



# **Report Down to Zero programme End-Term Evaluation 2020**

Final report

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*Gutta cavat lapidem, non vi, sed saepe cadendo* (Ovid)  
Dripping water hollows out stone, not through force but  
through persistence

*Pag may tiyaga, may nilaga* (Filipino proverb)  
If you persevere, you will reap the fruits of your labour

*El que persevera, alcanza* (Latin American proverb)  
The one who perseveres beats the odds

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## ACRONYMS

AACE	Adolescents in Action Creating Hope, Peru
ADRA	Adventist Development and Relief Agency
AIPA	ASEAN Inter-Parliamentary Assembly
ASEAN	The Association of South-East Asian Nations
CA	Contribution analysis
CAC	Child Advocacy Centre, Thailand
CAIVAS	The Centre for Integral Assistance of Victims of Sexual Abuse, Colombia
CBCP	Community-based child protection
CBCPM	Community-based child protection mechanism
CCONNA	the National Assembly of the Consultative Council for Girls, Boys and Adolescents, Brazil
CONANI	National Counsel for Children and Adolescents, Dominican Republic
CRC	The United Nations Convention on the Rights of the Child
CSAM	Child sexual abuse material
CSO	Civil society organisation
DCI-ECPAT	Defence for Children International-ECPAT Netherlands
DCY	Department of Children and Youth, Thailand
DSI	Department of Special Investigation, the Ministry of Justice, Thailand
DtZ	Down to Zero
EICYAC	ECPAT International Children and Youth Advisory Committee - Colombia
ERG	Evaluation reference group
ETE	End-term evaluation
FCRA	Foreign Contribution Regulation Act
FG	Free a Girl
FGD	Focus group discussion
GARA	The Regional Action Group of the Americas
GIPI	Indonesia Tourism Industry Association
GiZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GSTC	The Global Sustainable Tourism Council
IACHR	Special Rapporteur for Freedom of Expression of the Inter-American Commission on Human Rights
ICBF	The Colombian Family Welfare Institute
ICT	Information and communication technology
ILO	International Labour Organisation
IMLCF	the Institute of Legal Medicine and Forensic Science, Colombia
IO	Intermediate outcome
IOM	International Organisation for Migration
ITDC	The Indonesia Tourism Development Corporation
KII	Key informant interview
KPAI	National Commission on Child Protection, Indonesia
L&A	Lobby and advocacy
LATAM	Latin America
LBH APIK	Legal Aid Society for Women, Indonesia
LCR	Local code representatives
LEA	Law enforcement agency
LGBTQI	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex

LPA	Provincial Child Protection Agency, Indonesia
LPAD	Village Child Protection Agency, Indonesia
M&E	Monitoring and evaluation
MoFA	Ministry of Foreign Affairs of the Netherlands
MoU	Memorandum of understanding
MoWECP	Ministry of Women Empowerment and Child Protection, Indonesia
MTR	Mid-term evaluation
NGO	Non-governmental organisation
NPA	National plan of action
OAG	Office of Attorney General
OH	Outcome harvesting
OHCHR	Office of the United Nations High Commissioner for Human Rights
OSEC	Online sexual exploitation of children
P2TP2A	Local integrated service centres for women and children, Indonesia
PATBM	Community-based integrated children protection mechanism, Indonesia
PKSAI	Integrative Child Social Welfare Centre, Indonesia
Plan NL	Plan Netherlands
PMEL	Planning, monitoring, evaluation, and learning
PPA	Women and children protection services, Indonesia
RPTRA	Child-friendly integrated public space, Indonesia
SAIEVAC	The Southeast Asia and South Asia Initiative to End Violence Against Children
SE	Sexual exploitation
SEC	Sexual exploitation of children
SECTT	Sexual exploitation of children in travel and tourism
SME	Small and medium enterprises
SOP	Standard operating procedure
SPPA	Juvenile criminal justice system, Indonesia
SRH	Sexual and reproductive health
SRHR	Sexual and reproductive health and rights
TdH	Terre des Hommes Netherlands
TICAC	Thailand Internet Crimes Against Children
TiP	Trafficking in persons
ToR	Terms of reference
TP-PKK	Team for family welfare empowerment, Indonesia
TVET	Technical vocational education and training
UNDP	The United Nations Development Programme
UNICEF	The United Nations Children's Fund
UNODC	The United Nations Office on Drugs and Crime
UNWTO	The World Tourism Organization
WECP	Women empowerment and child protection
YG	Youth group

## EXECUTIVE SUMMARY

The **Down to Zero (DtZ) Alliance** is a five-year (2016-2020) partnership between the Dutch Ministry of Foreign Affairs (MoFA) and five Dutch (I)NGOs: Terre des Hommes Netherlands (TdH, lead), Plan Netherlands (Plan NL), Defence for Children International-ECPAT Netherlands (DCI-ECPAT), Free a Girl (FG), and ICCO Cooperation (ICCO). The five alliance partners, MoFA and more than 25 local partner organisations have worked together towards ending the sexual exploitation of children (SEC) in two regions, namely Asia (Bangladesh<sup>1</sup>, India, Indonesia, Philippines, and Thailand) and Latin America (Brazil, Dominican Republic, Bolivia, Colombia, Nicaragua, and Peru), with a budget of 15 million Euros.

This end-term evaluation (ETE) serves both **accountability and learning** purposes. With this evaluation, the DtZ programme accounts to its partners including MoFA and DtZ programme beneficiaries. The ETE has aimed to gather lessons for future programmes continuing to work towards the eradication of SEC. The ETE set out to assess the programme's **effectiveness, relevance, the sustainability of its results and efficiency, mainly in partnership dynamics**.

The ETE has looked at the changes in the programme environment since 2016 (relevance), the changes showing progress from 2016 towards ultimate outcomes of the programme in the children's pathway (effectiveness), the likelihood of the programme results being sustained after 2020 (sustainability) and partnership dynamics (efficiency) in all programme countries. Moreover, the effectiveness of the international programme has been studied. Further, the ETE zooms into the changes showing progress in all other pathways and specific contributions that the programme has made to certain outcomes (effectiveness) in **selected case countries: Colombia, Dominican Republic, Indonesia, and Thailand**.

The evaluation is based on extensive **desk study research on changes in the programme environment in all programme countries, captured by the macro-indicators** of total population, GDP per capita, population below 1.90\$ per day, child labour, child marriage, Gender Inequality Index (GII), Trafficking in Persons (TiP) tier, and state of civic space. Further, the evaluation is also based on **primary data collected measuring children empowerment levels** with the same – specially designed for the programme – participatory methodology as during the baseline, and **participatory self-assessment of the quality of work in alliances** with the same methodology – alliance thermometer – as used during the mid-term evaluation (MTR). Finally, the evaluation makes use of the signs of change collected by the programme during annual outcome harvesting workshops and data on the capacity of the alliance partners collected with the participatory capacity (self-)assessment tool (PCAT).

Based on this, the evaluation concludes the following concerning the various evaluation criteria.

