



Albania

TRANSNATIONAL ACTION AGAINST CHILD TRAFFICKING (TACT)

PEER REVIEW

April 2005

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ACKNOWLEDGEMENTS

Despite the important workload, government representatives, NGO and donor representatives and staff of the TACT Project gave time and information to contribute to relevant, effective, participatory and efficient exchanges on the project.

The proposed key findings and recommendations could not have been undertaken without many people being willing to share information and spend some valuable time. Our thanks go to them, and our respect for the work that the field staff accomplishes in sometimes difficult conditions.

And last but not least, we thank the community representatives and children who shared with dignity the difficulties of their lives and their perspectives and hopes.

As always in a review, a number of findings had been identified by TACT staff. They are not new to many of them and we hope the ownership of key findings and recommendations are appropriately shared.

This review was made possible through support provided by the Office of USAID, Bureau for Albania, U.S. Agency for International Development (USAID), under the terms of Award No. 182-A-00-03-00103, in partnership with the Swedish International Development Cooperation Agency (Sida), the United Nations Children’s Fund (Unicef), the Oak Foundation, the National Albanian American Council NAAC), and Terre des hommes Foundation Lausanne (Tdh). The opinions expressed herein are those of Tdh and do not necessarily reflect the views of the USAID, Sida, Unicef, Oak Foundation, NAAC.



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EXECUTIVE SUMMARY OF FINDINGS AND RECOMMENDATIONS

The present document is a preliminary report that presents the results of the peer team of TACT Project. It is the first evaluation of the present Project since the beginning of its effective implementation in 2002 (TACT I).

The results presented are a reflection of the point of view of the key players interviewed in relation to the project; verification by field interviews; and then analysis.

The purpose of the peer review is to provide TACT team with an assessment of the main challenges of programmes against child trafficking and the relevance, appropriateness and results of the chosen approaches and activities of the TACT Project and to give recommendations on how to develop child trafficking programme in South Eastern Europe

Findings

1. Compared to 2002, the situation of Child Trafficking (CT) has changed: decrease trend to Italy and even Greece and increase internal trend and new trend to Kosovo. Besides, some issues related to CT need further assessment (illegal adoption, family connection of children former victim of CT and integrated in Greece and Italy).
2. Regarding the evolution of the environment, the main policy change is the Law on Assistance and Social Services approved by Parliament in March 2004. This law gives the framework to reforming the social protection system and as a consequence the implementation of the new Strategy of Social Services.
3. The objective of the TACT Project is appropriate and rational response to the problem and the needs of the target population. The strategy is appropriate to the specific issue of trafficking.
4. The results are achieved but the quality of the results linked to the process (sustainable bases and participation of the children for instance) could be enhanced in order to reach more sustainable results.
5. Child trafficking issues as entry point to other child protection issues, TACT responds to broader problems on Child Protection than only CT. The scale of the other issues is not well known.
6. TACT had a strong influence on the elaboration of the national strategy against CT. The programme is a strong stakeholder in the Albanian national strategy.
7. Efficiency: given the central importance of the direction taken by the social reforms and the availability of an activity based database for the TACT Project, an economic appraisal (cost-benefit approach) of the chosen strategies is required.
8. In view of the improvements which have already occurred in terms of a reduction in children trafficked to Greece, the fact that the project now focuses a lot of efforts on disseminating warnings to children seems slightly redundant
9. The TACT Project meets the Tdh standards in terms of working environment and level of spending in administration.
10. The Monitoring and Evaluation system is a force of the project. However some indicators should be reviewed (more opened to other child protection issues, reintegration indicators) and the system should be “more friendly” to increase the appropriateness by the TACT team.

Recommendations

Recommendation 1 – To donors – Maintain support during transition period

Effective support of the process of the social service reform will require from donors to maintain their support to the “TACT” tool focussed on child anti-trafficking as the open door to address other child protection issues.

Recommendation 2 – To donors – Support the coordination of TACT with other initiatives

Donors have updated information on other initiatives (especially those of the State) and the possibility to obtain the other stakeholders’ collaboration with TACT’s objectives.

Recommendation 3 – To TACT Project - Synchronise closely to the goals of the Strategy of Social Services

As a social service provider, TACT should synchronise closely to the goals of the Strategy of Social Services during the transition period. This should be a contribution to the implementation of a clear policy for reforming the system of social services with a special focus for TACT on the TACT Project target groups.

Recommendation 4 – To TACT Project – Maintain role as provider of social services during transition period.

During the policy implementation period (transition period), the role of TACT as a provider of social services should be maintained.

The grassroots intervention of TACT offers:

- Information for NGOs to act as defenders of the rights and interests of children in need of protection and as an entry point of children at risk of being trafficked;
- Capacity building training opportunities for various actors;
 - A flexible unit which adapts and operates quickly in various situations and deals with issues for which the state today has no or little opportunity to intervene. TACT Project human resource structure should be downsized in order to streamline efforts and further develops partnership with local partners and State services.
- Assessment of new trends and some child trafficking aspects (illegal adoption, communication between former victim of CT integrated in Greece and Italy and their family)

Recommendation 5 – To TACT Project – Contribute to Capacity Building and strengthening.

Capacity Building and Strengthening

- To stimulate the building up of capacities, by regularly offering additional and refresher training for TACT staff in order to consolidate quality services and make familiar with new policies and examples of good practice.

- To offer in the field training conditions for various actors (local government staff, NGOs, private providers...) which provide (or are to provide) social services in the context of the implementation of the reforming of the social protection system.
- To offer on the job training for building up and strengthening of the capacities of the staff of the local government, enabling them to assume new responsibilities in the framework of decentralisation.
- To contribute to the participation of citizens in the decision making process through social debate and the transmission of the needs, priorities, ideas and opinions of the community into concretely formulated recommendations (awareness raising with a participatory approach).
- As a priority, the project should enhance its support for the initiatives developed by the community on child protection, and not especially CT. The entry point should be adapted to the different communities and resources available. Protection issues could be a transversal issue included (with TACT consultation) in the different communities or key persons initiatives.
- TACT should seek good practices to empower discriminated communities, such as Romas and Jevgit
- The strategy should support the involvement of education personnel (especially teachers) with a stronger support to their initiatives (with inclusion of child abuse issues with a psycho-social perspective). TACT should work with the Ministry of Education, through Unicef facilitation, aiming at including such activities in the State educational curriculum.

Recommendation 6 – To TACT Project – Increase the child participation at the level of design and implementation of activities.

We strongly recommend increasing the participation of the children and the communities at the level of design and implementation of activities.

Recommendation 7 – To TACT Project – Continue its advocacy through BKTF.

- BKTF should continue to develop the BKTF Coalition with respect to sharing data and coordinating specific case efforts, as well as its operational capacity. Enforcement of the advocacy capacity of BKTF and its members as well as its and national and international recognition;
- TACT should continue to denounce the deportation and other violations of the rights of Albanian children in Greece and to seek stronger commitment by the Greek government. It should link its advocacy to the "Separated Children in Europe Programme" which advocates this issue on a European level.

Recommendation 8 - To TACT - Perfect the M&E system

TACT should continue to perfect the monitoring and evaluation (M&E) system tools for provision of concrete data on children at risk and victims of trafficking, including patterns and trends, to authorities, partners, and international institutions. Extension of M&E in other issues of Child Protection;

Facilitate the use of the M&E system by the field team:

- For the field staff, to fill the system should be lighter
- The identification of indicators should be discussed with the social workers and other stakeholders (especially for the reintegration axis)

- TACT should re-think its reintegration indicator based on a capitalisation of the 21-months activities. This indicator should be adapted to the different issues (trafficking and the other child protection issues too) and to different age of the children (especially for the teenagers).
- The quarterly report should be friendlier in order to be understood by all the TACT workers.
- The results should be discussed and debated at regional, national and local level with an operational analysis which leads to adapted operational work plan.

Recommendation 9 - To TACT – Conduct a basic economic appraisal

A basic economic appraisal should be conducted before the end of the end of the TACT Project. In addition, a tentative appraisal distinguishing between technical efficiency, efficiency in resources allocation, social efficiency, social welfare and value judgements should also be conducted. This tentative appraisal will establish a baseline to incorporate such an appraisal from the start of the next phase of TACT.

Recommendation 10 - To BKTF - Reinforce relationships and networking between its members

As a coalition structure, BKTF should reinforce relationships and networking between its members. Workshops and shared “good practices” could improve the operations of the different members of the coalition.

Annexe 1 – PowerPoint presentation at donors meeting April 11th, 2005

1 - INTRODUCTION

1.1. Purpose of review

TACT II project initiated in June 2003 is ending 31st May 2006 (13 months of 36 remaining).

The purpose of the peer review is to provide Tdh Albania with an assessment of the main challenges of programmes against child trafficking and the relevance, appropriateness and results of the chosen approaches and activities of the TACT Project and to give recommendations on how to develop child trafficking programme in South Eastern Europe.

1.2. Terms of reference

The initial terms of reference were prepared for an external evaluation team.

For opportunity costs for the TACT team, financial constraints and Tdh internal sharing of information, Tdh suggested a peer review acknowledging limitations (see below).

The initial terms of reference were adapted for the actual peer review. Some sections of the initial terms of reference were considered as unrealistic within this assignment and were removed from the terms of reference (see Annexe 1).

Annexe 2 – Terms of reference of peer review¹

1.3. Review methodologies and source of information

- Contacts prior to the field mission include Tdh staff (Tdh desk officer for Eastern Europe, Tdh advisor on advocacy/child rights, specialists from other organisations (on ongoing general exchanges)...
- Quantitative and qualitative data was made available through the rich project documentation (activity reports, budgets, surveys, capitalisation products, monitoring & evaluation tools...).
- Other quantitative information was collected from other sources.
- Qualitative data was also obtained by conducting open interviews with key informants (beneficiaries, project staff, representative of Council of Ministers, senior staff of local and international NGOs and UN agencies, representatives of donor community...).
- Direct observation during site visits rounded the information gathered.
- Coordination reports, MOLSA reports and other NGO assessments were an important source of information.
- Key findings and recommendations were discussed in Albania with part of the Tdh staff and at the donor meeting on April 11th, 2005.
- Key findings and recommendations of draft report 1 are to be discussed in Le-Mont-sur-Lausanne with the desk officer.
- The evaluation framework (see graph 1) follows the content of the report. It is divided in four sections:
 - 1 Revisiting the diagnosis and comparing the situation as per end-2002/beginning 2003 with the situation beginning 2005 (*in the center of the graph*).

