. This is an example of best practice, where sustainability has been achieved.

In cost-analysis terms, child-led centers illustrate a value for money intervention, especially when the centre is rent-free from the municipality /church or some other donor. Peer-to-peer training, education, awareness raising, information sharing, recreational activities and life-skills are some of the activities possible in such centres.

Non-formal basic education activities were run in year one and two for Roma children in Albania to assist reintegration into formal education. SC Albania sees education as their strength/niche and believe functional literacy is relevant in reducing risk. The impact of functional literacy has not been monitored however, while the results would be very interesting for future programme planning. Life-skills education is taught to children in institutions and in refugee camps in some countries and a drop- in centre has opened for street children in Serbia.

Outreach work is a key part of preventative work and is possibly not done enough. The Serbia research report had one outreach worker quoted as saying, ‘As I get it, most of this team have never been in a manhole and don’t know the situation there’¹⁹ The issue was raised also in relation to identification (see section on identification) and the research found that street children and hard to reach children do not trust NGOs anymore than

¹⁹ Many street children in SEE live down manholes in the sewers and pipe systems which run under the cities.

they trust State actors. Most literature on trafficking discusses the clandestine nature of trafficking, the difficulty in finding and identifying victims or at-risk children. Surely, there is a need therefore for more outreach work to build trust with children. Where budget resources do not allow such, volunteers should be considered. They should receive child-protection training and be vetted.

Community-based child-protection networks (CCPN) have been established in three of the programme countries. The concept of community child-protection networks has been long advocated in anti-trafficking interventions. It must be noted however that such interventions are often in developing countries and often in village settings. What works in a village in South East Asia or in Africa can not be translated to a city like Bucharest or Tirana.²⁰ What is clear is that state child -protection systems are still in their infancy in the region and states have not yet implemented National Referral Mechanisms (see section on identification). With such gaps, mobilising communities and building constituencies to work on child-protection issues in their environs is important.

Issues around confidentiality and shared data information about children arise in relation to such networks. It was not unusual until recently for the media in SEE to identify victims of trafficking, sometimes giving details such as name and address and photographing the victim. There has been much training for media by CTRP and other actors in the region, and guidelines developed, but the issue of confidentiality is still a concern in SEE. In Romania the national anti-trafficking agency wants to create a data-base using names of trafficked children and their social security personal number.²¹ Breach of confidentiality is not only a breach of a child's right but in the context of trafficking and its link to organised crime, it can also put a child and her/his family in danger and violates the principle of Do no Harm, central to SC child protection work. Veslemoy Naerland, the Country Director in SC Albania, circulated a memo to CTRP relaying concerns in relation to CCPNs. She is a child-protection expert and an asset to the CTRP programme to ensure that all anti-trafficking prevention interventions will adhere to highest standards and the Do no Harm principle. When Mary Robinson was UN High Commissioner for Human Rights she stated that anti-trafficking measures should not adversely affect human rights.²² This should be core to CTRP work.

Indicators for CCPNs included records of attendance at meetings. The consultant feels that such an indicator can not be used to evaluate the CTRP programme, where heavy work loads of social workers, police and other community members often see low numbers of attendance, especially in the SEE region where low wages dissuade people from taking on such extra work.

Interestingly Romania included priests in the network as they are community members with high standing in Romania and would be able to mediate with families where necessary. There are nine CCPNs in Romania allowing wide geographic coverage

²⁰ In conversation with Veslemoy Naerland, Programme Director, SC Albania

²¹ Interview with Gina Badiu, CTRP Coordinator SC Romania (Salvati Copii)

²² Dottridge, M, 2007 Collateral Damage: The Impact of Anti-Trafficking Measures on Human Rights Around the World, GAATW

including rural areas. The National Authority for Child Protection and the Anti-Trafficking Authority as well as local authorities are involved and this ensures sustainability. They are still running on an ad-hoc basis however and rules and guidelines of operation are needed.²³

Where CCPNs are not very successful, an assumptions column in the log-frame at project design stage should indicate possible reasons why, such as low civil society involvement in SEE region and should not reflect badly on the CTRP's intervention efforts. External influences can also affect such networks which are in essence voluntary. For example it was stated that Kosovo's recent declaration of independence saw security become a top issue again for some governments in the region, namely Serbia and Kosovo. Child protection will become a lower priority. Kosovo has two CCPNs and CTRP in Kosovo hired a consultant to design and oversee them. This may result in better attendance, minute taking of meetings, activities implemented, children's participation (these are the indicators listed to measure this activity). The consultant recommends the impact of this decision be measured to ascertain if a coordinator should be employed to manage the CCPNs elsewhere in the region.

The consultant sees the collaboration in Albania between UNICEF, TdH and SC to set up CCPNs as a best practice example of joint cooperation. Such coherence and connectedness meant each agency brought their own area of expertise to the table without overlap. Continued collaboration with the other main actors in the SEE is vital so as not to 'reinvent the wheel'

All seven countries/entities have delivered training to front-line professionals, such as police, social workers, the judiciary, health and education workers. In BiH a manual for professionals was published with an overview of the CRC and other child-rights instruments as well as an overview of child protection systems. Such a manual is vital in the area of trafficking where regularly people are not aware of their mandate. BiH explained that health workers, teachers, even hotel owners could come across victims but where mandatory reporting is not in place, nobody sees it as their role to assist.²⁴ This again highlights the need for National Referral Mechanisms, so that duty bearers are held responsible.

Recommendations

More outreach work should be considered to find trafficked and at risk children and to build their trust

Volunteers should be considered for outreach work. They should receive training on child protection and be vetted

²³ Interview with Gina Badiu, CTRP Coordinator SC Romania (Salvati Copii)

²⁴ Interview with Aida Bekic CTRP Coordinator SC BiH

Rules and guidelines should be developed for all CCPNs to ensure they adhere to the Do No Harm principle. Confidentiality must be assured for all trafficked children

Collaboration with other actors in the region should continue and be strengthened

Identification

Objective two focused on identification, and assistance to trafficked children namely:

2. To increase the number of trafficked children who are being identified, removed to safety, provided with appropriate services and returned to their place of origin or place of final safety
- 2.1 To gain knowledge of existing mechanisms of identification, referral and support and their functioning allowing equitable and effectively targeted practice

Sub-objective 2.1 was realised in years 1 and 2 of the programme, where all countries/entities did a mapping of the national referral mechanism, measured against child rights standards. This was an important and relevant activity. The indicator for this activity was that gaps in existing mechanisms for identification, referral and support would be identified.

The SC/SCEP Position Paper on Preventing and Responding to Trafficking of Children in Europe which the CTRP assisted to draft 'promotes the establishment of National Referral Mechanisms²⁵ that involve relevant actors, promotes dialogue and provides support for capacity building'²⁶

In terms of this evaluation it can be stated that the objective was achieved. In measuring the quality of the outcome and its impact there are some concrete examples. Bulgaria brought their findings to meetings of the inter-ministerial group on trafficking. The SC member of staff in BiH seconded to the Office of the State Coordinator²⁷ fed the information into the drafting of the new National Plan of Action for BiH. Some of the information gleaned from the mapping was fed into training of professionals across the region.²⁸ This was vital as training of professionals must include identity of victims, especially internally trafficked victims who are often not identified. SC Albania was involved in drafting laws for the implementation of a National Referral Mechanism²⁹ to ensure a child focus.³⁰

²⁵ OSCE/ODIHR National Referral Mechanisms: Joining Efforts to Protect the Rights of Trafficked Persons: A Practical Handbook 2004

²⁶ SC/SCEP Position Paper on Prevention and Responding to Trafficking of Children in Europe p15

²⁷ Office of the State Coordinator for Combating Trafficking in Human Beings and Illegal Immigration BiH

²⁸ E-mail correspondence with Maria Antonia Di Maio, CTRP Regional Programme Coordinator

²⁹ A National Referral Mechanism is a 'co-operative frame-work through which state actors fulfill their obligations to protect and promote the human rights of trafficked persons

These examples all demonstrate the quality of this output. They also demonstrate the relevance and effectiveness of the intervention.

This activity was also intended to feed into advocacy work and especially at regional level. An illustrative example of such is the SC submission to the European Commission on the issue of national coordinating mechanisms.³¹ The consultant however believes the possibilities were not fully exploited. It was stated that the activity, which took two years for all the countries to complete, ‘could have been planned more consistently within the programme’³² As year three of the programme focused on the regional research results, the information gleaned from the mapping exercise was possibly overlooked - a lost opportunity. The intervention evaluated therefore in terms of efficiency shows that the opportunities were not optimally exploited.

In discussion with CTRP coordinators issues surfaced in relation to problems of identification. An example of such is where victims who return voluntarily from destination countries are housed in IOM shelters in some countries. Those who are deported by States are not entitled to such services. This is a perplexing scenario. Just as any assistance to victims in destination countries is often tied to their compliance to testify against a trafficker, it seems services once back home are also often tied to their having complied with migration laws. Though the best interest of the child should be the paramount principle and immigration concerns should be secondary, States continue to detain and deport child victims. SC Albania’s involvement in the bilateral agreement between Greece and Albania on the repatriation trafficked children is an example of best practice of bringing knowledge of gaps into policy and law.

In another example, family members often meet a child at the border, as a child’s family must be contacted before repatriation. When the family meets the child the authorities are no longer involved. This can be risky where the family may have been complicit in the trafficking of the child, or where a family will shun the child due to stigmatization and shame.

In Romania 83 trafficked children received care by SC but the number of actual victims was much higher.³³ Only those whom the police referred received services. It was stated that in relation to identification, it is expected by many that victims will ‘fall from the sky’.³⁴ A follow-on suggestion was made to the consultant that there should be more outreach work to find victims (outreach, hotlines and drop-in centres are the main

³⁰ Interview with Anduena Shkurti CTRP Coordinator SC Albania

³¹ Save the Children, Submission on Key Components of EU Recommendations to Enhance National Coordinating Mechanisms for Early Identification, Assistance and Protection of the Rights of Victims of Trafficking, June 2007

³² E-mail correspondence with Maria Antonia Di Maio, Regional Programme Coordinator

³³ Statistics on victims are problematic. In Romania the border police identified 200 victims in 2004 in total while the General Directorate for Combating Organised Crime put the figure at 2093 victims in 2005, where 324 were minors.

³⁴ Interview with Gina Badiu CTRP Coordinator, SC Romania (Salvati Copii)

interventions used to reach victims). This is an example of a concrete possible future intervention based on gaps identified.

These aforementioned examples of problems in identification as well as the findings from the mapping should have formed the basis of an advocacy strategy to pressure states to implement National Referral Mechanisms.

Early drafts of Phase II of the programme included an objective, ‘to reduce the severity and duration of the exploitation of trafficked children’ This objective which would require identifying children during the exploitation period never made it to the final draft despite its good intention as it is clearly a near impossible intervention. It is however an issue which should be debated further though not within the scope of this evaluation.