Findings on the **relevance** of the programme have shown that the overall programme environment in DtZ geographic focus areas has changed since 2016 in terms of the population growth and migration in the Latin American (LATAM) region, accompanied by the marginal increase of GDP per capita in most countries (with the exception of Nicaragua and Brazil), but not a reduction in poverty and inequality. The disparity between men and women has remained the same, while in some countries the position of women and Lesbian, Gay, Bisexual, Transgender, Queer, Intersex (LGBTQI) has worsened. SEC prevalence has not decreased, but rather it has been further exacerbated with the ever-increasing use of online communication and other risks brought by the Covid-19 pandemic. Among the positive changes in the programme environment are the reduction of the prevalence of under-age girls marrying in eight programme countries, the governments of two countries (Thailand and the Philippines) improving their efforts to combat human trafficking, and one (Colombia) sustaining its performance to remain in TiP tier 1. Nonetheless, the prevalence of SEC as well as child marriages is high (between 30 and 40% in Colombia, Dominican Republic,

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<sup>1</sup> The programme in Bangladesh ended in 2018 and is not included in this evaluation.

and Nicaragua), six countries show an only marginal improvement in addressing human trafficking to remain in TiP tier 2 and one (Nicaragua) has worsened its performance. **The programme's work therefore remains relevant.** Furthermore, the DtZ Alliance properly identified and addressed the needs of the children at risk and survivors of SEC from the beginning and has been adjusting its interventions and ToC pathways to remain relevant and use opportunities as they arose.

Meanwhile, doing work as civil society organisations (CSOs) has not become easier. In 2016, four countries were reported as having serious violations of civic space (all three freedoms violated), and five as being restricted (two out of three freedoms violated), while in 2020 civic space was rated as "repressed" in four countries and "obstructed" in five.

In terms of **programme effectiveness in reaching the ultimate outcomes of the children pathway, significant progress has been made** in empowering child survivors and children at risk to act as agents of change. Across the board, children have improved their knowledge of and access to (protection) services, while the greatest improvement has been seen in boys and older girls at risk. The first instance of support remains the families and child-friendly CSOs and the access to and trust in public institutions has improved, more so in Asia. In some places, children are aware of risks and ways of protection but have less knowledge of technical vocational education and training (TVET), recovery, and reintegration. Most children know how to report SEC case to police and if and when they overcome their hesitance, they do so, albeit mostly indirectly (through staff of the DtZ Alliance, parents, or neighbours). There are many examples of children flagging the cases and risks to DtZ and/or community-based child protection mechanisms (CBCPM), some to law enforcement agencies (LEAs) through CBCPMs and few directly to the (community-level) LEAs. Finally, children placed trust in each other much more than in 2016 and they are outspoken about SEC risks/cases. A stronger increase is seen in children at risk mobilising as groups. Children's agency is evident where both girls and boys act as peer educators, volunteer or actively participate in DtZ programme activities. Although not all across the board, there are many examples of children engaging with the government or advocating for their rights as a group. **The main programme contributions to these changes have been** directly working with children, raising their awareness on SEC, its risks and protection mechanisms, providing/facilitating children's access to services, training children in reporting cases and raising an SEC issue among their peers. In addition, the programme has worked with communities to set up functional CBCPMs as well as with governments to support them in improving their preventive work and services for SEC survivors.

In terms of **programme effectiveness in reaching the ultimate outcomes of the communities pathway, overall considerable progress has been made** in targeted communities offering better protection to child survivors and preventing children from becoming (re-)victimised. Community members are more aware of the SEC as a crime, knowledgeable about and less hesitant to report SEC cases. In many instances, they do so through CBCPMs. Advantageously, there are many more CBCPMs in place, becoming increasingly professionalised and experienced in dealing with SEC. Insufficient amount of and capacity within the complaint mechanisms are behind the low numbers of SEC reports. In some communities, these numbers are also caused by deep-rooted mistrust in the police, disbelief in attaining justice through litigation and the fear of reprisals from alleged perpetrators. Furthermore, primary caregivers are not always helpful in reporting or even addressing SEC. Nevertheless, there are successful programme strategies to overcome these obstacles, mainly through connecting community groups/CBCPMs with LEAs at the community level. There are few but strong examples of community leaders/opinion multipliers publicly demonstrating their determination to change existing practices for a safer environment for the children. **The main programme contributions to these changes have been** raising awareness of community members with children at risk of SEC, establishing referral systems and supporting child protection committees as well as providing families of child victims with support services such as counselling.

In terms of **programme effectiveness in reaching the ultimate outcomes of the government pathway, in some countries significant progress and in others moderate progress** has been made in governments and the judiciary system applying policies, plans of actions, budgets, and protocols

to effectively address SEC. In the **government pathway**, since the MTR, dialogue between the government and the DtZ programme has advanced to coordination/collaboration and support in service delivery to SEC survivors. There are still – although fewer than before – government plans to address SEC developed at the sub-national level. Governments are seen to allocate budget to actions against SEC at both the national and local levels. Changes in national policies take a long time to be achieved or are attained in an unplanned/unexpected way. There are signs of governments implementing policies and guidelines. In the **law enforcement agency pathway**, there are examples of LEAs applying child-friendly protocols, especially due to cooperation with the programme. Facilitation of reporting by the police remains at a low level, even in the more enabling environment, e.g. in Indonesia and Colombia. A lack of capacity, support from other LEAs, and corruption within the police remain key causes for this. There are few examples of police successfully facilitating SEC case reporting with the support of the DtZ programme. Significant progress – due to the programme's contribution and prioritising anti-trafficking measures – is seen in investigating SEC crimes in some countries (Thailand and Colombia), while the investigation is only translated to conviction and compensation for SEC survivors in a few cases (Thailand). Among the reasons for the success here are the increased capacity of relevant government agencies, inter-agency collaboration and the political support of prosecution processes. **The main programme contributions to these changes have been** raising the awareness of governments and LEAs on SEC including through media campaigns, training them on the risks and prevention of SEC, lobbying government offices responsible for children's well-being, and supporting the police in improved SEC case reporting and investigation.

In terms of **programme effectiveness in reaching the ultimate outcomes of the private sector pathway**, **considerable progress has been made** towards international, national, and local businesses, including the informal sector, actively engaging in the protection of children against SEC. While in some places the private sector has been unresponsive to the programme's attempts to include them in efforts of addressing SEC, in others companies continue to engage in dialogue with the programme, raise their awareness of SEC, show signs of commitment and produce content for reaching a wider audience (online content regulation by ISPs). In contrast to the MTR, in 2019-2020 many companies in the tourism industry have joined The Code with support from the DtZ country and international programmes. There are clear indications of signed memorandums of understanding (MoUs)/codes of conduct (CoCs) being implemented and while there is non-descript progress in the economic empowerment of youth, there are examples of companies (from very small to international) addressing SEC in their daily operations. **The main programme contributions to these changes have been** training and sensitisation of companies in tourism and transportation sectors, lobbying for child rights, developing a CoC or joining The Code, and market assessments to identify the most potential job opportunities for youth. The DtZ international programme has made a significant contribution to changes in this pathway. It has supported the country programmes in their engagement with companies through organising regional meetings, webinars and a working group, as well as providing guidance to become local code representatives (LCR) and supporting The Code member companies with training and technical assistance.

When looking at the **programme efficiency in terms of partnership dynamics**, we conclude that management arrangements and practices have matured, helping the DtZ Alliance to become a more vibrant and dynamic strategic partnership. Progress towards the development of a jointly-owned strategy is particularly obvious at the country level. Growth in connections and collaboration is visible at both the global and country level, with increased signs of harmonisation and the joint use of resources in implementation. The steering structure is clear and functional, but it also created and sustained a certain level of separation between the DtZ Alliance at the country and global levels that are primarily connected through the *lead in coordination*. Remarkable progress has been made in improving management and implementation processes, although the most sensitive processes related to financial management are seen as separate from programming and remain a point of attention. Finally, the aspect of learning and innovation is perceived with increasing criticism. However, this reflects the increasing maturity of learning expectations, whereby simply making learning efforts is no longer sufficient and learning investments are judged by their professionalism and rate of return in terms of relevant and lasting learning effects.

Programmatic tools and practices that have contributed most to the dynamic partnership are country-specific theories of change (ToCs), annual outcome harvesting (OH) meetings, regional learning events, country partners having direct bilateral contact with the alliance partner and rapid programmatic and budgetary adjustments during an emergency such as Covid-19.