¹ Showing sections removed

- 2 The evaluation of the project conception (*right part of the graph*)
 - 3 The evaluation of the achievements of the project (*left part of the graph*). This includes the assessment of the adequacy between the project conception and the achievements.
 - 4 Recommendations following the different findings of the three first sections.
- References from graph 1 to the project document and the terms of reference are under columns (a) and (b).



Feuille de calcul
Microsoft Excel

Annexe 3 – Evaluation work plan

Annexe 5 – List of people met

1.4. Limitations

- Peer reviews always have a bias as compared to well run external evaluations.
- The major limitation recognised as compromising the terms of reference was the time available to carry out a comprehensive assessment and make recommendations to be discussed. Secondary sources of information have been used for much of the quantitative information. Sites to be visited and key informants were selected by the Tdh field staff.
- In a very limited time, the team tried to cover different fields and aspects that appear relevant to the overall picture. Of course not everything is discussed and reference to existing documents is made to avoid “cut and paste” for the sake of reporting.
- The team looked at the situation primarily from the perspectives of *manager* (IPA) and an *anti child trafficking advisor* (PPH) rather than those of a sociologist, anthropologist, political scientist, psychologist, or other professional.

Annexe 7 – Evaluators’ background

2. Diagnosis of situation

Summary of main points

- Compared to 2002, the trend of Child Trafficking (CT) of Albanian children to Greece is still decreasing. The trend between Albania and Italy is very low. Italy could hardly be considered a transnational priority of the Project.
- New trends of trafficking (from Albania to Kosovo and internal ones) have been identified and need adapted response.
- Some issues, related to CT, need further assessment (illegal adoption, family connection with former victims of CT subsequently integrated in Greece and Italy)
- TACT responds not only to CT, but also to broader problems concerning Child Protection. The scale of the other issues is not well known.
- Regarding the evolution of the environment, the main policy change is the Law on Assistance and Social Services approved by Parliament in March 2004. This law gives the framework to reforming the social protection system and, consequently, the implementation of the new Strategy of Social Services.
- The reform is intensive on needed capacity building. It takes time to build capacity. Because these changes need time to unfold, there is inevitably going to be a lag between capacity building and capacity translating itself into improvements in social services (“Transition period”).

2.1. Background to the project

Annexe 8 – Background to the project as per project proposal

2.2. Revisited situation analysis

The report “The trafficking of Albanian children in Greece” has been the situation analysis of TACT. It was published in January 2003. TACT is the “solution” of the problem analysed in mid 2003.

2 years later and 21 months after the start of the project, we need to revisit the diagnosis before questioning the strategy.

Decrease of the former trends

The situation analysis has concluded that

“During the 1990s, thousands of children were working in the streets (begging, selling small items) in all the major cities of Greece (Athens and Thessalonica, but also Patras, Larissa, Ioannina, Kavala and Heraklion).(…) A majority of children working in the streets in Greece are Albanian. (…)During the 1990s, thousands of children working in the streets were victims of trafficking.”

Then, the report specified that the trend decreased in 2002: *“The phenomenon of trafficking Albanian children to Greece still exists in 2002. Hundreds of children are victims.(...) The trafficking has been concentrated in the cities of Athens and Thessalonica.”*

In 2005, the trend is still decreasing.

TACT’s indicators and observations of the TACT social workers (from Albania and Greece) show decrease of the trends between Albania and Greece.

The 2003 hypothesis that children could be ‘redirected’ from street exploitation into the illegal sex industry to service this client has not been confirmed.²

Missions in Italy confirm that the trend between Albania and Italy is low. Italy could hardly be considered a transnational priority of the Project, considering the present decrease in the number of Albanian children trafficked to this country.

These information collected by TACT Project are confirmed by other stakeholders (Albanian state, Italian immigration service, IOM, Vlora Center)

Lack of information about new trends and some child trafficking aspects

TACT has identified and assessed a new trend of trafficking children from Albania to Kosovo. With the data collected, we can conclude that the scale seems not yet widespread but initial assessment by Tdh has indicated trafficking and exploitation of Albanian children is on the rise and should be monitored

Internal child trafficking trends are not sufficiently documented. Although, “destination spots” have been identified like the exploitation of children in the streets of Durrës during the summer or in the streets of Tirana.

The protection problematic faced in northern Albania is considered substantial and requires strong action by civil society (currently inconsistent).

At last some children, former victims of trafficking, have still no contact with their families. These children are integrated in Greece or Italy. 22 children have been identified by Arsis which establishes, via TACT, contact with their families in Albania.

Child trafficking issues as entry point to other child protection issues

² Squire, (J), Transnational Investigation Report” TACT Project, January 2005

“It could be stated that there is obviously a client base for this age group and that it is currently being serviced and some of the children being abused by this group come from Albania. But it can not be clearly stated with any credibility, that trafficked Albanian children are being ‘redirected’ from street exploitation into the illegal sex industry to service this client base and thereby reducing the numbers on the streets.

Some suggest the lack of Albanian children on the streets could be attributed to the normal ebb and flow of migration patterns and the integration of Albanians into Greece’s culture. Considering the peak numbers of Albanians in Greece was between 1996 and 1998, this could serve as a very logical and simple answer. Furthermore, no contact was made with Albanian male prostitutes in bars such as ‘Fantastico’ to see whether they were initially trafficked and subsequently found their way into the illegal sex industry. Considering the young men working in the ‘boy bar’ industry are currently around 18, this places them between 10 – 12 years of age in 1996 – 1998.”

To prevent CT, the TACT social workers have addressed several other child protection issues during the family visit or the individual social follow-up (activities of the protection axis). The different protection issues tackled by the project are:

- School abandonment
- Child exploitation through labour
- Birth registration
- Domestic violence
- Sexual abuse (rarely)

Unfortunately, the M&E system does not include these other child protection issues. TACT cannot rely on this system to determine what the most important problems are.

Creation of a political environment related to the process of decentralisation in order to increase the participation of local government and civil society in the delivery of social services. Law on Assistance and Social Services approved by Parliament in March 2004.

At the beginning of the 1990's the economic and social reforms in Albania were associated with an increase in the number of people exposed to the risk of social exclusion. Economic and social inequality grew deeper.

Efforts to meet these needs have been made by the State. In order to fund the system of social protection, the Albanian Government makes available 100 million USD/year (10 billion lek). This accounts for 4% of the annual budget or 2% of GDP.

Besides the State, roles in the provision of social services have been played by others actors (civil society, donors, NGO community...).

Since the beginning of the Project, the context has continued to change:

- Economic and social changes, though more visible in the centre of Tirana than in the rest of the country, are taking place in both positive and negative ways. Policy environment attempts to maximise strengths and minimise weaknesses.
- Consolidation of the State.
- Progressive increase in the competences of local government.

The main policy change is the Law on Assistance and Social Services approved by Parliament in March 2004. This law gives the framework to reforming the social protection system and as a consequence the implementation of the new Strategy of Social Services.

The reform has, as the core basis, the establishment of services at the community level, closer to the beneficiaries and their needs. This is in order to support and assist individuals, families and groups in the community so that they are able to operate on their own, to be self-sustaining and to have the same rights as other members of society.

The reform implementation depends on the decentralisation of competences and responsibilities to local government³. This process aims at establishing a community services system.

³ Formulated in the Law on Organisation and Functioning of Local Government; Law number 8652 of 31 July 2000

Municipalities and communes aim to arrange for the provision of services by making contracts with another provider of services (public, private, NGO...). The contribution made by foreign donors to the direct provision of services can be expected to diminish over time.

The current reforms and strategies represent a clear move.

Nevertheless, it is well recognised at this stage that gaps exist between the stated intentions of policy and the reality in the field. The system development is undermined by both internal and external factors.

Implemented reform is likely to produce improvements in the quality and utilisation of social services. Barriers to the reform implementation may include “conflicts of interest” within the social system itself with the question of decentralisation, subcontracting and priority setting.

Change will come slowly and may not be expected to produce the desired improvements in efficiency and effectiveness for some time.

The reform is intensive with respect to the required capacity building. At the moment, the social system and policy are preparing for change with notions of standards, monitoring of quality, subcontracting, among others. A considerable number of old procedures are being mixed with new approaches. It takes time to build capacity: an usual lag exists between capacity establishment and the desired improvements in social services (“Transition period”).

3. Evaluation of project conception

Summary of main points

The objective of the TACT Project is to provide appropriate and rational response to the problem and the needs of the target population.

Thanks to the trans-national approach, TACT has identified children in destination areas and follows them in their area of origin. The identification of high risk children has been a success. However, the correspondence between children targeted for the schools session of awareness and the protected children is becoming less relevant than at the early stage of the Project.

The strategy is appropriate to the specific issue of trafficking. The reintegration axis includes some prevention activities (all regarding the children at risk: education, birth registration, increasing household income, social work). This could lead to misunderstanding.

The identification of origin target area is appropriate. To follow the diagnosis, Kosovo and internal destination (mainly Durrës and Tirana) should be identified as destination area.

TACT had a strong influence on the elaboration of the national strategy against CT. The programme is a strong stakeholder in the Albanian national strategy.

The scheduled activities in the prevention axis do not lead to the expected results in terms of involvement.

Given the central importance of the direction taken by the social reforms and the availability of an activity based database for TACT Project, an economic appraisal (cost-benefit approach) of the chosen strategies is required.

3.1. Relevance of goal and objective

The objective of the TACT Project is an appropriate and rational response to the problem and the needs of the target population. The objective is specific to the trafficking issues; however its formulation fits to larger protection issues. Even with the evolution of the diagnosis (see above), the objective is still appropriate.