Recommendations

Any Phase III should use the findings of the regional mapping to advocate for the establishment and/or implementation of National Referral Mechanisms in all countries/entities

The SC/SCEP Position Paper should be disseminated widely in the region and in European destination countries too.

Sub-objective two focused on information and basic services, namely:

- 2.2 To enable trafficked children to have access to information and be provided with basic services

Services have been provided to children in most of the programme countries. Services include shelter, material assistance, medical assistance, psycho-social and legal assistance. In the case of BiH, CTRP pay the salary of a nurse employed by the local partner NGO Medica Zenica, who run a shelter for victims of trafficking. In Montenegro staff in the shelter and staff of the hotline run by partner NGO Montegerin Women’s Lobby have received training. In Bulgaria there are two resource centres and a crisis centre in Sofia which recently furnished a child-friendly room; in Romania there are two counseling centres. Training and capacity building of staff in shelters and of hot-line staff have seen services become more child-friendly. A case study of the Serbian NGO ASTRA³⁵ reveals the success of CTRP interventions.

Case Study

Before CTRP intervention, Serbia had no focus on child victims. ASTRA is now considered a child-friendly organization which the CTRP can take credit for.³⁶ Since

³⁵ ASTRA is a Serbian NGO working to eliminate trafficking in human beings www.astra.org.yu

³⁶ E-mail correspondence with Masa Avramovic CTRP Coordinator SC Serbia and Olivera Otasevic Coordinator Astra SOS Hotline Serbia

2004 half of ASTRA's clients are children. ASTRA's services include medical, legal and psychological assistance which CTRP helps fund. ASTRA also opened a daily centre with a child-friendly room. The daily centre is used by trafficked children, children at risk of trafficking and the children of women who are victims of trafficking. Since it opened, the numbers of children visiting the day centre has grown significantly.

ASTRA staff and volunteers received training on child rights and the CRC and its main principles. CTRP also assisted ASTRA with their strategic planning ensuring that a child centred approach would remain integral to the strategy and service provision. ASTRA also received training on M&E and now use indicators to monitor the security, health, family situation, legal situation and employment or return to education of victims. ASTRA staff also visited CTRP partners in Bulgaria to see their day centre. This exchange visit was very appreciated by ASTRA and contacts have been kept up since, where Bulgaria partners attended an ASTRA-organised round table in Serbia. The CTRP funds allocated to ASTRA have resulted in many outputs and a basic cost analysis would indicate efficiency.

Increase in children who received services at ASTRA

January-March 2006	8
April-June 2006	9
July-September 2006	8
October-December 2006	13
January-March 2007	14
April-June 2007	15
July-September 2007	10
October-December 2007	18

Increase in monthly calls to Hotline made by children

May 2005	21
May 2006	31
May 2007	44

Increase in children visiting daily centre

January 2007	5
December 2007	71

CTRP funds received by ASTRA

Year 1	€ 8,556
Year 2	€ 17,166
Year 3	€ 20,838

It is not easy to evaluate this intervention. The indicator chosen was children's estimation of the services they received. Bulgaria pointed out that this proved difficult as children tended to state what they thought would 'please' the interviewer. There are imaginative ways to get feedback from children and they should be explored. It is imperative to get their feedback to create appropriate services.

Children should unquestionably have access to information in language they can understand. Montenegro did a child-friendly version of the UN Study on Violence (albeit with SC core funding and not CTRP) as well as a child-friendly version of child protection policy. Montenegro published a child friendly version of the legal rights of victims.

Since many children receive their information from internet these days, information on the rights of child victims and on children's rights more generally as well as information on services should be available on line. In Bulgaria CTRP partners are leading this in their piloting of an e-mail service for children. Lessons learnt from this initiative should be shared with the rest of the region.

The consultant believes that the appointment of a guardian for trafficked children to act in their best interests should be advocated for across the region. The appointment of a guardian would be a safeguard to ensure the well being of the child and ensure the child receives basic services from the relevant authorities. The guardian would work to find a durable solution for long-term care and reintegration following a best interest determination.³⁷ Both the SC/SCEP and UNICEF³⁸ advocate a guardian and so it would seem that CTRP should also be advocating and lobbying for same, possibly to be integrated into the government National Plans of Action of each country/entity. This would ensure sustainability of this objective. Also, as many of the countries in the region will become future destination countries, the appointment of guardians would help in planning for this inevitability.³⁹

Recommendations

The appointment of guardians for trafficked children should be advocated for across the region

Child-friendly information on children's right and services available to them should be made available to them on the internet

Reintegration

Objective three focused on reintegration, namely

3. To increase number of previously trafficked boys and girls who have been successfully reintegrated.

³⁷ Guardian ad litem are also advocated for separated children, who can sometimes also be trafficked children. See article by Heilean Rosenstock-Armie www.irishrefugeecouncil.ie/press06/separated_children.html

³⁸ UNICEF Guidelines on the Protection of Child Victims of Trafficking 2006

³⁹ The Czech Republic is an example in kind, where it was primarily a country of origin in the early 1990s and during its early transition years, while today it is a country of destination for victims of trafficking

Interestingly even at project-design stage, the objective of reintegration was problematic. No activity was found to implement the first sub-objective namely,

3.1 To define successful, equitable and non-discriminatory approaches for reintegration interventions

This sub-objective therefore remained blank and there are no outputs to measure as a result. The consultant believes that perhaps such an objective was not possible prior to experience learnt through direct work in the area of reintegration. This should not have been an objective in the log frame therefore and perhaps should have been listed as a possible outcome after intervention. Now at the end of Phase II of the programme, it should be possible from lessons learnt to define successful interventions for reintegration. The consultant recommends such an exercise be undertaken.

The second sub-objective entailed direct intervention, namely

3.2 To provide boys and girls who have been trafficked with psycho-social support which allows them to avoid re-trafficking and successfully reintegrate into social and family life

Direct reintegration activities are implemented in Romania and Bulgaria. BiH, Serbia and Montenegro work less directly through capacity building of shelter staff. Intervention in Romania consists of psychosocial support to victims of trafficking in two SC counseling centres in Bucharest and Iasi respectively, two geographic locations from where many victims originate. Such support includes material, legal and medical assistance and psychological support.

In Bulgaria the implementing partners liaise on behalf of victims of trafficking with relevant departments including the employment, health and social welfare departments. On a case-by-case basis psychological and legal assistance is also available.

Means of verification chosen to measure indicators of the quality of the interventions included case records and interviews with children which would be triangulated with an assessment by the child's counselor. As long term re-integration is not measured, it is hard to measure impact and thus effectiveness of interventions. Short term reintegration indicators include the child's re-entry to school, playing or having friends and being emotionally settled at home. Romania very interestingly noted that the very act of monitoring children for the minimum six month period to measure the indicators, contributed to the child's reintegration.⁴⁰

Both Romania and Bulgaria included procurement of documents and identity papers as an activity, which was costly and time consuming. In evaluation terms this is an example of inefficiency yet it is an important gap which needs to be filled. Duty bearers should not be left off the hook however. Children with no identity cards or birth-certificates is a serious child-protection concern and governments should be obliged to

⁴⁰ E-mail correspondence with Gina Badiu, CTRP Coordinator SC Romania (Salvati Copii)

assist child victims in procuring documents quickly and free of charge. In BiH it was noted that as Bosnia is decentralized and divided into 10 autonomous cantons⁴¹ the issue of identity papers is all the more serious where one's access to social services is problematic if one moves a few miles from one canton to another.⁴² This is an area where CTRP should advocate for change, holding states accountable under their obligations as signatories to the CRC.

In Bulgaria, it was noted that shelters are in rural areas. This is counterproductive if the aim is reintegration, where the rural location will lead to isolation. This same argument was made regularly in relation to Bulgaria, Romania and other country's institutions for children without parental care, where rural locations exacerbated isolation. Reintegration with family was often restricted as children lost touch with family in the cities. Staff recruitment of the professionals needed is also difficult in rural locations, especially when compounded by poor salaries resulting in high staff turn over. Hiding trafficked children in rural centres increases their stigmatisation.

Bulgaria noted that they tried to update referral data bases, so that referral could be made to the relevant social service for reintegration. The problem, of course, is that as such social services are still weak in SEE, reintegration efforts will fail.

In Romania the transit centres for trafficked children are in line with the National Plan of Action and are now run by the National Authority for Child Protection, after initial set up and training by Save the Children. While this would seem, on the surface, like a great feat and shows a level of future sustainability, there is much room for improvement in reality.

The service is described as a "shallow service"⁴³ where the child can only remain 30 days and then is referred on, often to an institution. Romania's inadequate child-protection system was well documented in the 1990s in the world's media and caused outrage. De-institutionalisation has been a key aim in Romania ever since. The decision to send trafficked children to institutions, therefore, is all the more perplexing.

In Bosnia and Herzegovina, a case study revealed that a child victim was returned from a shelter to the institution she grew up in and soon went missing. Follow up revealed that six other girls from the institution had been trafficked.⁴⁴ Though the consultant accepts that Save the Children has a limited mandate in child protection and that the state services are the duty bearers responsible for reintegration and follow up, it seems that the paramount principle of Do No Harm and the principle of the best interests of the child⁴⁵ have not been adhered to by state institutions in such decisions. Where Save the Children has no mandate, they should advocate for those who are responsible to ensure that

⁴¹ Bosnia and Herzegovina was divided into autonomous cantons along ethnic lines by the Washington Agreement 1994 and consolidated by the Dayton Agreement 1995

⁴² Interview with Aida Bekic CTRP Coordinator SC BiH

⁴³ Interview with Gina Badiu CTRP Coordinator Save the Children Romania (Salvati Copii)

⁴⁴ Save the Children SEE CTRP Bosnia and Herzegovina Annual Report, April 2007

⁴⁵ Article 3 CRC

reintegration is comprehensive and effectively monitored and that the child's best interest is paramount in all decisions. Duty bearers must deliver sustainable long-term integration programmes.

While family reunification⁴⁶ is usually in the best interests of the child, a family assessment should be a prerequisite and the child's wishes should also be taken into consideration in any reintegration plan.⁴⁷ Sometimes victims do not want to return home as they fear ostracisation and stigmatisation and/or risk to their safety from traffickers. There is little alternative for them. Shelters are also not always a choice for them. The research national report in Kosovo included an illustrative anecdote of a victim of trafficking who recounted how she had an opportunity to escape her traffickers but did not, as she knew she would end up in a shelter, where during her previous trafficking experience, she befriended a woman who later re-trafficked her.⁴⁸ Long-term reintegration for such children who can not return home should include foster care as an alternative to institutions.