**To sustain the programme results (i.e. attained behavioural changes), sufficient technical capacity** on prevention, detention, facilitation of reporting, litigation, rehabilitation of children and work with children's families is needed, together with the capacity gained to translate skills, knowledge, or technology into practice. This also requires an apparent but often forgotten **condition of earmarked funding**. Opportunities to sustain results need monitoring and adaptive programming for their utilisation, and sustaining the motivation needs continuous attention from watchdogs and/or periodic assessment of progress in line with (internationally-) agreed criteria, assistance from CSOs and supportive legal and policy frameworks. A systematic reflection on the key programme assumptions has revealed that in order to attain, multiply, and sustain the desired behavioural changes, some assumptions cannot automatically be relied on and need deliberate action.

**In terms of capacity that can feed the sustainability of results, all DtZ partners have improved their organisational competency** in five organisational dimensions, illustrated by: (1) clear vision/mission statements that are well known by staff and board members, as well as being internalised and applied in planning (governance); (2) finance staff proficiency, proper documentation and application of financial procedures, regular audits of the accounts (financial management); (3) systematically linking the organisational vision/mission with programme activities and practising evidence-based decision-making (programme development and monitoring); (4) having strong mandates and track records in upholding child rights and using gender-mainstreamed approaches as well as comprehensive child safeguarding policy (quality of results and programme); and (5) having a solid understanding of children's rights in relation to government and international policies and skills in developing relations with the private sector and media (effective policy-influencing and networking). Few remaining concerns in organisational capacity for the sustainability of results are related to scarce follow-up of audit recommendations on improving systems and insufficient resources for continuing work without external support.

In response to these conclusions, the evaluation has formulated **seven key lessons learned** from the DtZ alliance and the DtZ programme and a set of **eight overall recommendations** meant to assist the alliance and its individual members in the future endeavours to address SEC.

#### **Key lessons learned from the alliance and the DtZ programme:**

1. When working with numerous partners in multiple countries and international component, start by elaborating a programmatic ToC that defines clear concepts like a number of pathways and levels of change in each pathway. Swiftly translate this ToC into country-specific ToCs with context-specific detail but aligned with the programme-wide ToC.
2. For effective steering, put in place annual learning events with all partners in a country jointly reflecting on their progress (in achieving outcomes) along the pathways of the ToC, presenting expected and unexpected signs of change observed in their programme areas and defining the adjustments to be made in the country-specific ToCs. For increased synergy and cross-learning, combine these events with the regional exchange, preferably face-to-face, especially during the first years of the programme.
3. Strengthen children's agency by supporting them in getting skilled in raising SEC issues among their peers and within their communities. Varied efforts might be needed to see children at risk, older children and boys communicate their concerns with each other, families, and external stakeholders compared with other groups. These groups might take more time and effort to get there, so it should be built into the programme. Given that this is not always

the case, monitor different groups of children (age, gender, at-risk/survivors) and adjust programme efforts as needed.

4. For increased effectiveness of programme strategies, combine work with children with efforts with other actors. For instance, combine strengthening children's agency with supporting CBCPMs and government services at local levels (such as city neighbourhoods and villages). Connect these services with empowered children. Work with community leaders and facilitate the participation of children in local (decision-making) forums.
5. When primary caregivers do not help report or even address SEC, employ programme strategies to overcome these obstacles such as finding 'champions of change' and connecting community groups/CBCBs with LEAs at the community level.
6. To demonstrate successful examples of LEAs effectively addressing SEC, collaborate with LEAs at the local level in applying child-friendly protocols, and support them in processing complaints and investigation.
7. To advance addressing SEC in the hospitality industry, stimulate companies joining The Code and link them with the local representative of The Code for continuous support.

#### **Recommendations to the alliance and its members as well as others who continue work on SEC:**

1. **Adopt an integrated approach combining multiple pathways with children and their families at its core**, while continue pursuing change in the multiple pathways and always work directly with survivors/at-risk children and their families. Since each pathway will have to be context-specific and requires its own expertise, a need might arise to mobilise additional capacity in the shape of new partners and/or dedicated capacity development effort. This also requires drawing upon best practices of the past and giving optimal space to motivated SEC survivors and children at risk to act as change agents.
2. **Maintain a location-specific approach with an eye for related sourcing locations for tangible results.** Address SEC where it occurs. At the same time, share lessons with others within or outside the location and connect to broader national and international efforts, which can provide additional back-up and trigger to achieve change in the chosen location.
3. **Recognise the challenge in law enforcement and strengthen capacity and confidence, capitalising on your own track record.** Devote a stronger emphasis and more resources to future interventions in the law enforcement agency (LEA) sub-pathway. Start by consolidating knowledge from the alliance's past experiences and develop tools and guidelines on solid analysis of the justice sector. Develop the capacity of the alliance and find the right entrances for reform LEA or lobby and advocate for prioritisation to address SEC/anti-trafficking measures by higher political instances (ministries of justice and offices of attorney general). Continue with LEA capacity development, collaboration on reporting, investigation and litigation.
4. **Develop and implement an international lobby and advocacy (L&A) programme that is organised separately but content-wise linked to the country programmes.** Continue with/replicate the inclusion of the international component to complement the work at the country level. This component should concentrate on international L&A work, targeting relevant intergovernmental organisations and multinational companies to speak up and act more clearly against SEC. Organise regular interaction of the international programme with country programmes.
5. **Complement the programme strategy of multiple pathways with a fitting and learning strategy for upscaling and institutionalising the efforts of others.** Ensure the continuous expansion and sharing of own hands-on experiences with like-minded organisations/networks.

Complement the programme implementation strategy with a dedicated externally-oriented learning and dissemination strategy that identifies important lessons and best practices, analyses them in terms of success and fail factors, and converts them into knowledge about how to successfully apply lessons in a different context.

- 6. Professionalise the learning function among alliance members.** More consciously design and organise learning and innovation, deliberately following the phases of the collective learning cycle (collection/sharing of experiences, reflection, conceptualisation, and operationalisation of concepts) while applying state-of-the-art (blended) learning approaches and principles. A learning and knowledge management officer could be hired to facilitate deeper learning across organisations, countries and regions along the lines of a jointly-agreed learning agenda (see recommendation 5). It is also advised to update and make the participatory assessment of children empowerment levels part of ongoing (annual) monitoring and evaluation (M&E) practices.
- 7. Continue working towards strengthened inclusive partnerships that strive to be more than the sum of their parts.** Make a more deliberate effort in developing joint interventions and approaches, mapping complementarities to assign fitting roles and responsibilities, and identifying gaps for which new members are mobilised. This helps in ensuring that all complementary qualities are present and optimally used and keeps the alliance dynamic and innovative.
- 8. Align programmatic and financial steering mechanisms** so that the planning of results and related activities is brought together with the allocation of resources as part of the same discussion. If resource allocation and reporting have to be organised per member for particular (donor-related) reasons, ensure that the process is fully transparent and based on agreed principles and criteria that are clear to all members.