3.2. Appropriateness of:

3.2.1. Response strategy

The strategy is related to the specific issue of trafficking. The intervention follows the different steps of the child trafficking process.

The concept of reintegration in TACT programmes has a broader meaning than in other trafficking project because it means both the reintegration of children at risk and the reintegration of child victims. For example, trainings and follow-up in schools of at-risk children to avoid their departure is considered reintegration instead of prevention (as in projects implemented by Tdh in other countries).

3.2.2. Beneficiaries/target population

Thanks to the trans-national approach, TACT has identified children in destination areas and follows them in their origin area.

The identification of the children at high risk has been a success. Criteria of protection of at risk children correspond to the profile of victims:

- 1,168 children are protected “Egyptian” 645 (55%) + Roma 360 (31%) = 86%, Mixed 54 (5%) + White 109 (9%) = 14%
- 165 of these children are former victims of trafficking “Egyptian” 110 (67%) + Roma 34 (20%) = 87% Mixed 7 (4.5%) + White 14 (8.5%) = 13%

Regarding children targeted by the prevention axis, the correspondence between children targeted for the schools session of awareness is becoming less relevant than at the early stage of the project.

3.2.3. Target area

The special advantage of TACT is to follow the trafficking cycle (principle of “strategic parallelism”⁴). The community is not limited by borders but crosses them. The very added value of the project is to consider this reality not to think in terms of national geographical target areas. The TACT approach is thus a trans-national strategy.

The identification of origin target area is appropriate. It is based on the data collected from former victims of trafficking and social services advices.

This also means that the target area should follow the evolution of the diagnosis (cf 2.2.1). So:

- Italy, as a destination area, should be abandoned
- Activities in Durrës (during the summer) and Tirana should be reinforced because they are considered now as destination area.

If the objectives focus more on the protection issues, the northern regions of Albania should be assessed.

3.2.4. Partnership and national strategy

State partners:

TACT had a strong influence on the elaboration of the national strategy against CT. The programme is a strong stakeholder in the Albanian national strategy. TACT could improve its partnership with authorities by following the national strategy on child protection (see above 2.2.2)

On an operational level, the collaboration with MoPO is good. Collaboration with MoLSA is however less efficient. Only 4.3% of family visits have been made in collaboration with this institution, which is insufficient. This is partly due to the structure of MoLSA. In Durrës, where this structure has been reformed to integrate more social workers and less administrators, the achievement is better – 54 joints family visits with public social controllers.

⁴ Ref to “Child trafficking in South Eastern Europe: The Development of Good Practices to Protect Albanian Children” November 2004, contribution from Tdh and NPF

The partnership is also proving difficult to realize because of the programme's methodology: partners have to adapt to actions which are entirely elaborated and implemented by TACT. The possibility of a more active partnership has to be considered (as to include protection skills in the curriculum in collaboration with the Ministry of Education)

As far as Greece is concerned, TACT advocacy actions have pushed the authorities to recognise the phenomenon and to draft a plan of action. The supplementary activities implemented through ERACT Project (*Emergency Response Against Child Trafficking* during the Olympic Games, Athens 2004) led to the rekindling of negotiations between Greece and Albania on a specific bilateral agreement (joint operations between TACT Project, BKTF involvement and the Greek NGO Arsis).

BKTF:

Being one of the founding members of BKTF, Tdh has played an important role in the development of the coalition. Today, BKTF is considered an important actor in civil society regarding child trafficking issue and other questions related to child protection. Its actions and positions are highly valued by international organisations, NGOs and authorities involved in those questions. BKTF should then persist in its advocacy work based on sustainable data and research to perpetuate this position of leadership.

BKTF should be further supported to become a real umbrella structure. As a coalition structure, it should reinforce relationships and networking between its members. Workshops and "good practices" could improve the operations of the different members of the coalition.

ARSIS:

The impact is very positive. Thanks to TACT, ARSIS reinforced its expertise, stability and credit in the opinion of the Greek authorities. The added value of the partnership with ARSIS is its connection with the Albanian reality and the exchange of information.

NPF:

The quality of the relation with NPF is based on a strong mutual trust and complementary interventions. Because the next phase of TACT is a transition phase toward sustainable solutions, the transfer of protection skills to NPF should be considered. Step by step, NPF should include protection issues in its family visits, if NPF is interested in.

3.3. Appropriateness of activities planned in prevention axis

The objective of prevention is as appropriate as the "two-question approach". This approach raised the following questions:

- How to strengthen the own capacity of protection of the involved community (mainly Jevgit and Roma minorities) regarding child trafficking?
- How to improve the social services accessible to children in this community and reduce the discrimination they faced?

However, the scheduled activities do not lead to the expected results in terms of involvement. In fact, the programme did not plan to provide any support for the initiatives developed by the community. So even though children and parents participate in the activities proposed and implemented by TACT, they do not get the chance to take part in the prevention process itself.

This planning is relevant in an emergency situation, but regarding the diagnosis evolution, it presents a risk in terms of sustainability.

The answer to these two questions must address the specificities of the minority communities and the particular problem of their discrimination (including the consequences of their own rejection of other communities). In the same time, TACT must avoid adopting a culturally based approach which could stigmatize issues of specificity/discrimination by considering the children and the relatives as only Rroms or Jevgits.

3.4. Appropriateness of resources needed

Some unit costs for outputs of the project are available. It is however difficult to assess whether these figures are low or high since no benchmark exists.

Given the central importance of the direction taken by the social reforms and the availability of an activity based database for the TACT Project, an economic appraisal (cost-benefit approach) of the chosen strategies is required. An economic appraisal of a project such as TACT should seek to determine whether the use of resources available for the project is socially efficient and equitable. Economic appraisal is concerned with increasing efficiency but, ultimately, efficiency cannot be separated from issues of distribution and equity.

Though most information is available to conduct an initial appraisal, this is beyond the scope of the peer review.

We therefore strongly recommendation that before the end of the TACT Project a basic economic appraisal is conducted. In addition, a tentative appraisal distinguishing between technical efficiency, efficiency in ressorces allocation, social efficiency, social welfare and value judgements is also conducted. This tentative appraisal will set the grounds to incorporate such an appraisal from the start of the next phase of TACT.

Because the next phase of TACT is a transition phase towards the implementation of the reforms, giving preference to choices which maximize resource allocation is of paramount importance.

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4. Evaluation of achievements

Summary of main points

TACT Project punctually implements planned activities. Regarding its planning, it has even implemented more activities than expected for the different axis of intervention (prevention, protection). Only the extension towards Italy has not been realised.

The number of children who have been informed in the schools is higher than planned (Results realised at 123%). The knowledge of the trafficking process and risks as the awareness of children about their rights is very high (more than 90%). But in view of the improvements which have already occurred in terms of a reduction in children trafficked to Greece (see 2.2), the fact that the Project now focuses a lot of efforts on disseminating warnings to children seems slightly redundant.

To improve the sustainability and the child and community participation, TACT should change its position: from *bearer* (or *co-manager*) of the action to *facilitator* of the action. As a priority, the project should enhance its support for the initiatives developed by the community on child protection, and not only CT. Moreover, TACT's priority should be synchronisation with the SSS reforms.

In each region, TACT should assess to what extent the different stakeholders (NGOs and state social services) are willing and able to manage some "TACT activities" carrying on successfully to include them in their "routine" activities. A common work plan should be established based on their will. Transfer of means and resources should be organised in this way. TACT should continue to monitor the results and build the capacities of its partners on child protection.

The Monitoring and Evaluation system is a strength of the project. However some indicators should be reviewed (more opened to other child protection issues, reintegration indicators) and the system should be "more friendly" to increase appropriation on the part of the TACT team.

4.1. Resources used at project mid-term

TACT Project meets the Tdh standards in terms of working environment and level of spending in administration.

The analysis of the financial resources used raised the following issues:

- Resources for axis Albania-Italy;
- Social support to families;
- Effects of currency fluctuations.

These issues were developed at the donors meeting in Albania on April 11th 2005 and are covered in the financial reporting.

See also 3.4.

4.2. Adequacy between activities planned and activities performed

TACT implementation, as mentioned above, is consistent with the proposal timeline, with the exception of extension towards Italy

4.3. Results at project mid-term

4.3.1. Adequacy of results at project mid-term

4.3.1.a. Prevention

The number of children who have been informed in the schools is higher than planned (Results realised at 123%). The evolution of the knowledge has been assessed with the administration of pre and post questionnaires to the prevention session. The knowledge of the trafficking process and risks as the awareness of children about their rights is very high (more than 90%).

But in view of the improvements which have already occurred in terms of a reduction in children trafficked to Greece (see 2.2), the fact that the project now focuses a lot of efforts on disseminating warnings to children seems slightly redundant

TACT should cease its sessions of CT prevention in schools (performed by Community Animators using TACT Prevention Kits 1 and 2). Prevention in the schools has long favored raising awareness and should focus on prevention of various forms of child abuse (based on the capitalisation of the issues raised during the first 21 months of implementation). The strategy should support the involvement of education personnel (especially teachers) with stronger support to their initiatives (inclusion of child abuse issues with a psycho-social perspective). In addition, as Unicef suggested during the TACT donors meeting, TACT should work with the Ministry of Education, through Unicef facilitation, aiming at including such activities in the State educational curriculum.

As a priority, the project should enhance its support for the initiatives developed by the community on child protection, and not only CT. The entry point should be adapted to the different communities and resources available. Protection issues should be a transversal issue included in the different communities or key persons' initiatives (with TACT consultation).

TACT should change his position, from a position of bearer of the action or co-manager of the action, to a position of facilitator of the action (see scheme annexe 5).

This position will ease the participation of the community and state stakeholders. It will improve the results in terms of participation and families, children and education personnel will become real actors in sensitization”

4.3.1.b. Protection

The quantitative results are better than the results expected. With 1'168 protected children, TACT has realised 153% of its results.

Activities of social workers are broader than those reported because the monitoring system mainly focuses on CT and doesn't systematically collect data on other child protection issues. This inclusion would help to update the diagnosis and the needs of children at-risk.