Reintegration efforts, where they exist, focus mainly on girls exploited for sexual exploitation. Such children are often identified easier. There is less for boys who suffer the same fate, nor is there much for victims of other exploitation, such as labour exploitation despite calls from many to 'increase the attention paid to other forms of forced labour or services and slavery-liked practices that result in the exploitation of trafficked children'⁴⁹ It is stated that the CTRP programme has also tended to focus more on trafficking for sexual exploitation. It is argued that donors focused funding for this area and that subsequently programmes and projects corresponded.⁵⁰ Contrary to this argument the counseling shelters in Romania demonstrate best practice where boys and girls have been assisted as well as a high proportion of internally trafficked children.⁵¹

The Concept Paper for an extension of the CTRP programme drops reintegration as a key stated objective. The consultant is concerned that without meaningful reintegration, victims of trafficking will be re-trafficked or will become victims of other forms of violence and abuse. It is increasingly acknowledged that an alarmingly high rate of victims are re-trafficked. This figure can be as high as 30% of victims in some countries in the region and can be due to limited reintegration programmes.⁵² It is argued that child victims of trafficking warrant special consideration in reintegration programmes because, 'suffering trauma at early developmental stages may have greater consequences for a child's long-term development, healing and reintegration'⁵³. A holistic approach sees reintegration as a key element of the trafficking cycle. Ginzburg, in a 2004 evaluation of

⁴⁶ Article 9 CRC

⁴⁷ Article 12 CRC

⁴⁸ Save the Children, Children Speak Out: Trafficking Risk and Resiliency in SEE: Kosovo Report p83

⁴⁹ SCEP/SC Position Paper on Preventing and Responding to Trafficking of Children in Europe p8

⁵⁰ In conversation with Veslemoy Naerland Programme Director SC Albania

⁵¹ Service provision and reintegration for internal victims have been problematic in other countries due to the fact that such victims do not meet the 'Palermo' definition of a victim.

⁵² Surtees, R 2005 Second Annual Report on Victims of Trafficking in South East Europe, IOM

⁵³ Wolfensohn, G, 2004 Responding to Child Trafficking: An Introductory Handbook to Child-Rights Based Interventions Drawn From Save the Children's Experience in SEE, Save the Children CTRP

the CTRP, summarised this holistic approach as, ‘from community to exploitation to reintegration’⁵⁴

Reintegration work also helps glean more information about the phenomenon of trafficking. It is in working with victims at reintegration stage and not at the prevention stage that the individual profiles of victims can be discovered. At reintegration stage trafficked children may be more able to recount their experience, which is crucial for learning. Such lessons learnt can be used in advocacy work. Romania has used case studies of successful reintegration in their advocacy work⁵⁵. This is another compelling reason to focus on reintegration and justify its relevance for the programme. Of course the paramount priority is respecting the child’s right to privacy, confidentiality, dignity and safety.

At the regional workshop for the CTRP in Budva in 2005 the issue of reintegration was debated. The idea of an assessment of regional reintegration systems was mooted. A research concept of interviewing returnees was suggested to look at long-term supports, reintegration and child-protection mechanisms. Regretfully, this never materialised. It highlights, however, that the issue of reintegration as a central and relevant component of anti-trafficking interventions is recognised by the CTRP. Evaluation terms include assessing the relevance of an intervention. The consultant believes that reintegration is a relevant and vital component.

Recommendations

Reintegration should remain a key component of any Phase III

Best practice and lessons learnt thus far should be documented and disseminated

Phase III should have long-term reintegration as a principle advocacy message and should lobby against the return of children to institutions. Foster care as a long-term alternative should be considered.

Little advocacy was done in Phase II for reasons discussed in this report (see advocacy section). Advocacy in relation to reintegration, namely sub-objective 3.3, was minimal but none the less of note.

3.3 To advocate for successful approaches to reintegration interventions

In Romania SC is part of the sub-group on reintegration of victims of trafficking within the inter-ministerial group on trafficking and in Bulgaria, SC partners participate in

⁵⁴ Ginzburg, O, 2004 Evaluation of Save the Children’s Anti-Trafficking Programme in South East Europe

⁵⁵ E-mail correspondence with Gina Badiu, CTRP Coordinator SC Romania (Salvati Copii)

various working groups on trafficking and reintegration. The consultant believes that that future intervention in the area of reintegration must focus more on advocacy (see advocacy section).

Summary of activities across the region

Albania	Bosnia	Bulgaria	Kosovo	Montenegro	Romania	Serbia
Research	Research	Research	Research	Research	Research	Research
Child Led Peer to Peer Youth Centres + Handbook on Running Child Led Centres	Direct work in shelter	Youth Centres	Peer to peer training with Kosovo Youth Council	Direct work in refugee camp and with children in institutions	Direct work in 2 counseling shelters	Direct work in day centre and to Astra Hotline
Child Protection Networks + Child Protection worker salary paid in Department of Social Welfare	Work with State Office-CTRP staff seconded	Direct work in Crisis centre shelter and resource centres	Child Protection Network	Training of professionals including shelter and hotline staff	Child Protection Networks	Training of professionals
Advocacy with Coalition on Child Trafficking	Training of professionals+ Manual for professionals	Training of professions	Training of professionals	Child Protection Training + Child Friendly Version of Child Protection Guidelines	Training of Professionals	Outreach work with street children and drop in centre for street children
Centre for reintegration (Y1+Y2)		Training of school children peer to peer	Part of Inter Ministerial working group	Awareness raising	Awareness raising in schools	Child Protection Training

Regional dimension

The terms of reference for this evaluation specified that particular focus should be placed on achievements under the ‘regional dimension’ of the programme.⁵⁶ An evaluation of Phase I of the CTRP recommended strengthening the regional aspects of the programme and stated that Phase II would have to consider the extent to which a regional strategy is needed.⁵⁷ The consultant will therefore examine the ‘added value’ of such a regional strategy and cooperation as per objective four of the programme aims namely,

4. To strengthen national capacity to deliver more effective interventions to protect the rights of children trafficked and at risk of being trafficked within the programme areas

The ToR state that the evaluator should look at the achievements under objective four including

- (a) Regional information exchange
- (b) Development of regional policies
- (c) Design and application of the impact monitoring system
- (d) Capacity building of programme teams

The consultant adds an extra area, not within the ToR to look at, namely regional advocacy. The consultant will also examine the programme planning, which is related to the application of the impact monitoring system, though also not in the ToR.

(a) Regional information exchange

The need for a regional information officer was stated at the end of Phase I. Initially this person was to be part time but the information officer recruited after a long delay works full time based in Albania. The exchange of information via the information officer included the CTRP bi-monthly newsletter and weekly e-mail bulletins of news in relation to the broad issue of trafficking. The regional meeting in Sarajevo in November 2007 debated what added value the information exchange brought to the programme. While acknowledging the professionalism and hard work of the information officer some criticisms must be made.

Romania is the only country/entity which posted the newsletter on their web-site. A newsletter should also serve to illustrate work and advocacy messages externally. The consultant feels that an internal newsletter is not a priority. Human resources are scarce in the programme and it is certain that a needs analysis would identify more relevant activities. One coordinator commented, ‘I only read the newsletter once’ The information officer found it frustrating to chase coordinators for input for the newsletter while equally the coordinators found the exercise of sending information, which was then sent back in newsletter format a waste. The questionnaire for feedback on the newsletter

⁵⁶ See ToR in the appendices

⁵⁷ Asquith, S, 2004 CTRP in SEE, Final Report for the Oak Foundation and Save the Children

was regularly ignored because of the pressure of workload, though when it was filled in, it proved useful and changes were made to subsequent editions, illustrating the need to clarify more what the content and purpose of the newsletter should be. While the consultant sees the merit of newsletters as a form of information sharing, it is not an effective activity if it is not disseminated widely or read by many. The consultant recommends a change of format for content and a reduction to quarterly editions to ensure content is central to the programme and includes strong advocacy messages and case studies to disseminate to a wider audience including duty bearers.

It was stated that the Regional Programme Coordinator had an excellent overview of the issue of trafficking and in her position received much information on the topic from other actors in the region and contacts, whether new international guidelines, new research, project evaluations, details of meetings, trainings, events etc. She edited such information to elicit the relevant sections pertaining to child trafficking and passed it on to all the coordinators. It was stated that as such the information officer's bulletins were superfluous. Information overload can be counter-productive. The information officer has to have an in-depth knowledge of the issue to know what information is important and what is not. It is felt that the current information officer, though well experienced in the information technology area, is not entirely au-fait with the issues relevant to this programme nor with the ethos and principles of SC.⁵⁸

In his capacity as an IT expert, the information officer created a data base for incoming and outgoing e-mails. He posted the CTRP newsletter on the SC Alliance web-site and in a cost-saving activity he designed the layout, type-set template as well as the cover image for the regional report and national reports.⁵⁹ The consultant has remarked on the quality of the covers in relation to the research elsewhere in this report. The information officer also compiled and collated all CTRP publications, manuals, guidelines including those in English and in native languages and made a CD-ROM. This is an example of best practice where each coordinator will have all regional publications at their fingertips.

The consultant however believes that all staff should sing from the same hymn sheet and to be effective and efficient in relation to costs, an information officer should be an expert in the field of child rights/trafficking so that they can overlap as a spokesperson for the media and/or for awareness-raising events. Many other organizations include a communications/information officer as a combined role.⁶⁰ The current officer would need training for such a change to his job description or it may be necessary to re-recruit for any Phase III. This changed role would justify a full-time position where currently it is not justifiable in the consultant's opinion. In evaluation terms, it is not an effective intervention, nor is it currently relevant or a priority. A note of caution however - the strong management and communication skills of the Regional Programme Coordinator meant that coordinators felt that they received enough information, in a timely fashion. It

⁵⁸ Information gleaned from informal conversations and observation of Information Officer at the regional meeting in Tirana which the consultant attended

⁵⁹ Interview with Basnik Kadesha, CTRP Regional Information Officer

⁶⁰ This suggestion was in fact also made by the CTRP Regional Information Officer Basnik Kadesha in an interview with the consultant

can not be certain that a future coordinator will have the same skills, and therefore the need for an information officer may again be mooted as was at the end of Phase I.

Other examples of information exchange which did not go via the information officer include BiH borrowing Albanis's booklet on guidelines for journalists reporting on trafficking which they used in the media training they delivered. BiH, Serbia and Montenegro all met and sat together at workshops to discuss their research methodology and to brainstorm together. Language barriers do not always allow for information exchange though the above countries all have a common language. Many publications have been translated to English, however, and so sharing is made all the more easier. It was stated that the regional workshops often entail plenary sessions only and that more focus group discussions and imaginative workshop agendas would allow for more information exchange and discussions rather than the current ad-hoc chats over coffee breaks.