# 1 INTRODUCTION

## 1.1 Background and purpose of ETE

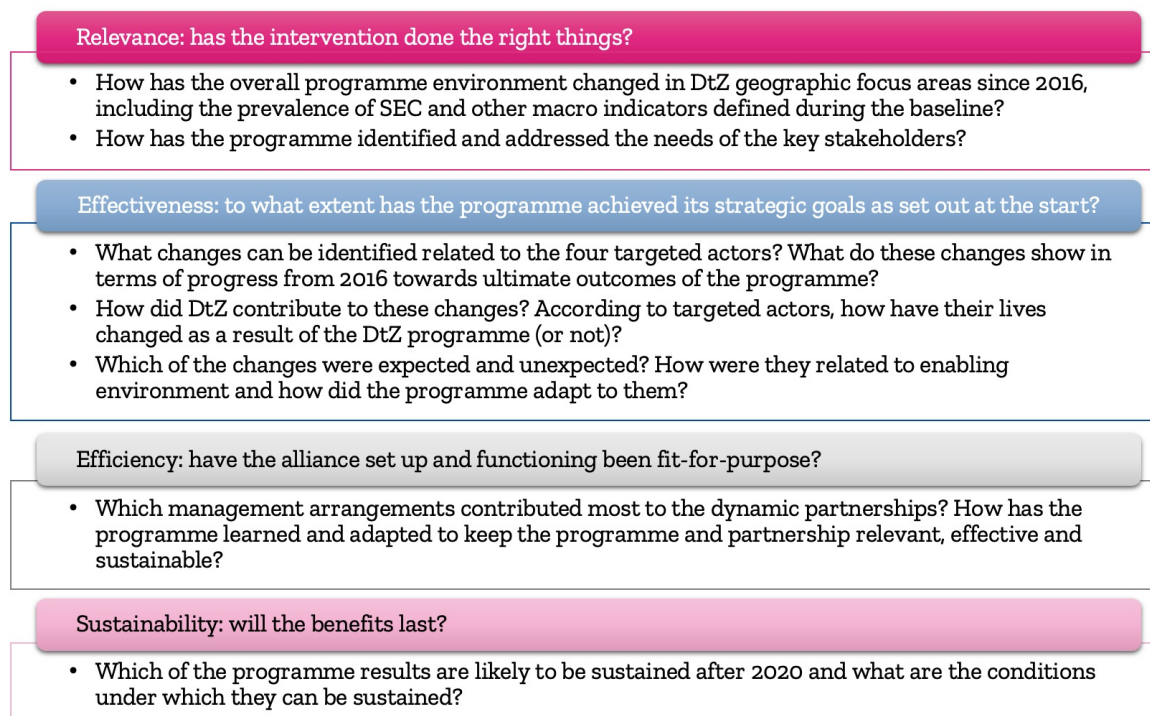
**Down to Zero (DtZ) Alliance** is a five-year (2016-2020) partnership between the Dutch Ministry of Foreign Affairs (MoFA) and five Dutch (I)NGOs: Terre des Hommes Netherlands (TdH, lead), Plan Netherlands (Plan NL), Defence for Children International-ECPAT Netherlands (DCI-ECPAT), Free a Girl (FG), and ICCO Cooperation (ICCO). The five alliance partners, MoFA and more than 25 local partner organisations have worked together towards ending the sexual exploitation of children (SEC) in the two regions of Asia (Bangladesh<sup>2</sup>, India, Indonesia, Philippines, and Thailand) and Latin America (Brazil, Dominican Republic, Bolivia, Colombia, Nicaragua, and Peru), with a budget of 15 million Euros.

This evaluation is part of the DtZ Alliance evaluation agenda, comprising a baseline study, a mid-term review (MTR) and a final evaluation. All evaluations have been commissioned to *MDF Training & Consultancy* with the understanding that the end evaluation would be based on evaluation methodologies consistently used during the baseline and MTR, thus enabling a systematic and informed comparison.

## 1.2 Purposes of the ETE

This end-term evaluation (ETE) serves both **accountability and learning** purposes. With this evaluation, the DtZ programme accounts to its partners including MoFA and DtZ programme beneficiaries. The ETE has aimed to gather lessons for future programmes continuing to work towards the eradication of SEC. The ETE set out to assess the programme's **effectiveness, relevance, the sustainability of its results and efficiency**, mainly in partnership dynamics. Figure 1 presents specific evaluation questions of ETE terms of reference (ToR). The full ToR can be found in Annex 1.

Figure 1 ETE key evaluation questions from ToR<sup>3</sup>



<sup>2</sup> The programme in Bangladesh ended in 2018 and is not included in this evaluation.

<sup>3</sup> One question of efficiency – Which programmatic tools and practices contributed most to the dynamic partnership and the effective programme? – has been incorporated into the overall question.

These questions have been translated into the evaluation matrix, which was discussed and agreed upon during the inception phase. The questions – linked to evaluation methods and sources of information – are presented in Chapter 2.1.

### 1.3 Scope of the ETE

The ETE has looked at the changes in the programme environment since 2016 (relevance), the changes showing progress from 2016 towards ultimate outcomes of the programme in the children's pathway (effectiveness), the likelihood of the programme results being sustained after 2020 (sustainability), and partnership dynamics (efficiency) in all programme countries. Moreover, the effectiveness of the international programme has been studied.

Further, the ETE zooms into the changes showing progress in all other pathways and specific contributions that the programme has made to certain outcomes (effectiveness) in **selected case countries**: Colombia, Dominican Republic, Indonesia, and Thailand. The detailed information on each pathway is limited to two locations, the focus areas of the case studies during the baseline.

### 1.4 Structure of the report

Following this introductory chapter, **Chapter 2** outlines the methodological choices, process steps, and limitations of the ETE. **Chapter 3** presents an overview of key facts about the programme. **Chapter 4** elaborates on detailed findings of the DtZ programme per programme country. All "country pages" contain information responding to ETE evaluation criterion of **relevance** as follows:

- Baseline and end-line data on key facts (macro-indicators): total population, GDP per capita, population below 1,90\$ per day, child labour,<sup>4</sup> child marriage,<sup>5</sup> Gender Inequality Index (GII),<sup>6</sup> TiP tier,<sup>7</sup> and state of the civic space.<sup>8</sup> For the explanation of the macro-indicators used and their sources, see Annex 2.
- Findings in terms of key changes in the programme environment as well as the programme's adjustments to and addressing the environment.

Further, each "country page" outlines key findings on programme **effectiveness**. While case "country pages" contain information on progress along all four pathways of the programme, all "country pages" elaborate on progress along the children pathway. This pertains to measurement of children empowerment (CE), presented as a visual (see the explanation in Figure 2) and explanatory narrative accompanied by the reaction/addition from the country teams.

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<sup>4</sup> Percentage of children aged 5 to 14 years of age involved in child labour activities. Data source:

<https://data.unicef.org/topic/child-protection/child-labour/>

<sup>5</sup> Percentage of women aged 20 to 24 years who were first married or in union before ages 15 and 18. Data source:

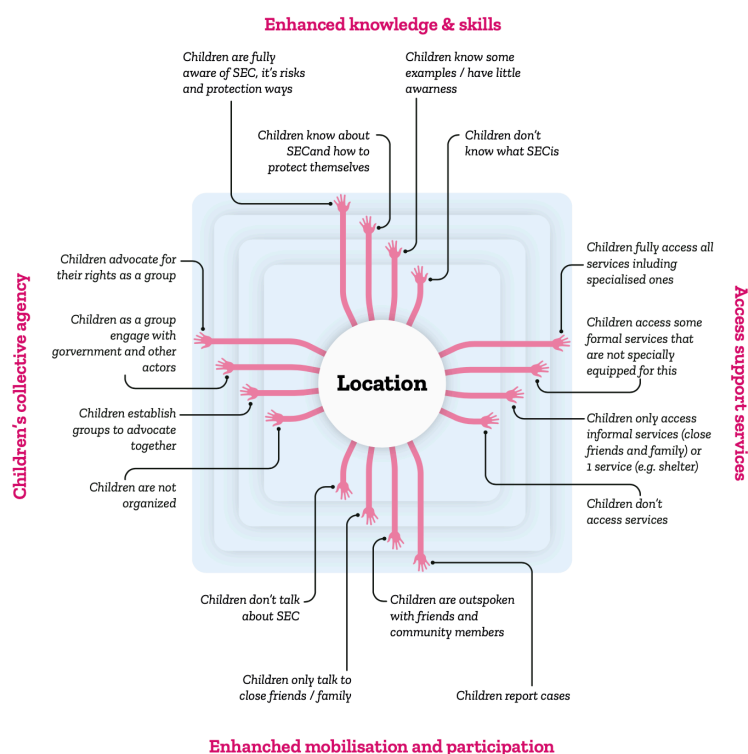
<https://data.unicef.org/topic/child-protection/child-marriage/>