60% of the members of BKTF are using partly or in whole the same protection sheet. However, it seems that this protection sheet is too “heavy” to fill. This could explain why other members or organisations (not involved in TACT as Arsis and NPF) don’t use it. For the next phase, the protection sheet should be revised in order to respond to the state social services and the NGOs needs and capacities (see sustainability §).

In Greece, the community approach should improve the knowledge of the child. This new approach should not disconnect the street team to the street reality.

4.3.1.c. Assisted Voluntary Return

Finding: see page 13 of the 21-month implementation report.

It is important to review the AVR results from within the European context. The expected final results are not realistic. The bad practices followed are, unfortunately, the norms in the European Union due to a repressive migration policy, which fails to integrate a human rights based approach.

The TACT service does not ease the deportation of children, nor does it encourage the Greek government to mend its bad practices. These bad practices existed before TACT without being considered as and denounced as bad practices. TACT involvement is needed to monitor the practices and provide advocacy at the level of Greek and Albania immigration services.

TACT should continue to denounce the deportation and other violations of the rights of Albanian children in Greece and to seek a stronger commitment by the Greek government. It should link its advocacy to the “Separated children programme” which advocates this issue on a European level.

4.3.1.d. Reintegration

The % of protected children who are reintegrated is lower than expected⁵ (53% instead of 80% expected).

This result and indicator, by itself raised several points:

- Two categories are included in the reintegration: children victims of trafficking and children at risk. the categories fail to give a clear picture of the results reached for all the different issues confronting children. Clearer indicators would facilitate assessment of whether these figures are low or high via benchmarks.
- Reintegration means either monitoring school reintegration or providing vocational training. This is not always relevant, especially for teenagers.
- Regarding children at risk, the school reintegration could be understood as prevention. The family visits build up capacities of families to resist the traffickers. (see 3.3)

TACT should re-think its reintegration indicator based on a capitalisation of the 21-months activities. This indicator should be adapted to address the different issues (trafficking in addition to other child protection issues) and the different ages of children (especially for

⁵ The quantitative aspect is not taken into consideration. Initially, the project was targeting the reintegration of 80% of 760 children under protection scheme. Today’s reintegration percentage is based on 1168 children.

teenagers). This indicator should be defined with the social workers and in collaboration with other stakeholders in order to promote buy-in. Such capitalisation would facilitate a closer and more adapted monitoring and will increase common understanding and establishment of common benchmarks. This work will be useful for the social services reform.

TACT Project reaches today 96% of the final expected result for the indicator of social assistance. Social assistance is surely needed; however the procedures to give the assistance should be reconsidered with accent on a more community participation approach. The assistance should only be exceptional to avoid dependence. Furthermore, it should be decided in partnership with the social services and the community organisations. This would reinforce the capacity of the community and develop its self-organisation and its internal solidarity (strengthening the social links, building up trust and ownership).

The public social workers are still involved in basic family assistance with a rate of only 3.5%. In Durrës, where the public social service structure has been reformed to integrate more social workers and less administrators, the achievement is better – 54 joint family visits with public social controllers. TACT, in the next phase, should support the reform and evolve from its position of bearer to action facilitator (see Annexe 6).

4.3.4. Issues on result measurements

The Monitoring and evaluation system is a project asset. With these indicators, the diagnosis can be more easily updated, the results monitored. Besides that, the M&E is a strong tool to increase the knowledge of the child protection issues in Albania, to establish benchmarks and to increase the quality of the social intervention.

However, indicators should be reviewed with the diagnosis evolution (more opened to other child protection issues) and with the evolution of the activities. Some present indicators are not relevant and not appropriate (see indicators on reintegration 431d)

Furthermore, the TACT Team does not yet have ownership over the M&E system. Some recommendations:

- For the field staff, completing the system should be made easier (for instance, now, one worker is needed only to fill out the forms during the prevention session in schools).
- The identification of indicators should be discussed with the social workers and other stakeholders.
- The tri-monthly report should be more “user friendly” in order to be understood by all the TACT workers.
- The results should be discussed and debated at regional, national and local levels with an operational analysis which leads to adapted operational work plan.

4.3.5. Unplanned positive and negative consequences

A consequent work on child protection issues has already been undertaken by BKTF. At the advocacy level, TACT efforts in this direction should continue within the framework of BKTF Coalition.

TACT financial supply to ARSIS allowed a longer term organisational security and therefore better planning and consequently a better recognition.

4.3.5. Participation

The child participates in the activities implemented by TACT. The model of action of TACT Project has been initially designed with the participation of the funding members of BKTF coalition (November 2001). The prevention tools targeting children were designed from testimony of former victims and the informational brochure for educational personnel was conceived with the active contribution of academic inspectors.

As the implementation of AVR is not decided by TACT⁶, the child's participation in AVR is, therefore, not responsibility of TACT. In fact, AVR figures concern mainly deportation. TACT is a strong advocate for the child participation in the procedures with low results (see 431c).

Due to the short period of the review mission, the evaluation team was not able to assess the level of community ownership.

The Project has adjusted its response too the needs and views of the community. The message delivered during family visits, after the first contact, has to do with other child protection issues and not child trafficking. The M&E system should be adapted to this adjustment in activity. In addition, no "official space" is given to children or communities to discuss the TACT responses to child protection issues.

We strongly recommend an increase in the participation of children and communities at the level of decision and implementation of activities.

4.3.6. Sustainability

During TACT's 21 months, Albanian service providers were in a transitory period. The many ongoing reforms of public sector in Albania aimed at enabling these services to take concrete actions to the benefit of the population, including children. TACT's priority should be synchronization with these reforms.

In this regard, the initiative undertaken in training of State Social Services (SSS) was a positive development and should be expanded geographically. The exchange already existing with public education structures and police had to be further enhanced in specific aspects (concerning educational curricula and training of border police). For instance, TACT should work with the Ministry of Education, through Unicef facilitation, aiming at including such activities in the State educational curriculum.

All these are going beyond the scope of TACT alone. More emphasis is needed on coordination with other actors of civil society (BKTF, CAAHT, etc).

The role of the Albanian coalition BKTF is crucial to insure the sustainability of the project results and to maintain a high level of advocacy regarding the development of the child protection policy in Albania. The necessary coordination between TACT Project and CAAHT initiative would improve chances to create genuine coordination mechanisms at the local level.

⁶ TACT accompanied relatively few children through AVR in 21 months

In each region, TACT should assess to what extent the different stakeholders (NGOs and state social services) are willing and able to manage some “TACT activities” and carry on successfully and include them in their “routines” activities. Common work plan should be established based on their will. Transfer of means and resources should be organised in this way. TACT should continue to monitor the results and build their partners’ capacities concerning child protection. NPF could be a priority partner in Korça, Elbasan and Berat for this transfer of skills. In each locality, additional partners should be identified. Different partners can manage different kind of activities. Improvements of the level of involvement of SSS at the local level should be increased with the SSS reform (see 2.2.2). To ensure the necessary support and resources, the process should be prepared. (Tdh’s experience in Haiti and methodology could be used.)

The peer review lacks information to assess whether the community is now taking initiative on the issue itself.

It seems that some activities are developed but it’s still on a low level.

At local level, some communities or personal initiatives have been supported by TACT. This practice should be extended geographically and should become the main way of implementing activities. The local implementing partner should be trained on child protection issues and their activities monitored.

4.4. Flexibility and adjustment capacity

The Project has a strong will to keep its flexibility. It shows its adaptability by initiating an evaluation mission to Kosovo and changing the prevention kit, among other examples. However, the evolution of the diagnosis has not always changed the approach, especially regarding the transfer to a broader child protection perspective (weak data in the M&E) and the internal trafficking trends. The problems are identified. The adaptation should be quicker.

This weakness is due to a lack of space for adjustment in the management organisation (centralized management – poor beneficiaries’ participation – see 4.12).

This capacity could be improved.

5. Findings and recommendations

5.1. Main findings and challenges

Main challenges

TACT should change its position, from a position of lone provider or co-manager of the action, to a position of facilitator of the action (see scheme, Annexe 6).

Because reform implementation is going to take time (intensive on capacity building), the danger is that impatience may develop and support systems (such as TACT Project or some TACT activities) may be inappropriately transferred under the impression of “sustainability”.

As stated by a local government representative : “Everybody is in a hurry to show results but the changes we want to bring about will have to go in little stages if we want them to be sustained”.

5.2. Recommendations

Recommendation 1 – To donors – Maintain support during transition period

Effective support of the process of the social service reform will require from donors to maintain their support to the “TACT” tool focussed on child anti-trafficking as the open door to address other child protection issues.

Recommendation 2 – To donors – Support the coordination of TACT with other initiatives

Donors have updated information on other initiatives (especially State’s ones) and possibility to obtain the other stakeholders collaboration with TACT’s objectives.

Recommendation 3 – To TACT Project - Synchronise closely to the goals of the Strategy of Social Services

As a social service provider, TACT should synchronise closely to the goals of the Strategy of Social Services during the transition period. This should be a contribution to the implementation of a clear policy for reforming the system of social services with a special focus for TACT on the TACT Project target groups.

Recommendation 4 – To TACT Project – Maintain role as provider of social services during transition period.

During the policy implementation period (transition period), the role of TACT as a provider of social services should be maintained.

The grassroots intervention of TACT offers:

- Information for NGOs to act as defenders of the rights and interests of children in need of protection and as an entry point of children at risk of being trafficked;
- Capacity building training opportunities for various actors;

- A flexible unit which adapts and operates quickly in various situations and deals with issues in which the State today has no or little opportunity to intervene. TACT Project human resource structure should be downsized in order to streamline efforts and further develops partnership with local partners and State services.
- Assessment of new trends and some child trafficking aspects (illegal adoption, communication between former victim of CT integrated in Greece and Italy and their family)

Recommendation 5 – To TACT Project – Contribute to Capacity Building and strengthening.