Information sharing with destination countries

A key attribute to trafficking, is that it transcends borders (though noting that internal trafficking is on the rise, but which Surtees (2005)⁶¹ claims often leads to international trafficking) It would seem imperative therefore for information exchange and networking between countries of origin, transit and destination. The Albania research report refers only to Greece as country of destination and place of exploitation, yet Greece is not part of the Programme. Ginzburg (2004) stated the need to focus on the time in exploitation as well as the before and after.⁶² While this objective was dropped in the final Phase II log-frame, it warrants some debate at least.

Early Phase II proposal drafts also planned to, 'maintain and enrich links with SC in Western European countries'⁶³ There was an intention to forge links with SC Italy but this did not come about. Expanding the network would meet sub-objective 4.1 namely,

- 4.1 To strengthen and expand the network of project partners to facilitate regional coordination and cooperation.

CTRP coordinators suggested destination countries they felt links should be made with including Greece, Italy, Germany and countries in Scandinavia. Other coordinators in the programme would more than likely add to this list. Romania would likely add Spain where most Romanians migrate too. The translation of the research to Spanish sees SC Spain able to read about the factors in the countries of origin to plan their interventions. It is a best practice example of cross-border information exchange. Such information sharing is vital in finding victims.

⁶¹ Surtees, R, 2005 Second Annual Report on Victims of Trafficking in SEE, IOM

⁶² Ginzburg, O, 2004 Evaluation of Save the Children's anti-trafficking Programme in SEE, Final Report

⁶³ Ginzburg, O, 2004 Evaluation of Save the Children's anti-trafficking Programme in SEE, Final Report p25

Dottridge (2006) gives an illustrative example of the need to share information with destination countries. In the case of Romania, five trafficked children were officially repatriated from Italy, based on border official statistics. This would illustrate that Italy is not a main destination country. However NGOs working at grass roots level doing outreach work in Italy state that the majority of children providing commercial sex in the cities come from Romania. Both Romania and Italy could learn much about interventions, both prevention interventions in Romania and reintegration interventions in Italy from closer cooperation and information exchange. Working on actual cases is most rewarding and would be an excellent outcome of programme interventions, whether a child rescued from traffickers, reunited successfully with family, reintegrated successfully in country of origin or destination. Networking, exchange of information and coordination could see such results.⁶⁴ Donors too should call for a link between country of origin and destination.

The concept paper for a Phase III states that the current geographical coverage may be reduced. The consultant believes this would be regretful. Though no countries are mentioned as possibly being dropped from the programme, the consultant notes that many donors have withdrawn from Romania and Bulgaria since they joined the EU in January 2007. The consultant believes it is too early for an exit or phase out of the CTRP in these countries. Both countries still have problems in relation to trafficking. Having legal migration choices due to EU accession does not end trafficking as a case study of Polish workers in the 2007 US State Department TIP report revealed.⁶⁵ It is noted that traffickers' methods have changed over time and that many victims travel with legal documents which makes identification all the more difficult.⁶⁶ Both Romania and Bulgaria have direct services for victims from which much information and lessons can be learnt. Finally, if a Phase III is to focus on migration, these countries must be included due to the huge level of migration affecting them. And finally both countries will be interesting case studies as they perhaps start to become destination countries for trafficked children from other parts of the world, as a result of their joining the EU. The consultant recommends that the current geographic coverage should not be reduced.

Recommendations

The newsletter should have more informing content and an advocacy message

The newsletter (if continued) should be disseminated to a wider audience

⁶⁴ In her personal capacity as separated children's officer for the Irish Refugee Council 2005-2007, the consultant worked with SCEP members in three concrete cases for family reunification across Europe. Though the consultant acknowledges that it may not be so easy in trafficking cases, there are opportunities for same.

⁶⁵ Two years after Poland joined the EU, announcements in local newspapers lured workers to Italy for seasonal jobs picking fruit and vegetables. They were promised an hourly wage of up to \$7.50, only after paying a finder's fee and travel costs. Once in Italy the reality was much different. Nearly 100 Polish workers were forced to live in barracks with no sanitation or running water, fed only bread and water and were paid just \$1.25 an hour. With these meager wages, they were unable to pay the room and board and were pushed into debt. Attempts to resist were met with severe beatings and torture.

⁶⁶ In conversation with Veslemoy Naerland, Programme Director SC Albania

The position of information officer should be adapted to a communications/information officer

Links with destination countries should be forged

The current geographic coverage should not be reduced

(b) Development of regional policies and regional advocacy

A best practice example of regional cooperation and the development of a regional policy is the SC/SCEP Position Paper on Preventing and Responding to Trafficking of Children in Europe.⁶⁷ SC/SCEP now has a working definition of child trafficking, which should be advocated by CTRP and included in any CTRP future literature. The definition is broader to include victims of internal trafficking, and it addresses the issue of coercion both of which were problematic in the UN Palermo definition. The position paper offers much opportunity to advocate at country level, regional level and EU level.

Likewise the submission paper to the EC to develop recommendations with the EU expert group on trafficking to enhance national coordinating mechanisms for early identification, assistance and protection of victims showed linkage with the Brussels office where policy change and changes in legislation can be best advocated.⁶⁸

‘The EU has to be accountable to its citizens-that includes its youngest’⁶⁹

Future policy development and advocacy work should be done with both SCEP and SC Alliance Brussels office. Representatives of both attended the aforementioned important Rome meeting in 2004, but links were not forged then for reasons stated above; those relationships have now been formed and should be consolidated. The Brussels office has a policy and advocacy officer for the area of asylum, migration and trafficking and CTRP should feed policy and advocacy messages to this officer and invite her to CTRP regional meetings where relevant to her advocacy work. Advocacy at EU level is possible in this period when some of the countries have signed partnership agreements with the EU and EU conditionality can now use the ‘carrot and stick’ to pressure these countries to improve child protection systems as a prerequisite for full membership as they did in case of Romania. Montenegro stated that an EU Commission delegation is now present in the country creating new EU advocacy opportunities.

⁶⁷ SC/SCEP 2007 Position Paper on Preventing and Responding to Trafficking of Children in Europe

⁶⁸ Save the Children Submission on Key Components of EU Recommendations to Enhance National Coordinating Mechanisms for Early Identification, Assistance and Protection of the Rights of Victims of Trafficking, June 2007

⁶⁹ Quote from children at the Euronet conference, cited in Ruxton, S, What About Us? Children’s Rights in the European Union - Next Steps, Euronet

Child protection policy and a code of conduct was also part of the programme. The SC UK policy was disseminated to all CTRP coordinators and partners. The consultant believes mandatory vetting of all staff and volunteers working with at-risk children should also be implemented, including with all partner organizations. The Do No Harm principle is central to CTRP work as unfortunately there have been too many cases of the abuse of children by the very people believed to be assisting them.

An advocacy strategy was not formed by CTRP because of late completion of the research. Any Phase III should work on a regional advocacy strategy at the start of the programme period. Advocacy work has become a key component of many NGOs in recent years. It should also be a central component of the CTRP programme. The consultant notes that activities should not be given lesser weight. In his evaluation report Ginzburg (2004) notes that, 'it is fundamental that the regional component be built on a concern for victims'.⁷⁰ This consultant agrees that direct work activities are a crucial component and should continue but agrees with the concept paper for a Phase III to consolidate, prioritise and reduce activities.

Regional advocacy was on an ad-hoc basis but none the less of note. Examples include the many talks the regional programme coordinator gave at international conferences after the launch of the regional research. These include speaking at the SC conferences on child trafficking in Madrid and Rome, speaking at the OSCE meeting on sexual exploitation in Vienna and speaking at the EU Portuguese presidency conference on trafficking in Porto. The regional programme coordinator also represents CTRP at the OSCE Alliance Against Trafficking in Persons as well as its expert co-ordination team. It was noted however that attendance at events should be prioritised in any Phase III, as it meant the programme coordinator was spread thin traveling so much.⁷¹

In an example of success of CTRP advocacy, the OSCE special representative and coordinator on combating trafficking in human beings used CTRP key messages in her speech at yet another conference, showing that CTRP has a strong standing among the experts. This regional advocacy can be continued and improved in a Phase III but it requires the recruitment of an expert with strong communication skills as well as expertise in the area of child protection/child rights and knowledge of the region. The consultant appreciates that this will not be an easy feat, and recommends that the recruitment search should start as soon as possible, or immediately after funds are secured for a Phase III.

The CTRP has stronger standing as a regional project rather than as individual national projects. The CTRP acronym is recognized in anti-trafficking circles and mentioned as a case study in literature on child trafficking. Likewise the SC logo is recognised world wide. This gives the CTRP much opportunity for advocacy and should be exploited. It also illustrates the 'added value' of being a regional programme. CTRP and SC have a

⁷⁰Ginzburg, O (2004) Evaluation of Save the Children's Anti-Trafficking Programme in South-east Europe: Final Report, Save the Children Norway p26

⁷¹ In conversation with Maria Antonia Di Maio, Regional Programme Coordinator

particular niche, as child-rights experts. Wolfensohn et al (2004) added two more elements particular to CTRP/SC work, namely evidence based approach (illustrated by the child participative research) and a holistic approach (offering a multifaceted approach to trafficking) The consultant believes the opportunities for advocacy were not maximized and recommends that advocacy become a core feature of any Phase III.

The CTRP programme was originally set up as part of the Stability Pact Task Force on Trafficking in Human Beings. From the start, therefore, it has not been an isolated programme but part of a region-wide initiative. The Stability Pact Task Force has been actively pressuring states to devise and implement National Action Plans to combat trafficking. All countries in the region have completed this task and it is an example of best practice that CTRP gave input in relation to child trafficking to varying degrees to all such action plans. In Kosovo, for example, SC/CTRP was the main actor chosen to design the National Action Plan. They also organized a conference on the issue.⁷²

As mentioned previously in this report, a CTRP staff member was seconded to the Office of the State Coordinator in BiH, again demonstrating an excellent opportunity for advocacy and BiH is now lobbying for the social inclusion of street children in their National Plan of Action.

Children have also been involved in advocacy. An illustrative example comes from Montenegro where children from CTRP and SC projects met with the Prime Minister and gave their list of demands regarding social inclusion and education for all children.⁷³

In Albania, CTRP is part of an alliance against child trafficking. Across the region CTRP coordinators take part in many working groups, inter-ministerial groups and inter agency groups assuring advocacy is part of everyday work.

It is through advocacy work that many of the consultant's recommendations could be pursued, whether advocating for a guardian ad-litem service, for social inclusion of Roma, for improved long term reintegration services, for governments to introduce child centred migration policies etc. The CTRP is in a strong position for such advocacy.