<sup>6</sup> The GII is a composite index for measurement of gender disparity introduced in the 2010 by UNDP, indicates the percentage of potential human development lost due to gender inequality, measured in three aspects of human development: reproductive health, empowerment, and labour market participation. The higher the GII, the greater the disparity between men and women in a country. Source: <http://hdr.undp.org/en/content/gender-inequality-index-gii>

<sup>7</sup> Ranking of governments based on the perceptions of their efforts to acknowledge and combat human trafficking, published annually in the Trafficking in Persons (TiP) Report by the U.S. State Department's Office to Monitor and Combat Trafficking in Persons. Tier 1 is the highest ranking, Tier 4 the lowest.

<sup>8</sup> The assessment is made by Civicus, a dedicated global source monitoring/tracking civic space. Based on its working understanding of civic space, the Civicus Monitor has measured the civic space in countries highlighting violations to: (1) freedom of association violations, (2) freedom of expression violations, and (3) freedom of peaceful assembly violations. In 2020, the Civicus Monitor rated each country's civic space as open, narrowed, obstructed, repressed, or closed. <https://monitor.civicus.org/Ratings/> Detailed methodology of rating countries can be found here <https://www.civicus.org/documents/civicus-monitor-methodology-paper.pdf>

Figure 2 Visual explanation of the children empowerment measurement

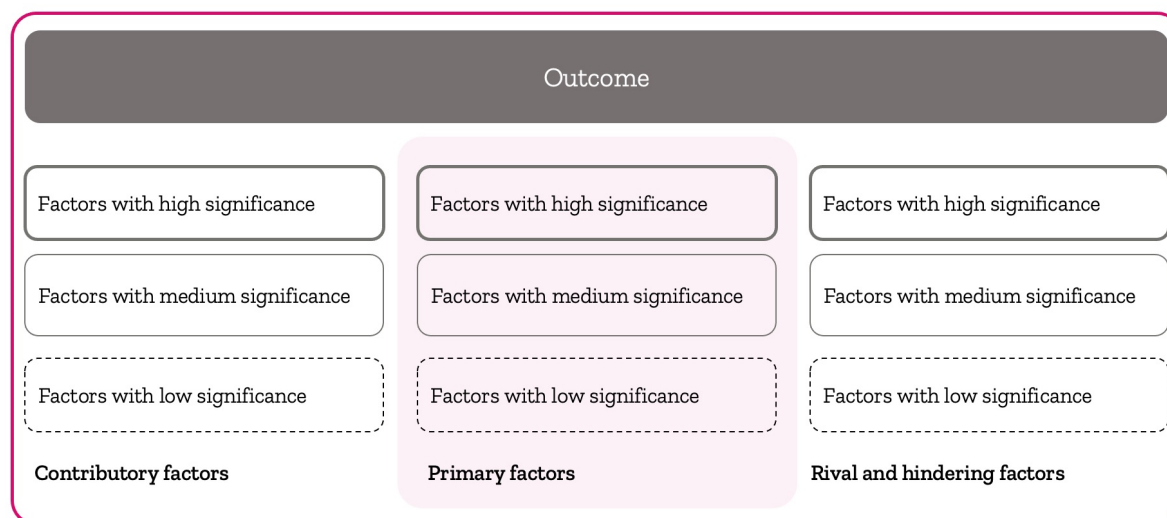


Each case "country pages" also contain contribution cases, i.e. systematic analyses of a degree of significance of the programme's contribution to the selected outcomes. The most influential factors that contributed to the realisation of a chosen outcome are presented, categorised as follows:

- (i) **Primary factors:** interventions by the programme
- (ii) **Contributory factors:** actions and changes outside of the programme scope that pushed in the direction of change
- (iii) **Rival factors and hindering factors:** external factors that pushed in the direction of desired change and serve as alternative explanations of the change (rival) and external factors that pushed against it (hindering)

Contribution cases are described with the support of a visual, whereby the level of their significance indicated by the thickness of the textbox border (Figure 3).

Figure 3 Visual explanation of the contribution analysis (CA)



The "country pages" are followed by a section on the international programme.

Chapter 5 outlines conclusions derived from the detailed findings of ten programme countries and the international programme. This chapter also presents an assessment of the extent to which the DtZ programme has been effective, relevant, sustainable and efficient. The report ends with Chapter 6, which provides an overview of key lessons and recommendations.

## 1.5 Acknowledgements

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## 2 METHODOLOGICAL CHOICES AND PROCESS

### 2.1 Methods used

Given the dual learning and accountability purpose, in order to assess the evaluation criteria of (i) relevance, (ii) effectiveness, (iii) efficiency in terms of the partnership dynamics and (iv) sustainability, the ETE has employed a range of complementary evaluation methodologies. Table 1 presents a full overview of the data sources and methods used, linked to the evaluation questions. The overview is followed by a brief explanation of the primary data collection methods: CE workshops, the alliance thermometer, and sense-making during regional meetings.

Table 1 Methods and data sources linked to ETE criteria

Evaluation questions, per criteria	Emphasis in the case and non-case countries	Data sources/ Methods
<b>Relevance</b>		
(1) How has the overall programme environment changed in DtZ geographic focus areas since 2016?	<b>All countries:</b> Comparison of baseline and end-line situation per country, using macro-indicators.	<b>Desk study</b> of publications (2017-2020) external to the programme and relevant programme documents, including systematically-collected signs of change.
(2) How has the programme identified and addressed the needs of the key stakeholders?	<b>Case countries:</b> Description of the needs/reasoning of the programme support to children, community, governments including law enforcement agencies, and the private sector.	<b>Desk study, key informant interviews (KIIs) and focus group discussions (FGDs)</b> using semi-structured questionnaires. Questions can be found in the reporting format for case countries in Annex 3.
<b>Effectiveness</b>		
(3) What changes can be identified related to the four targeted actors? What do these changes show in terms of progress from 2016 towards ultimate outcomes of the programme?	<b>All countries:</b> Comparison of children's empowerment levels between the baseline and end-line to assess the progress of the programme along the children pathway. Conducted in one location in every non-case country and two locations in the case countries.	<b>Child empowerment (CE) measurement workshops</b> using primary data collection tool, designed and adjusted by MDF, allowing children's own assessment of their empowerment levels (full information can be found in Annex 4).
(4) How did DtZ contribute to these changes? According to targeted actors, how have their lives changed as a result of the DtZ programme (or not)?	<b>Case countries:</b> - External validation of the selected signs (with triangulated information) - Comparison of behaviours described in baseline study with the behavioural changes claimed by the collected signs of change and ETE data collected during the case studies	<b>KIIs and FGDs</b> with semi-structured questionnaires.
(5) Which of the changes were expected and unexpected? How were they related to the enabling environment and how did the programme adapt to them?	- Contribution analysis based on the contribution questions, one per location, i.e. two in each case country	<b>Contribution Analysis:</b> Systematic analysis of primary, contributory and rival/hindering factors and their relative significance on the realisation of the selected outcome, resulting in a contribution claim of DtZ programme. The contribution analysis tool can be found in Annex 5.