Capacity Building and Strengthening

- To stimulate the building up of capacities, by regularly offering additional and refresher training for TACT staff in order to consolidate quality services and make familiar with new policies and examples of good practice.
- To offer in the field training conditions for various actors (local government staff, NGOs, private providers...) which provide (or are to provide) social services in the context of the implementation of the reforming of the social protection system.
- To offer on the job training for building up and strengthening of the capacities of the staff of the local government staff, enabling them to assume new responsibilities in the framework of decentralisation.
- To contribute to the participation of citizens in the decision making process through social debate and the transmission of the needs, priorities, ideas and opinions of the community into concretely formulated recommendations (awareness raising with a participatory approach).
- In priority, the project should enhance its support for the initiatives developed by the community on Child protection, and not especially CT. The entry point should be adapted to the different communities and resources available. Protection issues could a transversal issue included (with TACT consultation) in the different communities or key persons initiatives.
- TACT should seek good practices to empower discriminated communities as Romas and Jevgit
- The strategy should support the involvement of education personnel (especially teachers) with a stronger support to their initiatives (with inclusion of child abuse issues with a psycho-social perspective). TACT should work with the Ministry of Education, through Unicef facilitation, aiming at including such activities in the State educational curriculum.

Recommendation 6 – To TACT Project – Increase the child participation at the level of design and implementation of activities.

We strongly recommend increasing the participation of the children and the communities at the level of design and implementation of activities.

Recommendation 7 – To TACT Project – Continue its advocacy through BKTF.

- BKTF should continue to develop the BKTF Coalition with respect to sharing data and coordinating specific case efforts, as well as its operational capacity. Enforcement

of the advocacy capacity of BKTF and its members as well as its and national and international recognition;

- TACT should continue to denounce the deportation and other violations of the rights of Albanian children in Greece and to seek stronger commitment by the Greek government. It should link its advocacy to the Separated children programme which advocates this issue on a European level.

Recommendation 8 - To TACT - Perfect the M&E system

TACT should continue to perfect the monitoring and evaluation (M&E) system tools for provision of concrete data on children at risk and victims of trafficking, including patterns and trends, to authorities, partners, and international institutions. Extension of M&E in other issues of Child Protection;

Facilitate the use of the M&E system by the field team:

- For the field staff, to fill the system should be lighter
- The identification of indicators should be discussed with the social workers and other stakeholders (especially for the reintegration axis)
- TACT should re-think its reintegration indicator based on a capitalisation of the 21-months activities. This indicator should be adapted to the different issues (trafficking and the other child protection issues too) and to different age of the children (especially for the teenagers).
- The quarterly report should be made more reader-friendly in order to be understood by all the TACT staff and participating partners.
- The results should be discussed and debated at regional, national and local level with an operational analysis which leads to adapted operational work plan.

Recommendation 9 - To TACT – Conduct a basic economic appraisal

Before the end of the end of the TACT Project a basic economic appraisal should be conducted. In addition, a tentative appraisal distinguishing between technical efficiency, efficiency in resources allocation, social efficiency, social welfare and value judgements is also conducted. This tentative appraisal will set the grounds to incorporate such an appraisal from the start of the next phase of TACT.

Recommendation 10 - To BKTF - Reinforce relationships and networking between its members

As a coalition structure, it should reinforce relationships and networking between its members. Workshops and “good practices” could improve the operations of the different members of the coalition.

REFERENCES

- Terre des hommes, “The Trafficking of Albanian children in Greece”, January 2003
- Terre des hommes – Ndihmë për Fëmijët, “Child Trafficking in South Eastern Europe: The development of good practices to protect children”, November 2004
- TACT implementation report 21 months – TACT donor meeting
- TACT strategic planning 2003 (PMP)
- TACT quarterly reports
- Rapport of evaluation – mission in Kosovo, February 2005
- Tdh Albania strategic plan 2005-2009
- OSCE “Current situation and response to human beings Trafficking”, 2003
- OSCE “Current situation and response to human beings Trafficking”, 2004

ABBREVIATIONS

AVR	Assisted Voluntary Return
BKTF	All Together against Child Trafficking (Albanian acronym)
CT	Child Trafficking
HQ	Headquarters
HR	Human resources
INGO	International Non Governmental Organisation
IOM	International Organisation of Migration
M&E	Monitoring and evaluation system
MoH	Ministry of Health
MoLSA	Ministry of Labour and Social Affairs
MoPO	Ministry of Public Order
NGO	Non Government Organisation
NPF	Ndhimë për Fëmijët
PMP	Performance Monitoring Plan
SSS	State Social Services
SCF	Save the Children
Tdh	Terre des hommes/Lausanne
UN	United Nations
USD	US dollar

List of annexes

- Annexe 1 – PowerPoint presentation at donors meeting April 11th, 2005
- Annexe 2 – Terms of reference
- Annexe 3 – Evaluation framework plan
- Annexe 4 – Graph on children in the project per axis
- Annexe 5 – List of people met
- Annexe 6 – Place of the project in development action
- Annexe 7 – Evaluators' background
- Annexe 8 – Background to the project as per project proposal
- Annexe 9 – TACT implementation report 21 months – TACT donor meeting

ANNEXE 2 – TERMS OF REFERENCE

Terms of Reference TACT PEER REVIEW⁷

1. **Place of work:** Albania, Greece and/or Italy
2. **Reports to:** Head of Mission Terre des hommes Albania
3. **Duration of review:** 7 and 14 days. Total of 21 days between both peers⁸.

4. General responsibilities:

The Consultant will conduct his or her duties in respect of the charter of Terre des hommes and the convention of the child's rights, including the Tdh Child Protection Policy.

The Consultant will direct his or her activities and engagements without preoccupation of political, racial or religious affiliation.

Special recommendations bound to the station of the Consultant:

The Consultant has direct access to confidential and highly sensitive information, such as trafficking routes and trends, children in situation of trafficking, the national strategy of Tdh and of Transnational Action Against Child Trafficking (TACT) Project, legal and police documents and information related to beneficiaries. A professional sense of security, team work, confidentiality, and proper representation is paramount to the job profile.

Background

TACT II project is resulting of four years of specific anti-child trafficking activities in Albania. Different phases were developed following the principles of research and action approach (Prevention and Protection – PRAEVE project; Assisted Voluntary Return – RSA project; full model of action – TACT I). Several trainings, reports and development of good practices and other complementary activities were implemented in the mean time.

The 3 year TACT II project is representing the full development of the model of action on both operational and advocacy levels. The involvement of partners (civil society and public services) is a paramount of project implementation. The multi-donor aspect of TACT II is also a relevant factor of Tdh intervention.

TACT II project is developed with a transnational dimension, involving actors in transit and destination countries. Today, the partnership with Greek actors (especially the NGO Arsis) is the main confirmation of this dimension. Other countries are envisaged and/or concerned, such as Italy, Kosovo, Slovenia.

Further information regarding intervention objectives and key stakeholders are available in the main documents of the project at the disposal of the Consultant (Monitoring and Evaluation tools, quarterly reports, public reports, and documents on good practices).

⁷ Referred to as “evaluation” in the rest of the terms of reference

⁸ Referred to as “consultants” in the rest of the terms of reference

Purpose of the evaluation

Today, more than 50% of TACT II project is implemented. The purpose of the evaluation is to provide Tdh with an independent assessment of the main challenges of programmes against child trafficking and the relevance, appropriateness and results of the chosen approaches and activities of the TACT Project. To give recommendations on how to develop child trafficking programme in South Eastern Europe.

Intended use:

The evaluation should facilitate improvements for the next phase of the project in Albania and the others anti-trafficking projects in South Eastern Europe. The evaluation report will be distributed to the five donors of TACT II.

Scope and focus

6.1. Relevance / Appropriateness

Relevance is the degree of correspondence between the identified problem and the needs of the target population and the objectives defined. Appropriateness is the correspondence between the input/resources and the intended results.

- Was the initial phase of Tdh intervention in Albania, from the assessment of the situation to the development of Tdh anti-trafficking activities in the country?
- Were/are the objectives of the TACT Project appropriate and rational responses to the problem and the needs of the target population? (past, present and future phase of implementation?)
- Were/are the objectives in prevention adapted to the problem? (comparison with an approach focusing the discrimination issues)
- Were/are the resources (human, financial and material) allocated to the programme in line with the assessed needs?

6.2. Results achieved

Results achieved refer to the outputs of the programme and the extent to which the programme had an effect, planned or unplanned, negative or positive on the target population.

- Where there any major unplanned positive or negative consequences of the programme and what were their effect on the quality of the outcome?
- Could we measure the results in prevention (inside school, inside family, in streets, etc.) both in the changes of behaviour and in the level of knowledge of the phenomenon?
- How has basic knowledge of the community on trafficking changed and perceptions changed during the time of working with the community? For example, do children in the community know how to protect themselves from trafficking?
- Highlight achievements and failures of the programmes in the light of protection and reintegration and examine underlying reasons for these.
- ~~What are the results of the approach based on trust relationship with the target population? (comparison between the different fields of intervention (e.g. regions of Korça and Durrës) and within a region between a new and an old family)~~
- Where there any major internal or external constraints to the implementation of the programmes that affected the outcomes?

6.3. Efficiency

Efficiency is a measure of how economically inputs (funds, expertise, time etc.) have been converted into outputs.

- Could we achieve same results with fewer inputs? Were the activities implemented in the most timely and productive manner?

6.4. Programme management and Coordination

Coordination is the degree of collaboration among the different partners and within Tdh for operational and advocacy purposes.

- What is the nature and degree of operational coordination with other stakeholders (anti-trafficking police, public social services, education staff, municipal services, other Ngos) within Tdh delegation?
- What is the nature and degree of coordination with the Albanian inter-NGO coalition BKTF, institutions, and authorities for advocacy purposes?

6.5. Participation – *Limited work done*

- ~~• Can we evaluate the participation of children and communities in the process of project design, implementation and adaptation of the activities?~~
-
- Is the will of the child taken into consideration in protection and Assisted Voluntary Return (AVR) processes?
- Does the child participate to the conception of prevention kits?
- What is the level of community ownership? (What is the level of active participation of community members in discussing trafficking? This should be measured in terms of the community's level of interest in the issue rather assuming the community will necessarily take up the issue of their own accord (this might not be feasible due to other constraints).
- How has the project been adjusted in response to the needs and views of the community?