Recommendations

Vetting of all staff working with children should be mandatory

Joint advocacy with the SC Brussels office and SCEP should be developed further

A regional advocacy strategy should be developed and become a core feature of future work

(c) Design and application of the impact monitoring system

⁷² Interview with Iliriana Vorfaj, CTRP Coordinator SC Kosovo

⁷³ Phone conversation with Ana Stojovic Jankovic, CTRP Coordinator SC Montenegro

A comprehensive impact monitoring system (IMS) was designed and introduced to the programme in year two. Since then the system has been implemented by all countries and their partner organizations. The system based on SC UK's Global Impact Monitoring Guidelines⁷⁴ is complex. Sixty seven indicators were designed by an external consultant for the programme to measure the impact of activities. Each country/entity had approximately 30-40 indicators each.

One indicator stated that the IMS should be quality assessed, by an M&E specialist or the programme evaluator. The questions included

Were the indicators good and easy to measure?

Was the data obtained good?

Did the data allow assessment of impact?

The consultant will attempt to answer these questions.

The indicators were designed a year and a half after the commencement of Phase II. The project log-frame had to be revisited and objectives adapted accordingly. Such a late introduction of M&E caused difficulties. M&E should ideally be introduced at project planning stage and it is regretful that this was not done. Many of the coordinators found it overwhelming at the start and were reluctant participants. The Bulgarian partners described it as the 'Da Vinci Code' as it was so complex. After its design, it was presented to the coordinators at the regional meeting in Budva in October 2006, after which the RMT traveled over two months to all the programme countries to assist coordinators in adapting it to their national projects. The amount of time and energy put into the IMS can not be underestimated. The experience was very challenging. Coordinators stated that they did not have enough time to verify 40 indicators, especially as many are not working 100% on the CTRP programme but have competing projects too.

It is widely accepted that measuring impact of anti-trafficking interventions is problematic. Trafficking is clandestine in nature and so base-line data is hard to come across; victims are a fluid group; ethical questions limit certain verification means. Prevention work in any area of child abuse is hard to measure, where the intervention may be effective in the long term but often lacks any immediate obvious impact. It was stated by one coordinator that milestones could be measured at this stage of the programme and real impact will only be measurable years later.⁷⁵ Social change is hard to measure, as is change in attitude to trafficked children, to Roma, to gender issues, to child rights. However difficult it is, it is still a necessary activity to see if interventions are having any impact. It is also a prerequisite for donors. As one coordinator stated, 'it is just a tool, to monitor and should not become a process in itself.'⁷⁶ After the initial reluctance, the coordinators now state that they are grateful that they were 'pushed' to use the IMS and to report to the RTM.

⁷⁴ SC UK Global Impact Monitoring Guidelines 2004

⁷⁵ Phone conversation with Sladana Vorkapic, CCTP Coordinator SC Serbia (currently on leave and replaced by Masa Avramovic)

⁷⁶ Interview with Aida Bekic, CTRP Coordinator SC BiH

The fact that the partner organizations have learnt to measure impact will assist their long term project design, credibility and evidence base and their eventual sustainability and ability to apply for funds from other donors in the future. They will need further training however to increase their capacity and give them a sense of ownership. Partner organizations received two days training only, and consequently many are still not sure how to use the system properly. IMS is a new concept in SEE and will take time to become a standard reporting procedure. Reporting negative impact is rarely done honestly with partner organizations afraid to appear that they have failed in an intervention and afraid of consequences such as withdrawal of funding or job losses.

The meeting report for the strategic planning meeting in Rome prior to the start of Phase II stated that, ‘systems will be set up to encourage stakeholders, especially children to set and monitor objectives and impact’⁷⁷ Instead an external consultant was hired. It was stated that the indicators should have been designed bottom up by the coordinators and not top down, while it was acknowledged that assistance would be needed from an expert, with experience in prevention interventions.⁷⁸ A criticism was made of the hiring of an external expert, who according to some was not familiar enough with the SEE region. ‘We know the region better than an external consultant’ was one comment made.⁷⁹ Monitoring must be relevant to SEE. Ginzburg (2004) added sample monitoring indicators as an appendix to his evaluation of CTRP Phase I. They were indicators he had designed for use in China, Laos, Myanmar and Vietnam and based on measuring outward movement from villages. The consultant feels that such indicators can not be translated to use with street children in Belgrade, Tirana or Sofia. The consultant will not attempt to design or suggest indicators.

Another coordinator stated that they were not convinced that the consultant who designed the indicators took account of issues such as the dangerous link between trafficking and organized crime, or the ethics involved in interviewing victims when designing some indicators.⁸⁰ The consultant recommends that any future Phase III includes design of indicators at the project design stage. Coordinators should design the indicators and tools themselves with support from RMT and an expert to facilitate the process. Further training should be given on M&E along with project design (see project design section). This should happen at the very start of a Phase III with donors allowing time for this important exercise before the start of activities.

The consultant has referred to many of the individual indicators, including those which were problematic, those which gave important information and baselines and those which allowed child participation and feedback, throughout this report and will not therefore go through each indicator for quality assessment in this section. In short, it was a difficult

⁷⁷ Wolfensohn, G et al 2004 CTRP Strategic Planning Meeting, Meeting Report p32

⁷⁸ Interview with Iliriana Vorfaj, CCTP Coordinator SC Kosovo

⁷⁹ Interview with Iliriana Vorfaj, CCTP Coordinator SC Kosovo

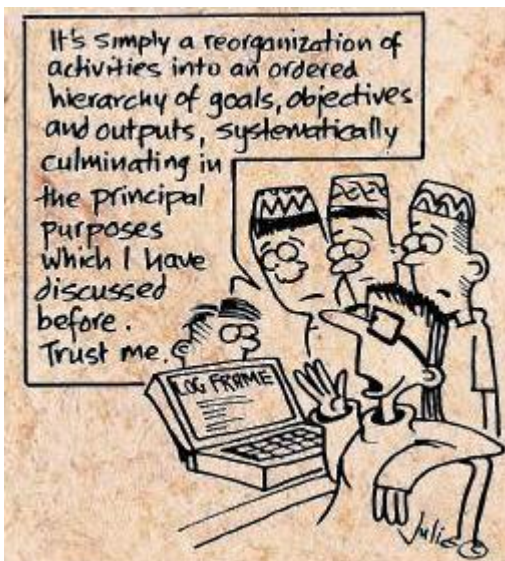
⁸⁰ Phone conversation with Sladana Vorkapic, CCTP Coordinator SC Serbia (currently on leave and replaced by Masa Avramovic)

but worthwhile process and requires continued learning. A Phase III will allow the system to take shape, indicators to be improved and more impact to be assessed. It was really only a pilot in this Phase II.

Project Design

The strategic planning meeting in Rome in January 2004 was a very fruitful meeting. Representatives from SC Alliance HQ offices from across Europe attended, as well as regional SC representatives and national coordinators. The resulting report by Wolfensohn et al (2004) laid out many clear recommendations for Phase II. It is a shame that the recommendations were not acted on. Because of staff turnover in the programme, only the current coordinators from Albania and Montenegro were in attendance at the Rome meeting. They shared the meeting report document with the consultant. Otherwise there was no institutional memory of the recommendations made then. The late start of Phase II, two years after the meeting in Rome, meant that momentum was lost. The new regional coordinator and programme director were eager to get activities up and running and thus paid less attention to log-frames. This highlights the need for proper handovers when staff changes. It shows how the recruitment of international staff can be problematic and can cause delays. Any Phase III will have to start with a regional strategic planning meeting, which includes SWOT analysis and debate. If a Phase III is funded, it is clear to the consultant that funding will not be available until at earliest January 2009. This is as a result of the three funding cycles for three separate donors of the programme. Once again there will be a significant gap between end of Phase II and start of Phase III. This is unfortunate but of no fault of the CTRP team. A facilitator should be hired for any strategic planning meeting and time must be given to the design of a log-frame and monitoring indicators.

A consultant should be brought in to facilitate design of a log-frame by the CTRP team for a Phase III and the regional meeting should give enough time to this exercise. The consultant acknowledges how difficult log-frames are but when done correctly they are a huge aid to project cycle management, assisting in the preparation, implementation and evaluation of projects and programmes



(Cartoon from IFAD website on the use of logframes)⁸¹

At country level various stakeholders, including children are involved in project design, but at programme level there has been no such inclusion. The design of a log-frame for any Phase III should be as participatory as possible. As children are the main beneficiaries, their involvement in programme design should be advocated too, though the consultant agrees with coordinators that child-participation at national level may suffice. Coordinators commented that the project goal was unclear in Phase II and that some of the objectives were not SMART (Specific, Measurable, Achievable, Realistic and Time-bound) It was stated that it was difficult to fit some activities under the objectives, ‘like trying to fit squares into triangle boxes’⁸²

Dottridge (2006) claims that ‘good programme logic’ has been missing in initiatives⁸³ Wolfensohn et al (2004) in the aforementioned Rome meeting report also states that few projects have had strong logical frameworks. They argue that because child trafficking is an emotive issue donors and programme designers jump in using the ‘emergency response’ approach. Dottridge (2006) states that few NGOs working in anti-trafficking initiatives evaluate their programmes for lessons learnt and he points out the two previous evaluations of the CTRP programme. It is hoped this evaluation will also add to lessons learnt.

Recommendations

Donors should fund all staff to work full time on the CTRP programme

Design of indicators should be done at programme design stage of any Phase III

⁸¹ International Fund for Agricultural Development see www.ifad.org

⁸² Interview with Gina Badiu, CTRP Coordinator SC Romania (Salvati Copii)

⁸³ Dottridge M, 2006 Action to Prevent Child Trafficking in South Eastern Europe: A Preliminary Assessment, UNICEF and Terre des Homme

CTRP Coordinators should be involved in design of indicators

Further training on M&E is required for CTRP staff and partners

A strategic planning meeting should be held at the start of any Phase III

Full resources should be given to design of a log-frame and SMART objectives with full participation of coordinators and other stakeholders.

(d) Capacity Building

Input from the regional management team (RTM) was seen by all as a form of capacity building. Montenegro stated that, ‘the continuous and intensive communication and information exchange through the RMT helps increase regional spirit and effectiveness of the programme’⁸⁴ Personal and professional support from colleagues was deemed important by many, so that staff do not feel that they are trying to tackle the complex issue of child trafficking alone. Montenegro also added that input from the Programme Regional Coordinator, Maria Antonia Di Maio reminded staff of the regional element of the programme and gave a broader overview and context to their daily work.⁸⁵

The combination of Country Director Veslemoy Naerland and Regional Programme Coordinator Maria Antonia Di Maio’s expertise as well as their communication and management skills were seen as crucial to the development of the regional element in the past two years. The Regional Programme Coordinator was described as ‘a mentor to us all’⁸⁶. The Programme Regional Coordinator has finished up working for CTRP and her loss will be noted. It was stated that recruitment for any Phase III will be difficult. Emphasis was placed on employing somebody with expertise in child trafficking or child rights but of equal important was knowledge of the region of SEE and its particular qualities to drive the regional element of a Phase III.⁸⁷ Somebody who has worked in South East Asia on child trafficking interventions will not know the complex political, historical and cultural issues that hinder certain interventions in SEE.