	<b>Programme level analysis/sense-making:</b> During regional meetings, discussion and lessons from the contribution claims analysed in the case countries.	Regional online meetings
<b>Sustainability</b>		
(6) Which of the programme results are likely to be sustained after 2020 and what are the conditions under which they can be sustained?	<b>Case countries:</b> Analysis of information collected during KIIs and FGDs.  <b>All countries:</b> Discussion of achievements and programme assumptions during regional meetings.	KIIs and FGDs with semi-structured questionnaires.  Regional online meetings
<b>Efficiency in terms of partnership dynamics</b>		
(7) Which management arrangements contributed most to the dynamic partnerships? How has the programme learned and adapted to keep the programme and partnership relevant, effective and sustainable?	<b>All countries:</b> Comparative analysis of the mid-term (2018) and end-line (2020) self-assessment by partners.	<b>Alliance thermometer</b> , a tool developed by MDF for participatory/self-assessment of the quality of work in alliances and used by DtZ during MTR (more information on the alliance thermometer tool can be found in Annex 6).

### 2.1.1 Child<sup>9</sup> empowerment measurement workshops

The workshops have served as the primary data collection tools to measure CE levels. In line with the ETE team's belief in children's active participation and respecting their freedom of expression and communication advocated by the United Nations Convention on the Rights of the Child (CRC), the methodology for this participatory self-assessment of the empowerment by children has been developed and used during the baseline and end-line of DtZ programme. To enable a valid comparison with the baseline, rather than tracing children who participated in the baseline study, the end-line was organised with the children groups composed by the same age, gender and the sampling method as during the baseline workshops.

True to our belief that child protection is crucial to any intervention, the ETE has ensured children's safeguarding from all forms of abuse, discrimination and harm of any kind, whether physical, sexual, emotional, neglect, exploitation, or violence. During the data collection, we arranged prior and informed consent by children signing informed assent forms and caregivers signing informed consent forms, as well as volunteers recording the data signing confidentiality forms (the forms can be found in Annex 4).

We also informed the children about the purpose of the collected information. The confidentiality of information collected from children was kept, and the data was de-identified, using only several indicators such as age, gender, and whether the children are SEC survivors or at risk of SEC. With the information shared in this report, no child can be traced.

The ETE was able to collect opinions of 291 children in different group composition (a) by gender, i.e. some in groups of only boys, some only girls, and some mixed gender; (b) by age, i.e. some in groups of younger children, some older, and some mixed age; and (c) by type, i.e. some groups of only survivors, some only at risk, and some mixed. Table 2 presents disaggregated data of groups composed of only boys, only girls, and mixed gender groups.

<sup>9</sup> In this document, the term child refers to both children and adolescents/young people.

CE data was collected through 30 groups in fourteen locations, whereby face-to-face workshop only took place in Indonesia, Nicaragua, the Philippines, and Thailand, while the rest were conducted online. A full description of the methodology including adjustment for collecting this data during Covid-19 times can be found in Annex 4.

Table 2 Disaggregated data on children who participated in the end-line CE measurement

Groups of children participants	Total # of children in a group
Boys	49
Survivors	0
At-risk	44
Mixed (at-risk and survivors)	5
Girls	138
Survivors	56
At-risk	58
Mixed (at-risk and survivors)	24
Mixed gender	104
Survivor	16
At-risk	75
Mixed (at-risk and victims)	13
<b>Grand Total</b>	<b>291</b>

### 2.1.2 Alliance thermometer

The alliance thermometer is a tool based on Capacity Works, developed by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)<sup>10</sup> and the Free Actors in Networks (FAN) approach, developed by Dr H.E. Wielinga, LinkConsult.<sup>11</sup> The tool was used during both the MTR and ETE of the programme. The alliance thermometer has been utilised by DtZ country teams to self-assess their partnership dynamics in line with the following five success factors of working in an alliance:<sup>12</sup>

- (1) **Strategy** (i.e. the joint five-year programme of the DtZ Alliance) conveys a result-oriented, clear and shared ambition translated into strategies leading to positive and joint results as described in country and international ToCs.
- (2) **Cooperation** between the alliance partners, especially healthy and vital cooperation is based on the connections within and outside the alliance. The strength of the cooperation depends on the extent to which the 'me-side' (i.e. individual alliance members' identity, the possibility of the existence of differences) gains space, as well as constructively utilising the differences in alliance members to arrive at win-win solutions.
- (3) **Steering structure** is a choice of a particular form of steering order to organise predictable behaviour on communication and interaction between alliance members. The solid steering structure contributes to managing expectations (e.g. on decision-making, planning, funds, conflicts) as well as the accountability of alliance members regarding their mutual agreements, their responsibility towards their constituencies as well as boards and donors.
- (4) **Processes** refer to (sequence of) tasks underlying the implementation of the agreed activities and delivering outputs, i.e. so-called primary processes and the partnership internal processes such as programme steering.
- (5) **Learning and innovation** is seen as the engine behind all cooperation. Attention to learning and innovation leads to more positive results and added value (1+1=3) as well as sustaining capacity for change, i.e. making new choices based on new insights contributing to improving (a) the alliance, (b) the individual organisation and (c) the people who work in organisations.

<sup>10</sup> [https://giz21.giz.de/ibt/usr/wbt/giz21/public/wbt\\_capacity\\_works\\_en/uk/index.htm](https://giz21.giz.de/ibt/usr/wbt/giz21/public/wbt_capacity_works_en/uk/index.htm)

<sup>11</sup> <https://edepot.wur.nl/22956>

<sup>12</sup> Success factors is the terminology used by Capacity Works, based on the non-sector-specific European Foundation for Quality Management (EFQM) model (<http://www.efqm.org/efqm-model/model-criteria>). The success factors provide the framework for negotiating the project/programme with alliance/cooperation partners.

Specific questions per success factor and the methodology of conducting self-assessment of the partnership dynamics with the alliance thermometer tool can be found in Annex 6.

### 2.1.3 Sense-making during online regional meetings

For further analysis of the data collected, the ETE made use of sense-making exercises during the online regional meetings. Each regional meeting was distributed over two days, for four hours on each day. Participants in these meetings were guided to validate and add to the ETE findings as well as contribute to conclusions on DtZ's programme effectiveness, sustainability, relevance and partnership dynamics. They engaged in the online discussions on the following key questions:

- (i) Are the CE measurements contradictory or in line with their own observations? What can be added?
- (ii) What can be learned from the contribution analysis and contribution claims of the DtZ programme on selected outcomes from the case countries?
- (iii) Based on the programme experience, which assumptions hold and which ones don't?
- (iv) What recommendations can be made for programmes/organisations/alliances that continue to work towards the eradication of SEC?

The results of these sense-making sessions formed inputs for the draft ETE report.

## 2.2 Process steps

The main milestones of the ETE process are as follows:

1. The inception meeting to kick-off the preparations on 29<sup>th</sup> January 2020, which resulted in organising and starting the desk review.
2. The preparation and discussion of the inception report with ERG on 10<sup>th</sup> March 2020, with an emphasis on the data collection tool for the CE measurement.
3. Preparation and discussion of a plan B (due to the Covid-19 pandemic interrupting preparations for the field study) between April and May, resulting in its approval at the end of May 2020.
4. Introducing the end of September 2020 as the cut-off date for receiving data from DtZ partners, CE measurement workshops and case studies.
5. Online regional meeting for partners in Asia on 5<sup>th</sup>-6<sup>th</sup> October and partners in LATAM on 19<sup>th</sup>-20<sup>th</sup> October 2020.
6. Submission of the draft report on 20<sup>th</sup> November 2020.
7. Submission of the final draft, based on feedback from ERG and SC on 12<sup>th</sup> January 2021.