6.6. Sustainability

Sustainability is whether the results are likely to continue after the TACT support is withdrawn and responsibility shifts fully to the National Authorities. Is any intermediate phase foreseen between the end of the project and the handover to authorities?

- What steps have been taken to work towards sustainability?
- To what extent are the different stakeholders (social services, education staff, other Ngos) willing and able to manage and carry on the programmes successfully if TACT support fades out? Is there a process towards assuring the necessary support and resources? What is the advocacy role played by the project in this direction?

(evaluation to be made regarding the situation in both countries, interviews with the Greek NGO ARSIS to be arranged by Tdh staff)

- Is the community now taking initiative on the issue itself? (i.e. ripple effects beyond the parameters of the anti-trafficking intervention/project. For example, is the community organising its own programmes?)

Existing information sources

- Reports of precedent phases (PRAEVE, RAS, TACT I)
- TACT II project proposal and annexes,
- Performance Monitoring Plan (PMP) and Result Framework (RF) based on USAID M&E system,
- Quarterly Program Reports (from 1 to 6),
- Monthly Coordination Meetings,
- “The trafficking of Albanian Children to Greece”, report, January 2003,
- “Child trafficking in SEE, the development of good practices to protect Albanian children”, November 2004,
- Other international reports mentioning Tdh/TACT intervention

Evaluation process and methods

Methods

- Desk research / literature review
- Interviews with key stakeholders in the Tdh Headquarters and in Albania
- Field visit to Albania and Greece
- Debriefing in Albania at the end of the field visit to share preliminary findings
- Meeting in Lausanne with key stakeholders before finalizing the evaluation report

Process

The evaluators will produce: 1) an evaluation work plan, and, 2) an evaluation report, including an evaluation abstract. A draft work plan and draft evaluation report will be submitted to the Tdh-Albania for comments before the final documents are produced. Deliverables are to be prepared in English.

The draft evaluation report should clearly identify the purpose of the evaluation, what was evaluated, how the evaluation was conducted, the data considered, the conclusions drawn and recommendations made and lessons identified.

The final report includes an executive summary that highlights the main findings and recommendations. Where appropriate, technical appendices should be used to separate methodological issues, detailed tabulations or analysis of data, instruments or detailed procedure used, etc., from the main body of the report. For reasons of continuity, the appendices should also contain the original terms of reference.

Stakeholder participation

Interviews with stakeholders will be made possible by Tdh team:

- Anti-trafficking police officers,
- Educational staff (teachers, headmasters, etc)

- Regional public social services,
- Leaders of NGO partners (ARSIS in Greece, other partners in Albania)
- Leaders of BKTF coalition,
- Community leaders and parents,
- Children (according to CPP guidelines)

Accountability

TACT Project is financially supported by five different donors. The evaluation of the project is foreseen twice in its implementation (mid-term and end of the project). All donors will receive a copy of the final evaluation report in order to estimate the intermediate results of the project (the analysis of financial support will be considered by each donor individually).

Tdh, as the implementing agency, is in charge of maintaining full transparency about the evolution of the project, its outputs and the constraints of the implementation toward the donors.

Evaluation team

With a great sense of initiative and discretion, the evaluation team will conduct its works in harmony with the implementation of the project. The close consultation of the cadre team of the project is necessary to insure the access to information and to beneficiaries. This permanent consultation is crucial in order to avoid any misunderstanding between the project (Tdh and TACT staff) with local authorities and partners. Security and CPP guidelines will be observed strictly by the evaluation team.

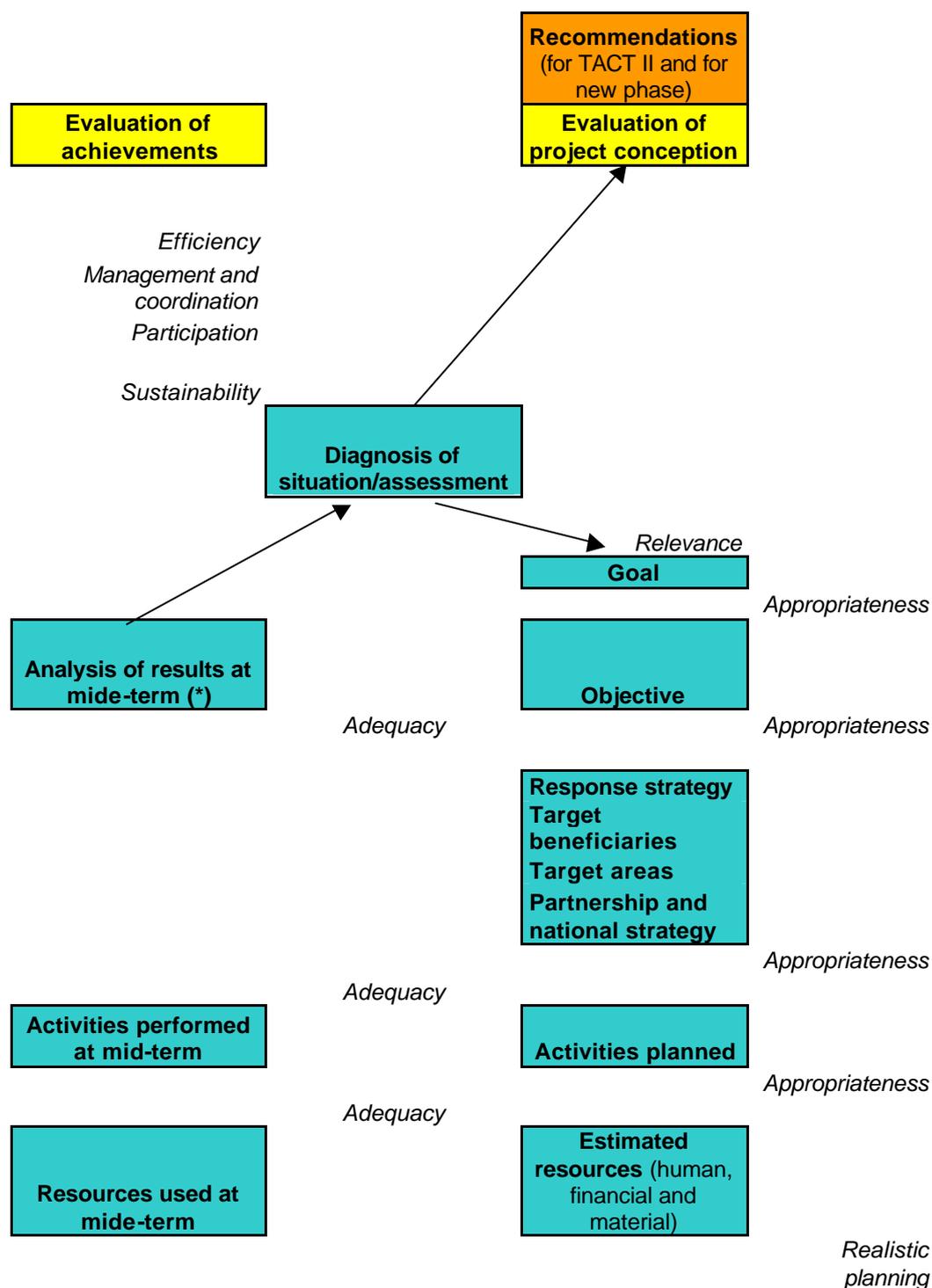
Procedures and logistics

- Transportation means will be provided by Tdh team (project vehicles), following the evaluation work plan agreed upon,
- A member of the cadre team will be available to accompany the evaluation team, this person could play the role of guide and translator from Albanian into English or into French.