It was also noted that capacity building came from shared expertise in the group. Coordinators have various backgrounds from child psychology and social work, to education, to communications and media and to legal expertise in the area of child rights. Such a pool of experts can only strengthen capacity building. Exchange visits constitute another form of learning from each other. Those that took place were much appreciated. An example is the visit by Serbian NGO Astra and Montenegrin NGO Women’s Lobby to Bulgaria partners Animus. Children from Kosovo also visited Albania. Such exchange

⁸⁴ CTRP Montenegro Annual Report Year 2 p31

⁸⁵ Phone Conversation with Ana Stojovic Jankovic CTRP Coordinator SC Montenegro

⁸⁶ Interview with Anduena Shkurti, CTRP Coordinator SC Albania

⁸⁷ The fact that the Regional Programme Coordinator worked in the Republic of Moldova and in Kosovo for some years prior to moving to the CTRP was acknowledged as being beneficial to her understanding of the region.

visits were not exploited fully however. It is suggested that a Phase III should include exchange visits as an activity in the project design. Visits should be planned formally and penciled into diaries from the start. Otherwise such exchanges rarely happen due to competing heavy work loads.

Formal capacity building training over the programme period included training on advocacy, on research ethics and methodology, on monitoring and evaluation and on child protection. Such training, delivered by external consultants took place at workshop meetings over the programme period. On-going training and capacity building was appreciated by all. Partner organizations were also greatly appreciative of training received. Most partner organizations now include impact monitoring in their evaluations which should greatly improve their impact over time. CTRP NGO partner Medica Zenica in BiH gave an example of cost effective capacity building - the sharing of books, manuals and relevant publications from SC BiH. They stated that capacity building for them included the day to day support they received from CTRP, stating that they could lift the phone anytime and ask for advice in relation to an intervention with a child.⁸⁸

Recommendations

Exchange visits should be planned at project design stage

The recruitment of a regional programme coordinator should start as soon as possible. Emphasis should be placed on knowledge of child-rights as well as the SEE region and communication skills

Cross cutting themes

It is clear to the consultant how issues relating to trafficking are interlinked. Some issues are particularly salient. The consultant will look at some of the cross cutting themes below, namely migration, Roma discrimination, violence against children and child protection, and finally gender inequality. The consultant suggests that these issues should be considered in all future interventions or Phase III.

(a) Migration

A review in 2003 of initiatives to combat child trafficking in stated that SC may wish to, 'review the role of SC members with regard to the protection of child rights in migration policies/processes' in view of the linkages between migration and trafficking.⁸⁹

⁸⁸ Phone conversation with Sabiha Husic, Director Medica Zenica, BiH

⁸⁹ A.M.J van Gaalen 2003 Review of initiatives to combat child trafficking by members of Save the Children Alliance, working paper, Save the Children Alliance Task Group on Child Trafficking.

The research confirmed that the majority of children in the region see migration to the West as a means of escape. In Montenegro over 50% of teenagers wish to go abroad.⁹⁰ The UN Special Representative on Migration, Peter Sutherland, has stated that migration is, ‘the key international question for this century.’⁹¹ A staggering proportion of the world’s population is on the move in this era of globalisation and children clearly form the ‘vulnerable crest of this wave.’⁹²

Of course migration in broad terms is too big a bite for CTRP and there are many other actors working on migration issues. Any focus on migration must be in the context of its link to trafficking. Unsafe or undocumented migration can often lead to trafficking.

In other cases sexual abuse en route is often recompense promised to smugglers in return for getting children across borders⁹³.

The consultant notes that the concept paper for a possible Phase III states that the future focus will be on ‘prevention of child trafficking and unsafe migration in selected countries/entities in SEE’⁹⁴ In evaluation terms the consultant sees the inclusion of a focus on migration as relevant.

The SC/SCEP Position Paper describes how most EU countries have sought to regulate and limit migration with severe border controls and restrictive migration policies. The area of family reunification is especially restrictive and becoming more so, where children are deemed as economically ‘unviable’. The UN Convention on the Protection of the Rights of all Migrant Workers and Members of their Family, has notably not been ratified by any Western state receiving migrants. SC/CTRP using an evidence-based approach should advocate for policy and legislation in the area of migration to be child-proofed, so that policies do not put them in harm’s way, leading to abuse and exploitation.

Dottridge (2007) traces how the UN adopted the protocol on trafficking and another on smuggling in 2000, when Western states were increasingly worried about the increase in undocumented migration. They were framed in the context of border control and prosecution. Both protocols were part of the UN Convention Against Transnational Organised Crime. The focus from the beginning in anti trafficking legislation has not been on human rights, let alone children’s rights.⁹⁵ Trafficking became a hot topic in EU debate during the break up of the Former Yugoslavia and the war that followed. It has been argued by some that governments focused on trafficking as an issue rather than having to look at the issue of migration and refugees; which few governments wanted to

⁹⁰ Phone conversation with Ana Stojovic Jankovic, CTRP Coordinator SC Montenegro

⁹¹ Peter Sutherland, UN Special Representative on Migration, *The Irish Times* 17-03-07

⁹² Eliahu F, ‘The Child’s Right to Family Unity in International Law’ *Law and Policy* 17 (4) (1995): 397-439 p398

⁹³ Conroy, P, 2004 Trafficking in unaccompanied minors in Ireland. IOM

⁹⁴ CTRP Concept Paper for the Extension of the CTRP

⁹⁵ Dottridge M, 2007 Collateral Damage: The Impact of anti-trafficking measures on human rights around the world. GAATW

address.⁹⁶

This highlights why it is all the more important for the CTRP to try and inject a child-rights based focus in the area of migration, within the framework of the UN CRC which applies to all children. The linkage formed with SCEP for the drafting of the position paper should be strengthened.

Dottridge (2006) states that children need advice on ‘safe migration’ where safe migration may not always mean legal migration, considering there are so few legal migration options available to them⁹⁷ This could be incorporated into CTRP activities on awareness raising and life skills quite easily.

The Romania research report mentions the reality of child migrants, moving across borders alone as migrant workers, challenging notions of childhood and asking questions about children’s agency. The Albania report also deals with seasonal child labour back and forth from Greece. The Romania report also reveals the ‘care drain’ problem in Romania, namely parents migrating and leaving children behind with other caregivers or sometimes alone. Figures report 350,000 such children in Romania, and they are the focus of timely research by the the Soros Foundation.⁹⁸ In Albania the figure given is 150,000⁹⁹. In BiH, the NGO Medica Zenica reported three cases of trafficking involved children who lived with grandparents or other caregivers, demonstrating the link between such vulnerability and trafficking.¹⁰⁰ While other children without parental care such as street children and children in institutions have been the focus of SC, this group to date has not. The consultant recommends that this group should be looked at to establish the risk factors.

Recommendations

The CTRP should advocate for a child-rights focus on immigration policy and legislation, using their evidence base on the links between trafficking and migration

Children left behind by migrating parents should be seen as another at risk group by the programme

Children should be given information on safe migration

(b) Roma discrimination

⁹⁶ Discussion groups at Conference in Warsaw March 2006 entitled Children in Migration

⁹⁷ Dottridge M, 2006 Action to Prevent Child Trafficking in South Eastern Europe: A Preliminary Assessment, UNICEF and Terre des Homme

⁹⁸ Effects of Migration: Children Left at Home: Risks and Solutions, Soros Foundation Romania, 2008

⁹⁹ Research by TdH cited in Save the Children 2007, Children Speak Out: Trafficking Risk and Resilience in South East Europe, Albania Report

¹⁰⁰ Phone conversation with Sabiha Husic, Director Medica Zenica, BiH

The poverty, social marginalisation and injustice, as well as the prejudice faced by Roma in SEE is well documented. The regional research report and national reports all devote attention to the issues. Just as was stated in relation to migration above, the CTRP can not focus on the myriad of issues facing Roma.

Including Roma as stakeholders in project design of activities is important. An example of best practice is illustrated in BiH. BiH employed a research assistant from the Roma community and translated their report into Romany.

‘No matter how much we are targeted for different interventions we are never asked until now about what we feel would be the right thing to do, let alone asking children themselves’¹⁰¹

Bosnia stated that the research challenged their stereotyping, such as the myth that Roma in general sell their babies. While there is evidence that Roma women were exploited to give up their babies to be sold to couples wishing to adopt in the West, it is often non-Roma criminal gangs who ran such criminal networks. In Romania to discipline their children, parents tell them to behave or the Roma women will come and steal them away. Stereotyping should continue to be challenged.

The consultant believes that the regional research report and national reports were unclear in relation to risk of trafficking in the Roma community. The report seems to skirt the issues and makes no clear recommendations. This is similar to the criticism by Ginzburg of Phase I of the programme when he asked if Roma children were included in interventions simply for being Roma, and assumed at risk of trafficking.¹⁰² It fails to note that there are many various Roma groups, such as Kalderash and Cashtale to name but a few. Roma are not ‘at risk’ solely for being Roma. It is evident to the consultant from material read for this evaluation and from her personal experience that Roma are disproportionately represented in institutions¹⁰³ for children without parental care across the region. They are disproportionately represented as street children (where many children leaving institutions end up on the streets) and they are disproportionately represented in the IDP and refugee camps in the region, years after the war in the former Yugoslavia and in Kosovo has ended. They are disproportionately represented in data on illiteracy and poverty. The Roma girl faces discrimination both as Roma and on gender grounds. The consultant finds that the research did not address fully these inter-related factors which put some Roma at risk and upon which interventions should be focused.

¹⁰¹ Mr Ahmet Mujic, Council for Roma. Cited in Save the Children, Children Speak Out: What Influences Child Trafficking in South East Europe, Bosnia and Herzegovina report, 2007

¹⁰² Ginzburg, O Evaluation of Save the Children’s Anti-Trafficking Programme in South East Europe: Final Report Save the Children Norway, 15 October 2004

¹⁰³ The consultant visited many institutions in Romania in 2001 in her capacity as Project Director of Health Action Overseas, which worked with children in institutions

Goal number nine of the UN resolution document *A World Fit for Children* calls to, ‘End harmful traditions and customary practices, such as early and forced marriage’¹⁰⁴ There is of course a delicate balance between cultural practices and absolute respect for minority rights and the deprivation of rights and fundamental freedoms.

The SC/SCEP Position Paper stated that, ‘in depth studies on the linkage between trafficking and harmful traditional practices, especially in the case of forced marriage should be carried out in order to gain a better understanding of the magnitude of the problem’¹⁰⁵ The position paper advocates that existing EU law on forced marriage should be applied.