## 2.3 Limitations

### Covid-19-related challenges to primary data collection

First of all, it must be mentioned that Covid-19 has affected the work of the alliance in 2020, the final year of the programme implementation. Many partners have worked remotely due to the quarantines/lockdowns introduced in their respective countries. This has been combined with the ongoing commitments to implement the activities in the final year of the programme while the Covid-19 pandemic has exacerbated the already-complex web of vulnerabilities of children to SEC.

The increased workload and lockdowns in many DtZ countries have strongly affected data collection for the ETE, making its organising iterative and lengthy. Through constructive exchange with the DtZ desk and steering committee, the ETE team was able to revise and adjust the evaluation methodologies to accommodate changing circumstances of the programme teams and primary stakeholders. The adjusted methodologies can be seen in Annexes 4 and 6.

Due to these adjustments, CE measurement workshops have been held online in six out of ten countries. In three out of four case countries – all except Thailand – most KIIs and FGDs have taken place using at-distance communication tools like Zoom and Skype, as well as phones, which restricted the evaluators in gauging the nuances of the information collected. Fortunately, the expertise and knowledge of the context of both case consultants and CE measurement workshop

facilitators could bridge the gap and ultimately deliver the contextualised information to be further analysed.

We believe that considering the circumstances, the ETE managed to gather a sufficient amount of data from case studies and CE measurement workshops to compare with the baseline changes in behaviours of all four key actors in case countries and children in all countries.

#### **Limitations related to the use of secondary data**

The ETE has also made use of data systematically collected by the DtZ programme, namely: (1) the signs of change collected by the programme during annual outcome harvesting workshops, and (2) data on capacity of the alliance partners collected with the participatory capacity (self-) assessment tool (PCAT).

In using the signs of change, the ETE observed that they have been categorised in line with the intermediary outcomes (IO) of a country-specific ToC, which makes it possible to see the progress along the actor-specific pathways per country. However, while each country ToC has the same four pathways as in the programmatic ("mother") ToC, the IOs in each pathway somewhat differ depending on the logic of the progressive change contextualised per country. We fully understand this reasoning, nonetheless, for own purposes – i.e. to create a picture of the programmatic progress rather than country-specific progress and draw conclusions from consistent data – the ETE team has re-categorised the signs of change to align them with the IOs in the "mother" ToC. Therefore, overall this report uses references to the IOs in the "mother" ToC only, and rather than assessing progress in each country ToC it assesses the progress along the pathways in programmatic ToC.

In using PCAT data, we have been limited by missing full (i.e. baseline and end-line) records of some partners. Therefore, this report bases its observations on data of the partners' capacity for which the self-assessments for both the baseline (the year of entering the partnership) and the end-line (2020) have been made available.

### 3 PROGRAMME IN A NUTSHELL

To achieve its goal of ending SEC in programme countries, the DtZ programme has been pursuing the empowerment of children at risk of SEC and SEC survivors<sup>13</sup> and ensuring protective environments for them through work with the community, government, and the private sector. The DtZ programme has designed the main ("mother") ToC illustrating this focus on four key stakeholder groups by introducing four pathways. Each pathway describes gradual behavioural changes of a key stakeholder group, seen as an essential contributor to the programmatic vision of ending SEC in the programme countries. The final envisaged outcomes (referred to as outcomes 2020) as well as the IOs have been formulated in terms of behavioural changes in line with the outcome mapping and outcome harvesting methodologies (see Figure 4).

The first pathway of the programme is the **children** pathway. The programme views children as rights-holders who might depend on other actors to have their rights protected but who are also active actors and agents of change within their communities. The programme strives to directly empower children to voice and act on their needs and rights by protecting those at risk and survivors, equipping them with knowledge and capacity to engage with their peers, families/community and duty bearers. The ultimate behavioural change in the children pathway is that children act as agents of change and can protect themselves against (re-)victimisation of SEC.

The second key stakeholder group with which the programme works towards is communities, including online communities, and therefore the second pathway is the **community** pathway. The DtZ programme sets out to support discussions on changing values and practices that are harmful for the children, including risks of and protection from SEC as well as setting up CBCPMs that allow community members to monitor and report the occurrence of SEC. The ultimate behavioural change in the community pathway is community leaders publicly condemning values, norms and practices that contribute to SEC.

The next key stakeholder group to which the programme directs its efforts is **governments and law enforcement agencies (LEAs)**. The influence and collaboration with this stakeholder group focus on implementing and enforcing existing laws and policy frameworks to address SEC. The pathway is divided into two sub-pathways, one on **governments** and another on **LEAs**. In line with a policy-influencing process, the **government** sub-pathway starts with the government agencies entering into dialogue with CSOs, then developing action plans to address SEC, following up with the allocation of resources to these plans, and finally actual improvement in the implementation of the policies. The sub-pathway on **LEAs** sees an entry point in supporting LEAs to apply child-friendly protocols, then moving to the improved facilitation of SEC case reporting, active investigation of cases, and ultimately the diligent prosecution of perpetrators.

The final pathway is on the **private sector**, which is built around targeted sectors and companies becoming interested in, developing and effectively implementing standards to protect children from SEC in their value chains, including through e.g. a code of conduct (CoC) or memorandum of understanding (MoU) for safeguarding child rights. The ultimate behavioural change in the private sector pathway is that local and international businesses are actively engaged in protecting children from sexual exploitation (SE).

The programme has translated its overall ToC into country-specific ToCs and the **international programme**. The latter is mainly the work of ECPAT International on the private sector, with CSOs and intergovernmental bodies, which was initially part of the ToC of the Thailand country programme. The international programme has been an independent component of the DtZ programme since 2018 and it has its own ToC.

<sup>13</sup> In this report, the term "survivor" is used instead of the term "victim", even when the latter is applied by a reporting agency.

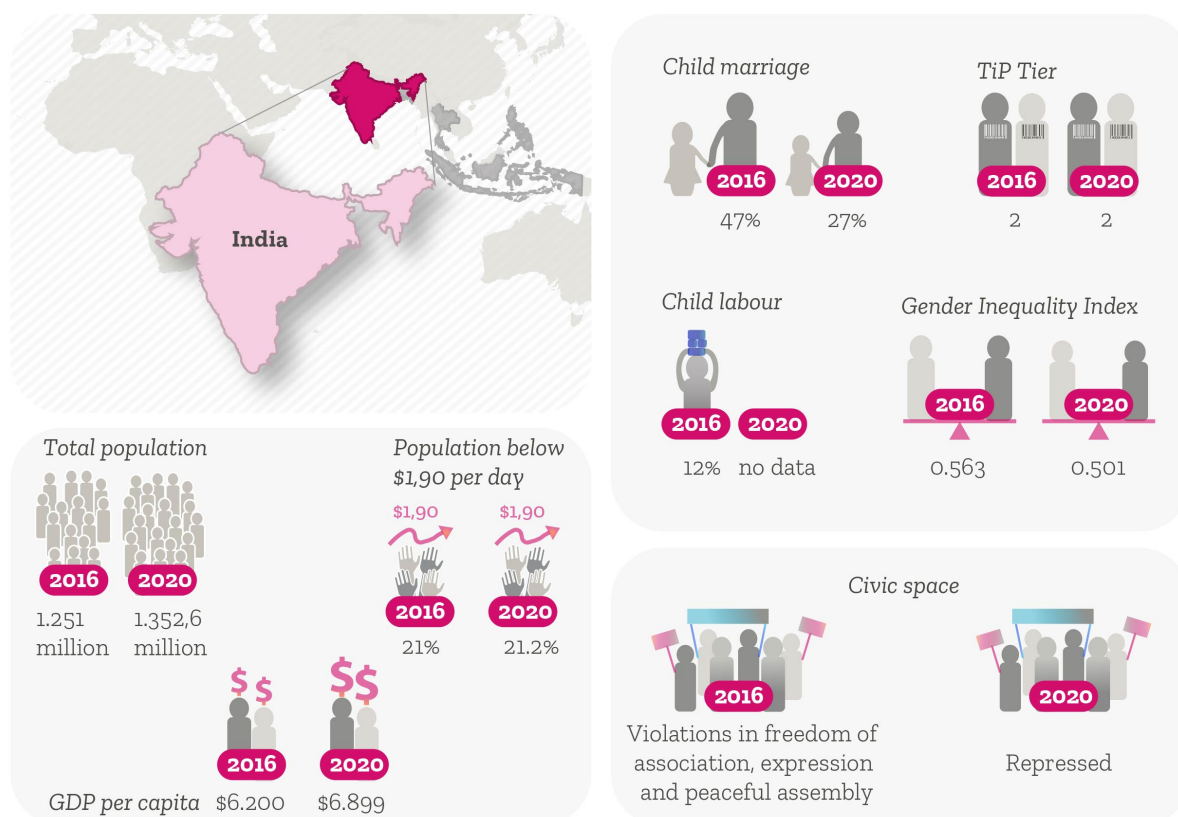
Figure 4 DtZ programmatic ("mother") ToC, updated after MTR