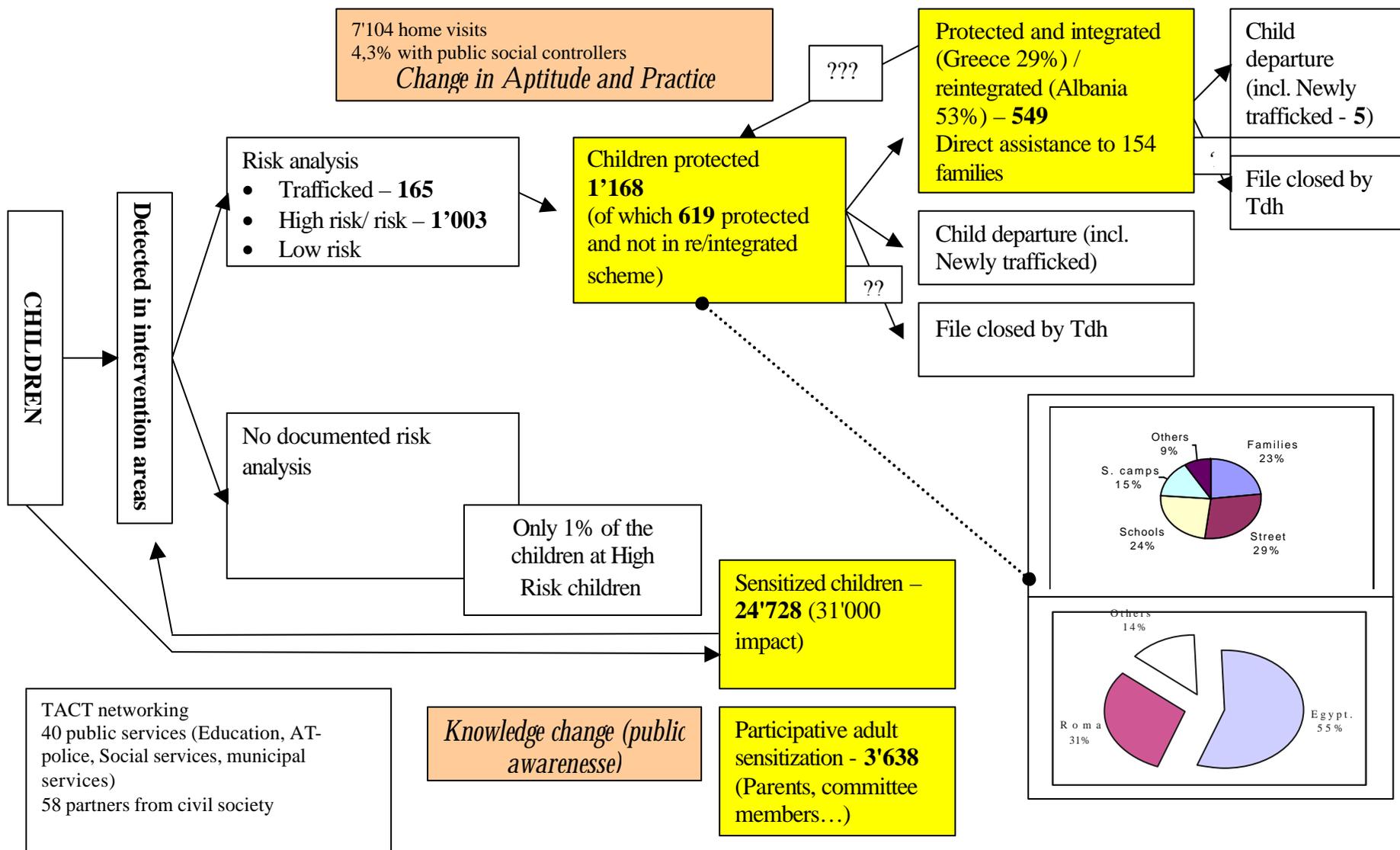
Budget

Peer working days	21 days
Living allowance and other local expenses	500 CHF
International transport costs	1'600 CHF
Local transport	300 CHF

ANNEXE 3 – EVALUATION WORK PLAN



ANNEXE 4 – GRAPH ON CHILDREN IN THE PROJECT PER AXIS



ANNEXE 5 – LIST OF PEOPLE MET

Government of Albania

Mr. Dolor Tozaj – Advisor to the Minister of State

UNICEF:

Ms Carrie AUER – Country Representative - UNICEF

Miss Galit WOLFENSOHN – Child Protection Officer - UNICEF

USAID:

Mr. Harry BIRNHOLZ – Mission Director - USAID

Miss Arian GIANTRIS – Anti-trafficking Advisor - USAID

Miss Besiana KADARE – Anti-trafficking Advisor - USAID

Albanian NGO:

Mrs. Elira ZAKA – ONACT Coordinator - BKTF Coalition

Mr. Mikael Sterjo – Project Coordinator in Elbasan - Foundation NPF

ICMC team in Tirana

Terre des hommes Kosovo:

Ms Ajten BUCINCA – Co-Head of Mission – Terre des hommes Kosovo

Mr. Afrim IBRAHIMI – Co-Head of Mission - Terre des hommes Kosovo

ARSIS team in Athens and in Thessalonica

TACT team in Berat, Durrës, Elbasan and Tirana

Director of school and teachers in Berat, Durrës, Elbasan

ANNEXE 6 – PLACE OF THE PROJECT IN DEVELOPMENT ACTION

Scheme in Project Cycle handbook, Terre des hommes

POSITION 1	POSITION 2	POSITION 3
<p>BEARER OF THE ACTION ‘The action is me’</p>	<p>CO-MANAGER OF THE ACTION ‘I got my shoes set up’</p>	<p>FACILITATOR OF THE ACTION ‘I accompany the action if needed’</p>
		
<p>Support is identified with action: its success conditions are its own success as supporting structure. The success of the action justifies its existence with regard to itself, its employer or its donor.</p>	<p>The support sets the conditions of the action. It provides reflection, raises the problem at the origin of the action. The latter is however borne by the beneficiaries. There can be co-management, with support playing a role in the success, but its success as support is possible only if there has been success in the eyes of the beneficiaries. In a sense, support identifies with – and consequently evaluates itself from – the success achieved by the beneficiaries.</p>	<p>Support is situated outside the action. It is not with regard to the action that it justifies its presence in the field. It is interested in this to the extent it is called upon for this subject (logic of consultation). It may possibly be at its origin but it does not get involved in finishing it. This is the concern of beneficiaries, it is up to them to do what they want with it. It will however ensure that the beneficiaries use it in a position – and capable – to extract the potential for learning and innovation contained in the action.</p>
<p>The action is his/her concern therefore his/she will be required to impose his/her standards to conduct it</p>	<p>The action is both his/her concern and that of the beneficiaries. It is shared.</p>	<p>The action is the concern solely of the beneficiaries.</p>

ANNEXE 7 – EVALUATORS’ BACKGROUND

Ignacio Packer

Ignacio Packer is head of the programme department of the Terre des hommes Foundation in Lausanne. Of multicultural background, he has dual nationality : British and Swiss. He graduated in Business Management in Belgium in 1985 before working in banking and in the financial auditing sector in Europe and Latin America. In 1988, he joined Médecins Sans Frontières (MSF) as a health system manager with a first two year appointment in Guinea. He joined the “Medical department” of MSF in Brussels as a specialist in health economics and public health. With frequent and extensive field trips, he followed contexts as diverse as the war torn Liberia, Zaire, Sierra Leone, Ethiopia and contexts where development approaches were required such as Guinea, Chad, Cambodia, Laos, Guatemala, Colombia, and Rumania. Ignacio Packer worked for MSF until mid-1993 and continued with positions on the board of directors until 1996. In 1994, Ignacio Packer graduated as Master in Health Economics at York University (UK). He then worked as a health economist with the European Association for Development and Health with mandates on economic evaluation in France, Italy, Switzerland, the Solomon Islands and health project evaluations for the World Bank, USAID, EU and bi-lateral donors in Guinea, Tanzania, Niger, Cameroon, Chad... In 1996, Ignacio Packer joined the Swiss Tropical Institute to set up the regional health support centre as resident representative in Chad and then, in 1998, as health economist in Basel (CH). Ignacio Packer joined the Terre des hommes Foundation as head of programme department in May 2000.

Pierre Philippe

Pierre Philippe is the resource person on Child Trafficking of Terre des hommes Foundation in Lausanne. He graduated as Master in Humanities (option: History and Civilisation) in France in 1997 before working overseas in Non Governmental Organisations. After 3 years in Africa (Burkina Faso and Burundi) as advisor on capacity building of local Ngos, he joined Terre des hommes in 2000 as the Tdh representative in Kosovo. In 2002, he worked as Itinerant delegate on child trafficking and leads several diagnosis evaluations (Albania-Greece, Romania-France, Burkina Faso, Afghanistan...). Since January 2005, he is the resource person on Child Trafficking for the Foundation and technical advisor for the International Campaign against Child Trafficking of the International Federation of Terre des hommes.

ANNEXE 8 – TACT BACKGROUND (as per project proposal)

B. Background / Introduction

B.1 An international approach

The mission of Terre des hommes (Charter)

The world-wide appeal of millions of children. Who suffer or die in silence inspires what follows:

As long as one child remains hungry, sick, abandoned, in misery or in pain, whoever and wherever he may be, the movement Terre des hommes, created for this reason, will pledge itself to his immediate and complete rescue. Having determinedly sought out the child, Terre des hommes will come to his aid in the way which responds most closely to his distress. In his country, if circumstances permit, or elsewhere, if not, the child will therefore be fed, cared for, provided with a family and restored to a life worthy of his rights as a child, always assured of tender and competent support.

Free of any political, religious or ethnic bias, simply human being working for human being, as an act of justice not condescension, in a spirit of self-effacement as close to personal anonymity as possible, Terre des hommes is composed of voluntary and salaried workers committed to one common goal: the rescue of the child for whom the movement is both the ambassador and the instrument of life, survival and solace. So that none may be in doubt: neither those who suffer nor those who can relieve the suffering, Terre des hommes will strive to alert and to rally humanity around infinite distress of countless children.

Terre des hommes' interventions priorities

The priorities of Terre des hommes foundation are including four main fields of intervention. The present project proposal is corresponding to three of them:

- Social: prevention, protection and rehabilitation of children in especially difficult circumstances (abandoned, mistreated, street children, adoption, AIDS, psychotraumas, etc.).
- Rights: legal protection of minors and progress in the application of laws.
- Alert/action: public advocacy actions in defence of children (in Switzerland, in Europe and in the field).

Project resources and geographical concentration

80% of the projects' resources of Terre des hommes foundation are put to use in 25 countries where Tdh is active. Albania is a "concentration country", and the mission in Albania is acting under its Regional Delegation for Eastern Europe (Bucharest, Romania).

As requested by the International Federation of Terre des Hommes (IFTDH), the decision whether to join the main organisation has been taken in the year 2000. Such a decision takes into account the Foundation's policy of strategic alliance with the aim to defend children's rights on a European scale.

As a contribution for the year 2002, the Institutional and Human Development (IHD) Programme of Terre des hommes, Lausanne, and the Regional Delegation in Bucharest have organised training sessions on strategic planning in Albania. The result of these training sessions is applied for the next three years strategy against child trafficking.

Children Rights Department (CRD) contribution

The children rights are a major concern for Terre des hommes, Lausanne. Given the considerable increase in information received from countries that intervene in child trafficking and from the media, the children rights department organised in 1998 a seminar with magistrates, lawyers, police officers, journalists and witnesses on the specific action it is taking as an NGO with respect to this matter. Out of this seminar came a document entitled "Practical Guide from an NGO dealing with child trafficking" that provided some practical instruments for the collection and verification of information, the interviewing of witnesses, the comparison of laws and that showed ways in which NGOs could intervene with the police and the courts (without replacing them).

On the other hand, the CRD is the key actor of Terre des hommes, Lausanne, in the "Stop child trafficking" international campaign. The CRD had - and will - directly contribute to TACT Project by taking in charge investigations and proposing its itinerant delegate for short-term missions.

The next contribution of the CRD for the years 2003 - 2005 is explained in the strategic planning document.

Children in Street Situations contribution

The Programmes for " Children in Street Situations " (CSS) are a major concern of the Foundation Terre des hommes (as the Foundation's priority intervention, social field) and is implemented in 13 countries.