The consultant believes that in line with past pioneering work, CTRP should take a stance on forced marriages among Roma. This should be in consultation with Roma women’s groups. There is growing resistance among Roma women to the tradition and changes are slowly happening at grass roots level.¹⁰⁶ Interventions should be well considered so as not to fuel prejudice and likewise not to fuel Roma’s sense of isolation and vilification.

As it is the Decade of Roma Inclusion¹⁰⁷ in SEE it offers a timely opportunity to debate the issue of child marriage and especially its link to trafficking.

Recommendation

The link between forced marriage and trafficking should be explored further and CTRP should take a stance (a position paper) on the issue. The Decade of Roma Inclusion should be used to debate the issue.

(c) Violence against children and child protection

The UN Study on violence against children¹⁰⁸ showed how endemic the problem is. The study visited some countries in the SEE region. In Albania it was noted that as the study flagged so many examples of violence against children in Albania, the CTRP had to question if the focus of future interventions should be on trafficking or on all forms of abuse, violence and neglect.

¹⁰⁴ Resolution adopted by GA S/72/2 A world Fit for Children, 2002

¹⁰⁵ SC/SCEP Position Paper on Preventing and Responding to Trafficking of Children in Europe 2007 p20

¹⁰⁶ A example of bad practice was the EU criticism of forced marriage in relation to one particular case which hit the media when the 12 year old daughter of the self proclaimed King of the Roma ran out of the church during the ceremony, illustrating she did not consent to getting married. Baroness Nicholson, special rapporteur for Romania and an expert on child rights stated that the respective child should be taken into state care (probably put in an institution). There was no evidence of other child abuse and the child was clearly distraught at being separated from her family.

¹⁰⁷ See www.romadecade.org

¹⁰⁸ The UN Secretary General’s study on violence against children presented to the GA 2006. A/61/150

Social Services are still weak in SEE. There is no legislation on mandatory reporting in most countries in SEE. In other countries such as Romania it is on paper but research by SC discovered that only the highly educated know about it. Police do not even report suspected abuse and there is little civil society involvement.

The link between violence and trafficking or the 'endless cycle of violence' is documented by BiH where the NGO Medica Zenica has cases of women in its shelter who were victims of trafficking but escaped the situation only later in life to become victims of domestic violence.

The consultant notes that the concept paper for Phase III states that the programme will advocate for increased national level child protection. Prevention of child trafficking requires a child protection approach. Many of the research reports have recommended that trafficking should not be addressed in isolation, but holistically through a child protection response. The consultant agrees that such an approach would be relevant. Such a holistic approach would look at how trafficking violates a broad range of children's rights, and likewise how the violation of rights of children in the first instance is what leads to risks of trafficking. This will cause some 'blurriness' between what is child-protection work and what is anti-trafficking work. Asquith (2004) and Ginzburg (2004) in their evaluations of Phase I stated respectively that there should be a specific focus on actual victims and on trafficking rather than a broad focus on child protection. This consultant does not wish to muddy the waters further thus the recommendation is that CTRP staff and the RMT should debate this issue further.

Recommendation

The programme should focus on child protection as it relates to trafficking. Debate on such linkages should be had, so that CTRP has a specific role in the region, to avoid overlap with other actors focusing on child protection

(d) Gender discrimination

Albania's research report stated that gender inequality must be addressed as well as gender-based violence. Gender discrimination is still a problem in SEE and the research report illustrated the problem. Examples of gender discrimination in the reports which the consultant read included forced marriage (see above) victimisation and ostracisation of victims of rape and sexual abuse and parading of victims in the media. UNIFEM has also studied gender discrimination in the region and report outdated property laws, and high levels of violence against women among the findings.¹⁰⁹

At the regional meeting in Tirana in 2007, which donors also attended, gender inequality was identified as a root cause in trafficking as well as gender violence. Non-discrimination is at the core of the CRC. The world conference on women in Beijing

¹⁰⁹ UNIFEM, No Place Safe: An Assesment of Violence Against Women in Kosovo, 2000

placed emphasis on discrimination facing the ‘girl-child’¹¹⁰ It must be noted also that Albania includes the wording ‘to reduce the vulnerability of boys and girls at risk of trafficking’ in its national level objectives. In Albania, they note that most of the victims for labour exploitation are boys and that their needs must also be addressed.

Recommendation

An emphasis on gender equality is relevant for any Phase III.

In conclusion, a holistic approach, which is a key principle of SC, should be the working motto of CTRP in any Phase III. However these broad themes should always be linked to child trafficking to ensure a targeted approach. Prevention work should continue as a focus but with an added emphasis on advocacy, reflecting the lessons learnt by CTRP over the years.

¹¹⁰ UN World Conference on Women Beijing 1995

Terms of Reference

End-Programme Evaluation – Child Trafficking Response Programme in SEE (CTRP) Phase II

1. Background

1.1. Programme justification

Child trafficking continues to be a serious concern in South Eastern Europe, with high numbers of children trafficked for exploitative purposes. Despite increased attention and responses to the issue over the past years from relevant actors in the region, the capacity of governments to undertake effective measures to prevent children from being trafficked and to protect and promote the rights of those who have been trafficked remains limited, mainly because of weak child protection systems, lack of financial and technical resources, a limited understanding of factors that make children exposed to trafficking and a failure to address the root causes and the structural dimension of the problem. Apprehension and prosecution of criminal networks and individuals engaged in trafficking remains limited.

Between May 2002 and April 2004 Save the Children implemented the first phase of a Regional Child Trafficking Response Programme in South East Europe, which piloted anti-trafficking projects with at-risk and trafficked children in six countries/entities. Through the pilot first phase, Save the Children and its partners in countries increased their understanding of child trafficking issues and identified ways to improve and strengthen anti child-trafficking interventions.

Save the Children continues to see child trafficking as a regional priority in South East Europe (SEE) Therefore, in April 2005 it initiated a Phase II of its Child Trafficking Response Programme (CTRP), building upon achievements and lessons learned from phase I. This is a three year programme ending in March 2008.

1.2. Programme aims

Goal: To increase protection of the rights of trafficked children and children at high risk of being trafficked from selected countries in Southeast Europe

Objectives:

1. To reduce the vulnerability of children at high risk of being trafficked in seven countries/entities of SEE through prevention interventions

1.1. To increase understanding of risk factors for trafficking, identify high-risk groups and the gaps within mechanisms which are designed to prevent child trafficking, allowing effectively targeted practice

1.2. To establish and support community- and municipal-based mechanisms and train professional service providers to reduce the risk of trafficking of children and reduce behavior which leads to higher risk of trafficking among children and families

1.3. To advocate to improve policy and practice concerning prevention of child trafficking among key stakeholders

2. To increase the number of trafficked children who are being identified, removed to safety, provided with appropriate services and returned to their place of origin or place of final safety

2.1. To gain knowledge of existing mechanisms of identification, referral and support and their functioning allowing equitably and effectively targeted practice

2.2. To enable trafficked children to have access to information and provided with basic services

2.3. To advocate with stakeholders at national and regional levels to address protection gaps in legal framework, policy and practice related to trafficked children

3. To increase number of previously trafficked boys and girls who have been successfully reintegrated

3.1. To define successful equitable and non-discriminatory approaches for reintegration interventions (*no activity is currently implemented to meet this sub-objective*)

3.2. To provide boys and girls who have been trafficked with psycho-social support which allows them to avoid re-trafficking and successfully reintegrate into social and family life

3.3. To advocate for successful approaches to reintegration interventions

4. To strengthen national level capacity to deliver more effective interventions to protect the rights of children trafficked and at risk of being trafficked within the programme areas

4.1. To strengthen and expand the network of project partners to facilitate regional coordination and cooperation

4.2. To promote regional information exchange and provide technical support to increase capacity of project staff and partners

4.3. To promote the rights of trafficked children and contributing to regional policy on child trafficking

Based on the research preliminary findings, some of the sub-objectives above have been changed and simplified for the third year of the Programme (*See Year 3 Regional Proposal*).

1.3. Programme's scope and contents

Save the Children in Albania is the managing agency of this initiative, in which **seven countries/entities in South East Europe** participate. These are: **Albania, Bosnia-Herzegovina, Bulgaria, Kosovo, Montenegro, Romania and Serbia**. The CTRP is managed by a **Regional Management Team**, based at Save the Children in Albania's office, which coordinates and supports all seven programmes in countries. At country level, the programme is implemented by **Save the Children and NGOs** experienced in counter-trafficking and/or child rights work, in collaboration with local anti-trafficking and child protection actors.

Main activities planned include:

- **Research on risk and resilience** of children to trafficking, has been implemented in all seven countries/entities involved in the programme. This qualitative, child-centered, participatory research casts new light on the factors that expose some children to higher risk of being trafficked than other ones and will enable Save the Children, its partners and other actors to design better targeted programme and policy interventions. The research included individual interviews and focus-group discussions with approximately 600 children and some 200 key-informants across the region. Country programmes are presently working on a child-friendly version of the national reports as a direct feedback to the children who participated and also as an advocacy tool. Country-specific and regional reports published the findings from this research in the summer of 2007.

- **Advocacy** at country and regional level, involving children and other key actors, focused on child trafficking prevention, based on research findings and learning from programme implementation

- **Services provision for high-risk children**, their families and communities, through: outreach work and drop-in centers for children living and/or working on the street, life-skills education and other empowering activities for children living in institutions and in refugee camps.

- **Child Protection Networks**, aimed at preventing child trafficking by strengthening the protective environment around children in their communities.

- **Youth Centers and child-led activities**, aimed to prevent trafficking among peers are supported in five programme countries.

- **Training and capacity building** of professionals, aiming at strengthening their knowledge and improving service provision to trafficked and at-risk children. Training programmes focus on how to apply a child-rights based approach to trafficking prevention and when identifying and protecting children who have been trafficked. Training targets a broad range of professionals, including: social workers, police officers, judges and prosecutors, education and health care representatives etc.

- **Direct assistance to trafficked children** through child-friendly hotlines and service provision, including: shelter, psychological counseling, medical examination and treatment, legal assistance etc.
- Support to **social inclusion of previously trafficked boys and girls** who have returned to their families or relocated to other safe place. Support includes: family mediation, psychological counseling, legal support, material aid etc.

For a detailed description of Programme's activities, please review the documents enclosed as attachments.

1.4. Monitoring system

In addition to a progress monitoring system, a comprehensive impact monitoring system has been designed during year 2, in order to assess whether the Programme has been achieving the intended impact on the lives of targeted children. Children's participation and feedback is at the center of such impact monitoring system. The system has been piloted and applied at country level. Lessons learnt and impact observed are summarized in country- and regional-impact reports and in the report of the regional workshop held in Sarajevo (November 2007). (*See documents attached*)

2. The end-Programme evaluation

2.1. Reviewing Programme's outputs

The external evaluation should measure quality and quantity of the outputs produced, against specific objectives set out at the beginning of the Programme. Thus, the evaluation should provide information about the degree to which the Programme strategy was implemented and fulfilled, with special reference to target groups reached by activities implemented.