The final goal of Tdh supported programs is empowerment of children in street situations and their families. In this way, Tdh wants to contribute to social development through consideration for beneficiaries as social actors. Identification of their needs and competencies allows drawing major profiles and related appropriate support. For this purpose, a specific tool, the " Child-Street System ", has been developed by Tdh in co-operation with the Department of Sociology of the University of Fribourg (Switzerland). Tdh is an implementing agency working with local partners, both NGOs and GOs, with a networking perspective that strives to offer coordinated services and opportunities for children who have decided to leave the street.

Tdh's Resource person for CSS is a facilitator for capitalization of experiences in this field. His function is to identify best practices, give strategic guidelines and continuous technical support, organize international workshops, share experience both inside and outside Tdh, and, as a sociologist, elaborate specialized tools in co-operation with academic competencies.

As new contributions for the years 2002 - 2005, the CSS programme is planning to organize training in Albania, with Tdh and partners, which would contribute to issue capitalization document on the approach of children being trafficked.

The International Campaign against Child Trafficking (ICaCT) contribution

The member organizations of the "Stop child trafficking" Campaign are launching an appeal to all players in the international community - media, non-governmental organizations and governments - for urgent mobilization to stop child trafficking, regarded by Terre des hommes as a crime against humanity.

To promote this mobilization, at the end of 2001, the Campaign adopted three interconnected approaches: 1. awareness raising, 2. projects, and 3. legislation. More specifically, the objective is to increase awareness about the urgency of combating this scourge, undertake action in the field to remove children from the hands of traffickers, and promote adoption and the application of legislation against such trafficking.

Six regional coordinators have been appointed for South-East Asia, India, Southern Africa, West Africa, South America and Europe⁹. Together with Terre des hommes delegates already present in some dozen countries, coordinators will have the task of implementing the three approaches of the "Stop Child Trafficking" Campaign. The Campaign is planned to continue until the end of 2003.

The definition of trafficking in persons formulated and disseminated by the United Nations Office for Crime Prevention will be adopted in this Campaign:

"the recruitment, transportation, transfer, harboring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation".¹⁰

B.2 Regional strategy and experience

The Regional Delegation for Eastern Europe management

The Regional Delegation for Eastern Europe, based in Bucharest, Romania, comprises programmes in Romania, Kosovo, Bosnia and Herzegovina and Albania. All implemented projects are concerning the social field (prevention, protection and rehabilitation of children in especially difficult circumstances) and children rights field (legal protection of minors and progress in the application of laws).

Regarding especially child trafficking aspects, an information network is organized between countries part of the regional delegation (either countries of origin, transit or destination countries). In the same way, contacts with regional partners (such as OSCE, IOM, EU, Unicef and SDC) are established to gather information on regional and field levels.

Mission in Albania

Terre des hommes opened a delegation in Albania in 1993, implementing projects for the most vulnerable children. In 1998, the foundation Ndhimë Për Fëmijët (NPF) is created by former cadre-staff of Tdh delegation. All projects were directed locally by NPF foundation. So Terre des hommes decided to leave the country. In 1999, Terre des hommes decided to come back to Albania to implement emergency project for Kosovar population in refugee camps.

First phase: investigation on child trafficking

In October 1999, Terre des hommes took on Mrs. Nathalie Heppell, a former Canadian police officer, to lead an investigation into the trafficking of Albanian children in Greece, in response to information communicated by the Albanian Foundation "NPF", the Terre des hommes correspondent in the three Albanian towns of Elbasan, Korça and Berat. The temporary or final disappearance of children from schooling programmes gave rise to a strong presumption that they were victims of organized trafficking.

This first report is the result of interviews conducted between October 1999 and January 2000 with about a hundred children, parents, school principals, social workers and other persons responsible for schools, maternity clinics, adoption and rehabilitation centers, police stations, government institutions, NGOs, international organizations, United Nations agencies in Greece and Albania and national and international firms of lawyers. The aim was to confirm the existence of trafficking in Albanian children: more than a thousand Albanian children are exploited in Greece¹¹.

⁹ The regional coordinator of the campaign in Europe is the Head of mission of Tdh in Albania

¹⁰ See Annex "Information about ICaCT"

¹¹ See "first investigation summary" Tdh report

Second phase: prevention programme

P.R.A.E.V.E - "Prevention, Reintegration and Assistance for Child Victims of Exile"

This project was implemented in 2001, together with the correspondent association NPF, with the agreement of the Albanian authorities and the support of UNICEF (Tirana), and the OAK Foundation (Geneva). The objectives of this programme were to prevent the risks of exile by making 3000 children of Elbasan and Korça regions aware of the problem and, with the support of the schools and parents, to set up a recording and detection system for children at risk, as well as a system of intervening directly to help "high-risk" children.

Various activities were planned to meet the objectives of the PRAEVE programme, such as the production and distribution of material (booklets, posters, videos, etc.) to make people more aware of the problem and the creation of an identification file with a photo for each child. Moreover, teaching material on school dropouts and the risks of street life have been prepared for the attention of teachers.

At the same time, the Terre des Hommes Delegation in Albania acts as coordinator between national and foreign NGOs working on child trafficking. Given the proportions of the phenomenon, it is essential that every NGO know the expertise, means, objectives and territories of the others and that, globally, the standards used for detecting, registering, repatriating and reintegrating the children be harmonized¹².

Third phase: second investigation in Greece

The Tdh and NPF teams returned to Thessaloniki and Athens in May and June 2001 to take stock of the situation for a second time. We noticed a considerable reduction in the number of children in the urban centers. Nevertheless, Tdh did find several of them in the places frequented by tourists, selling flowers or handkerchiefs. It is estimated that their numbers in the towns were down to less than 20% of the total number in 1999. The begging and torn, dirty clothes have disappeared making way for better cared for and better clothed Albanian boys and girls. Yet, the report of this reduction in the number of begging children in Greece is in contradiction with the reports on the spot in Albania, from where children continue to leave for Greece.

The disappearance of Albanian children

There are various hypotheses about the disappearance of the children identified more than one year earlier:

Firstly, the summer is a low season for work in the urban centers and it is plausible that the children migrate to the country to help with fruit harvesting or to other tourist places. Secondly, a move to Western Europe is considered a possibility (Italy at first, then Belgium, Switzerland, Germany, Britain) for the purpose of sexual exploitation or other illegal activities. The third hypothesis is that a number of children might be in Greek institutions, transit or detention centers, police stations, shelters or orphanages. There is also the possibility that children return to Albania. But on the contrary, there is a fear that some children completely disappear, are sold off and sent elsewhere or are killed in an accident or voluntarily.¹³

The Albanian Ministry of Public Order published in September 2002 the last figures about unaccompanied minors: approx. 1400 children in Greece and 3700 children in Italy.

¹² See PRAEVE project final report

¹³ See "second investigation summary" Tdh report

Fourth phase: Repatriation pilot project (RSA Project)

Since the beginning of the bilateral partnership between Albania and Greece and with the close co-operation with the Greek NGO Arsis and with the Filoxenia center of Thessaloniki, more than 15 children have been returned to their families in Albania and have now benefited from adapted programmes. Since 2001, the children and families, beneficiaries of our programmes in Albania, are henceforth all be registered and photographed so that they can be identified in case of disappearance.

The repatriation of Albanian children, victims of cross-border trafficking is however extremely complex for various reasons:

- Expatriation, legal and illegal immigration is a collective phenomenon.
- All repatriation procedures must be conducted according to procedures accepted by the authorities of the two countries concerned.
- The children should accept this repatriation to be with their families¹⁴.
- All repatriation presupposes reintegration and that the family is motivated, failing which the child - with or without its consent - will drift back into trafficking.

So the work being done by Terre des Hommes therefore consists in encouraging the Albanian authorities and NGOs to meet the destination country' authorities and NGOs over this phenomenon of child trafficking so that they can cooperate on the criteria for analyzing the situation of child trafficking victims, on the procedures accepted by the two sides and on the financing of repatriation, in compliance with their respective laws and international standards.

Fifth phase: TACT Pilot Project

TACT, pilot project objective: "At the end of 2003, all concerned Albanian and Greek organizations are mobilizing a part of their means to fight child trafficking, in preventing, protecting, repatriating and reintegrating actions, through an effective and accredited inter-regional¹⁵ and international coordinated network. All concerned Albanian and Greek authorities are sensitized on a national level to fight child trafficking and co-ordinate actions towards trafficked children, and are co-operating on international level with their counterparts¹⁶".

All expected results have been met (quantitative and qualitative expected results), with a 12-months action plan (12 000 beneficiaries). For more information, please see TACT pilot project report.

Sixth phase: international report about child trafficking between Albania and Greece

Published in December 2002 (in four languages French, English, Albanian and Greek), this report is included in TACT pilot project. It describes the actual situation in both countries. The objective of this report is to transmit the information gathered, first of all in order to raise awareness of the extent of this trafficking in children during the 1990s and the fact that it is continuing, as well as to testify to the horrible experience these children have undergone. This document describes the assistance put in place, but also and especially the lack of response on the part of states to protect the victims and allow them a better future.

The recommendations for waging a better struggle against the trafficking, communicated at the end of this document, stress the urgency of implementing long-term responses in order to permit these children to remain children. For more information, please see the public report.

¹⁴ Related to gender, age and maturity of the child

¹⁵ Inter-regional: between Albanian regions

¹⁶ Counterparts: concerned local authorities in origin or destination countries

Official distinctions of Tdh and partners

Terre des hommes project against child trafficking between Albania and Greece received in December 02 the "French Republic Human Rights Award 2002". (This award is the official recognition of the works done together with the Albanian foundation NPF ("Ndhimë Për Fëmijët" – in English "Help the children") and the Greek organization ARSIS.)

ARSIS have been nominated in December 02 as "The more dynamic Greek NGO in Social Work – Northern Greece Region" By the Greek Ministry of Health and Social Affairs,

NPF ("Ndhimë Për Fëmijët" – in English "Help the children") have been elected as "the NGO of the Year 2002" by Tirana Women International Group (TWIG).