2.2. Evaluating Programme's outcomes

Supported by the impact documented through the application of the impact monitoring system (see above), the Evaluator will review the outcomes achieved by the Programme against the given objectives.

Particular focus should be placed on:

- Achievements under the "regional dimension" of the Programme. One of the key recommendations of Phase I evaluation was to strengthen the regional aspects of this Programme. In particular, the Evaluator should look at the achievements under objective 4 above, including:
 - (a) Regional information exchange
 - (b) Development of regional policies
 - (c) Design and application of the impact monitoring system
 - (d) Capacity building of programme teams

The evaluation should assess the extent to which being part of a regional programme enhanced the quality of the results achieved at country level.

- Documenting lessons learnt in preventing child trafficking and in providing assistance and reintegration support to trafficked children

The Evaluator should also perform cost-effectiveness analysis of the investment and outcomes of the programme.

We plan to mobilize and organize some feedback from children who have been involved in the CTRP as part of the evaluation process.

2.3. Provide recommendations for future interventions

In a possible extension of the CTRP, the evaluation is expected to provide main recommendations for possible future interventions.

2.3. Evaluator's key tasks and responsibilities:

- Develop an evaluation strategy and plan
- Undertake all activities needed to perform the evaluation
- Conduct a desk-review of all relevant documents related to the Programme (*see documents list below*)
- Interview (by phone or e-mail) regional and country teams members as appropriate and needed to collect and review information related to the evaluation
- Attend the final regional workshop organized in the framework of the CTRP (tentative date: early March 2008), where meetings with country coordinators and local partners will be organized for the purpose of the evaluation
- Review any other key literature documents available in order to frame the Programme in the context of interventions aimed at combating child trafficking in the region
- Produce the evaluation report, covering all the items/points listed in the present ToRs

2.4. Cost estimate and time

Time estimates will be agreed and related costs covered (*Contract to follow*).

2.5. Support to be provided by the Programme staff

The CTRP Regional Management Team will provide the Evaluator with Programme background information through sharing documentation and phone and e-mail exchange throughout the evaluation process. Based on both parties' schedule, the Regional Management Team is available to meet with the Evaluator in person. The meeting could be organized in Tirana or in any other Programme country.

The country coordinators will be the main point of contact for the Evaluator concerning country programmes. Country coordinators will provide information about the Programme, as well as respond to specific questions by the Evaluator during the evaluation process on a timely manner. Exchange will mainly go through e-mail and phone, and the Evaluator will meet all country coordinators at the regional workshop (see above), where the needed time for meetings and discussion will be set aside.

3. Resource documents

- 1) CTRP Phase II overall regional proposal
- 2) CTRP year II regional proposal
- 3) CTRP year III regional proposal
- 4) CTRP year I and II regional reports
- 5) Year III country plans
- 6) Year II country reports
- 7) CTRP impact monitoring system (year I and II) – regional- and country-level
- 8) Impact monitoring system - Overview
- 9) Regional research report – Summary
- 10) Workshops reports
- 11) CTRP Overview – including contact list of country coordinators
- 12) SC/SCEP Position Paper on Child Trafficking in Europe
- 13) Recommendations to the EC on national referral systems
- 14) Newsletter issues
- 15) Financial reports

List of Interviewees

Aida Bekic: CTRP Coordinator SC BiH

Anduena Shkurti: CTRP Coordinator SC Albania

Ana Stojovic Jankovic: CTRP Coordinator SC Montenegro

Basnik Kadesha: CTRP Regional Information Officer

Deyana Kurchieva: CTRP Coordinator Bulgaria

Diana Radeva: CTRP Coordinator Bulgaria

Evgenia Markova: CTRP Coordinator Bulgaria

*Bulgarian implementing partners are Partners Bulgaria Foundation and Animus Association Foundation

Gina Badiu: CTRP Coordinator SC Romania

Iiriana Vorfaj: CTRP Coordinator SC Kosovo

Maria Antonia Di Maio: CTRP Regional Programme Coordinator

Masa Avramovic: CTRP Coordinator SC Serbia

Olivera Otasevic: Coordinator of ASTRA SOS Hotline Serbia

Sabiha Husic: Director Medica Zenica BiH

Sladana Vorkapic: CTRP Coordinator SC Serbia

Veslemoy Naerland: Programme Director SC Albania

Questionnaire for the interview with country coordinators

- 1) Was a logical framework done at the start of phase II?
Were you involved in the design of phase II?
Were any children involved?
Are the objectives SMART? (Specific, Measurable, Achievable, Realistic and Time-bound)
Was SMART discussed at the start of the programme?
What lessons have been learnt for the design of a phase III?
- 2) Do you think the IMS is measuring impact?
What are the strengths and weaknesses of the system?
Do you need more training on indicators and project design?
- 3) Were you involved in choosing a research topic?
What main issues stand out of the research for you, both the country and regional research?
Have you any ideas for future regional research?
- 4) Is there a continuing/growing or diminishing need for CTRP in SEE?
Should CTRP decrease its geographical coverage, remain with the current countries or expand to include other SEE countries?
Is there a need to include destination countries?
- 5) Have any external factors affected the programme?
Has any negative impact been noted?
- 6) How child-centred is the programme?
Have you examples of child-centred activities and/or child participation?
Why were children not involved in programme design?
Should children be involved in the evaluation stage?
- 7) Should a phase III be more consolidated?
What advocacy ideas, if any have you for the region?
- 8) Regional added value V cost-analysis
- 9) Should a tight focus on trafficking continue or should focus include child protection/migration/gender?

Questions as per ToR

- 10) What are the best achievements under the regional dimension of the programme?
- 11) Has info exchange been successful?
Have you examples of joint policies/ joint advocacy?
- 12) Capacity building of country teams?
- 13) Have you examples of any joint lessons learnt in prevention of child trafficking?

Results of focus group held with CTRP Coordinators at the regional meeting in Tirana March 2007. Facilitator: Maria Antonia Di Maio

Criticisms of programme design and implementation

1. The delay in Programme's start impacted negatively on planning (activities, budget, resources)
2. There was limited participation by Country Coordinators and children in the initial planning of Phase II (objectives design; activities; need of a research; etc.)
3. The impact monitoring system was not introduced as a planning tool (i.e. from the outset of Phase II) thus not achieving its full purpose within Phase II programme period
4. The regional dimension was not fully achieved
5. The objectives were not "SMART"

Examples of best practice

1. The research included child participation: innovative concepts and a regional dimension
2. The impact monitoring system was piloted
3. There was good cooperation with the Regional Management Team
4. The research inputs informed programme activities

Recommendations for a possible Phase III

1. There is a need for SMARTer objectives for a possible Phase III
2. There is a need for a participatory planning process (concerning country coordinators and not children, as child participation is ensured by research inputs)
3. There is a need to strengthen regional dimension through capacity building

An additional recommendation by CTRP Country Coordinators is TO HAVE A PHASE III

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Save the Children Submission on Key Components of EU Recommendations to Enhance National Coordinating Mechanisms for Early Identification, Assistance and Protection of the Rights of Victims of Trafficking, June 2007

Save the Children, 2007 Children Speak Out: Trafficking Risk and Resilience in Southeast Europe, Regional Report

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Van Gaalen, A (2003) Review of Initiatives to Combat Child Trafficking by Members of Save the Children Alliance, Working Paper, Save the Children Alliance Task Group on Child Trafficking

Other materials consulted as per the ToR include:

CTRP Phase II overall regional proposal

CTRP year II regional proposal

CTRP year III regional proposal

CTRP year I and II regional reports

Year III country plans

Year II and III country reports

CTRP impact monitoring system (year I and II) – regional- and country-level

Impact monitoring system - Overview

Regional research report – Summary

Workshops reports

CTRP Overview – including contact list of country coordinators

Newsletter issues

Financial reports

Comprehensive list of recommendations

- Follow-up research should be conducted with a larger sample group of trafficked children to identify risk and resiliency factors in their experience.
- A Phase III of the CTRP should be funded to allow the full benefit of the research be realized.
- All documents published by SC/CTRP should be checked to ensure they are gender sensitive, child-centred and non-discriminatory
- More outreach work should be considered to find trafficked and at risk children and to build their trust
- Volunteers should be considered for outreach work. They should receive training on child protection and be vetted
- Rules and guidelines should be developed for all CCPNs to ensure they adhere to the Do No Harm principle. Confidentiality must be assured for all trafficked children
- Collaboration with other actors in the region should continue and be strengthened
- Any Phase III should use the findings of the regional mapping to advocate for the establishment and/or implementation of National Referral Mechanisms in all countries/entities
- The SC/SCEP Position Paper should be disseminated widely in the region and in European destination countries too.
- The appointment of guardians for trafficked children should be advocated for across the region
- Child-friendly information on children's right and services available to them should be made available to them on the internet
- Reintegration should remain a key component of any Phase III where long-term reintegration as a principle advocacy message and should lobby against the return of children to institutions. Foster care as a long-term alternative should be considered.
- The newsletter should have more informing content and an advocacy message
- The newsletter (if continued) should be disseminated to a wider audience

- The position of information officer should be adapted to a communications/information officer
- Links with destination countries should be forged
- The current geographic coverage should not be reduced
- Vetting of all staff working with children should be mandatory
- Joint advocacy with the SC Brussels office and SCEP should be developed further
- A regional advocacy strategy should be developed and become a core feature of future work
- Donors should fund all staff to work full time on the CTRP programme
- Design of indicators should be done at programme design stage of any Phase III and CTRP Coordinators should be involved in design of indicators
- Further training on M&E is required for CTRP staff and partners
- A strategic planning meeting should be held at the start of any Phase III
- Full resources should be given to design of a log-frame and SMART objectives with full participation of coordinators and other stakeholders.
- Exchange visits should be planned at project design stage
- The recruitment of a regional programme coordinator should start as soon as possible. Emphasis should be placed on knowledge of child-rights as well as the SEE region and communication skills
- The CTRP should advocate for a child-rights focus on immigration policy and legislation, using their evidence base on the links between trafficking and migration
- Children left behind by migrating parents should be seen as another at risk group by the programme
- Children should be given information on safe migration
- The link between forced marriage and trafficking should be explored further and CTRP should take a stance (a position paper) on the issue. The Decade of Roma Inclusion should be used to debate the issue.

- The programme should focus on child protection as it relates to trafficking. Debate on such linkages should be had, so that CTRP has a specific role in the region, to avoid overlap with other actors focusing on child protection
- An emphasis on gender equality is relevant for any Phase III.