Goal	End commercial sexual exploitation of children (CSEC) in 10 countries by empowering children at risk and victims of CSEC in targeted communities and by ensuring protective environments for these children				
Actors	CHILDREN	COMMUNITY	GOVERNMENT		PRIVATE SECTOR
Outcomes 2020	Child victims and children at risk of CSEC are empowered, act as agents of change and are able to protect themselves from (re)victimisation of CSEC	Targeted communities are safer, offer better protection to child victims and can prevent children from becoming (re)victimised	Governments and the judiciary system apply policies, plans of actions, budgets, and protocols to effectively combat CSEC		Businesses (local and international)* of at least three private sector industries are actively engaged in the protection of children against CSEC and where possible their successful reintegration
Intermediate outcomes	Children participate as agents of change in decision-making within the family, community and (local) government regarding their rights, in particular their right to protection against CSEC	Community leaders, religious and traditional leaders in selected countries publicly condemn values, norms and practices that contribute to CSEC	Governments develop/improve policies and guidelines in relation to CSEC	Law enforcement agencies diligently prosecute perpetrators of child sexual abuse and CSEC	Private Sector publicly promotes the protection of children from CSEC and where able, supports the reintegration of survivors by engaging in technical skill training, traineeships and job placements
	Children take action on CSEC and vulnerability, flag and report cases	Communities report cases of CSEC to the relevant authorities	Governments allocate/increase budget to address CSEC	Law enforcement agencies actively investigate cases of CSEC	Private sector effectively implements and monitors within their sector, relevant codes of conduct or MoUs for child rights safeguarding, including the protection against and reporting of CSEC
	Children engage their peers in becoming advocates and conduct child-led campaigns for child rights and child protection against sexual exploitation and abuse	Community-based child protection mechanisms and referral systems for victims of CSEC are in place and are effective	Governments develop Action Plans to address CSEC	Law enforcement agencies facilitate the reporting of CSEC cases and receive and file reports of CSEC cases	Targeted Private Sector industries develop a code of conduct for the protection of children and youth against CSEC and reporting thereof
	Children (in particular child victims) access specialised services that protect them, help them rehabilitate, reintegrate and reduce their vulnerability to CSEC	Community leaders initiate discussions within their communities on change of values, norms and practices that keep children safe from CSEC	Government officials enter into dialogue with CSOs and agents of change about CSEC	Law enforcement agencies apply child-friendly protocols	Target industry sectors enter into dialogue with CSOs and the public regarding prevention of and reporting CSEC
Precondition	Awareness on risks of CSEC, child rights and acknowledgement of CSEC as a problem is a precondition for behavioural change				

\* "Businesses" include informal sector actors as well as the formal private sector

## 4 FINDINGS ON RELEVANCE AND EFFECTIVENESS

### 4.1 Asia: India



#### 4.1.1 Relevance: Changes in the programme environment

**Context:** India is one of the fastest-growing economies in the world, with poverty on the gradual decline in the last 20 years. However, this trend has been challenged after the lockdown for India's 1.3 billion inhabitants on 24<sup>th</sup> March 2020. According to the Centre for Monitoring Indian Economy, by 12<sup>th</sup> May 2020 over 122 million people – around 75% of whom are small traders and daily wage labourers – had already lost their jobs. The economic instability of parents has directly affected children, making them increasingly vulnerable. Before Covid-19, the Indian government had demonstrated overall increasing efforts in combatting human trafficking compared with the previous years, which kept India on tier 2. However, the SEC remains an acute problem. In 2016, three in five persons trafficked were children (below 18 years), of whom 54% were girls. West Bengal reported the most children trafficked, followed by Rajasthan, Uttar Pradesh, and Gujarat.<sup>14</sup> At present, the Covid-19-related lockdown has worsened the situation. Between April and September 2020, 1,127 children suspected of being trafficked were rescued across India and 86 alleged traffickers were arrested, most from rural areas of poorer states such as Jharkhand and Bihar.<sup>15</sup>

**Civic space:** India's civic space is currently rated as 'repressed' by Civicus. The Ministry of Home Affairs of India has been strictly monitoring the NGOs Foreign Contribution Regulation Act (FCRA) accounts. A new law that took effect on 29<sup>th</sup> September 2020 has strongly tightened and restricted the existing FCRA. Indeed, the law has influenced the work of NGOs as the FCRA certificates of thirteen NGOs have been suspended. Their bank accounts were already frozen in September 2020.

#### 4.1.2 Relevance: Effects of and adjustments to the changing environment

Demonetisation imposed by the Government of India in 2016 has reportedly hampered the DtZ activities for the community, government and the private sector pathways. Families below the

14 <https://www.bloombergqint.com/politics/three-in-five-people-trafficked-were-children>

15 <https://edition.cnn.com/2020/10/24/asia/india-covid-child-trafficking-intl-hnk-dst/index.html>

poverty line have been affected the most as they were dependent on the daily wage (in cash), while the banks were unable to provide the cash in the complaint denomination. Therefore, daily wage labourers either did not have work, or when they did, they could not afford the journey to the bank and waiting in the queue for a long time. The private sector also faced difficulties, due to which they took time to form concrete partnerships and collaboration on addressing SEC-related matters.

The elections taking place within the programme duration have also interrupted programmatic work: during 2018, the local self-government (Panchayat) elections meant that in West Bengal the DtZ Alliance was unable to carry out Panchayat training and during 2019 Lok Sabha (general assembly) elections in West Bengal communal riots and political unrest endangered the safety of programme operations. Positive developments have included the decriminalisation of homosexuality by India's Supreme Court in 2018 and the amendment to the Protection of Children from Sexual Offences (POCSO) Act (2019), which has increased the maximum sentence for all offences as well as made the punishments more stringent.

The programme has been working in the areas with the highest needs: in Bihar, Madhya Pradesh, Karnataka, Odisha, and West Bengal, including Kidderpore and Shobhabazar (Sonagachi) red light areas. In 2019, the programme has increased its reach to address an increasing migration-related need.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
FG DCI-ECPAT	Sanlaap (FG) EQUATIONS (DCI-ECPAT)	Trafficking for sexual exploitation, Sexual exploitation of children in travel and tourism (SECTT)	1,069,975

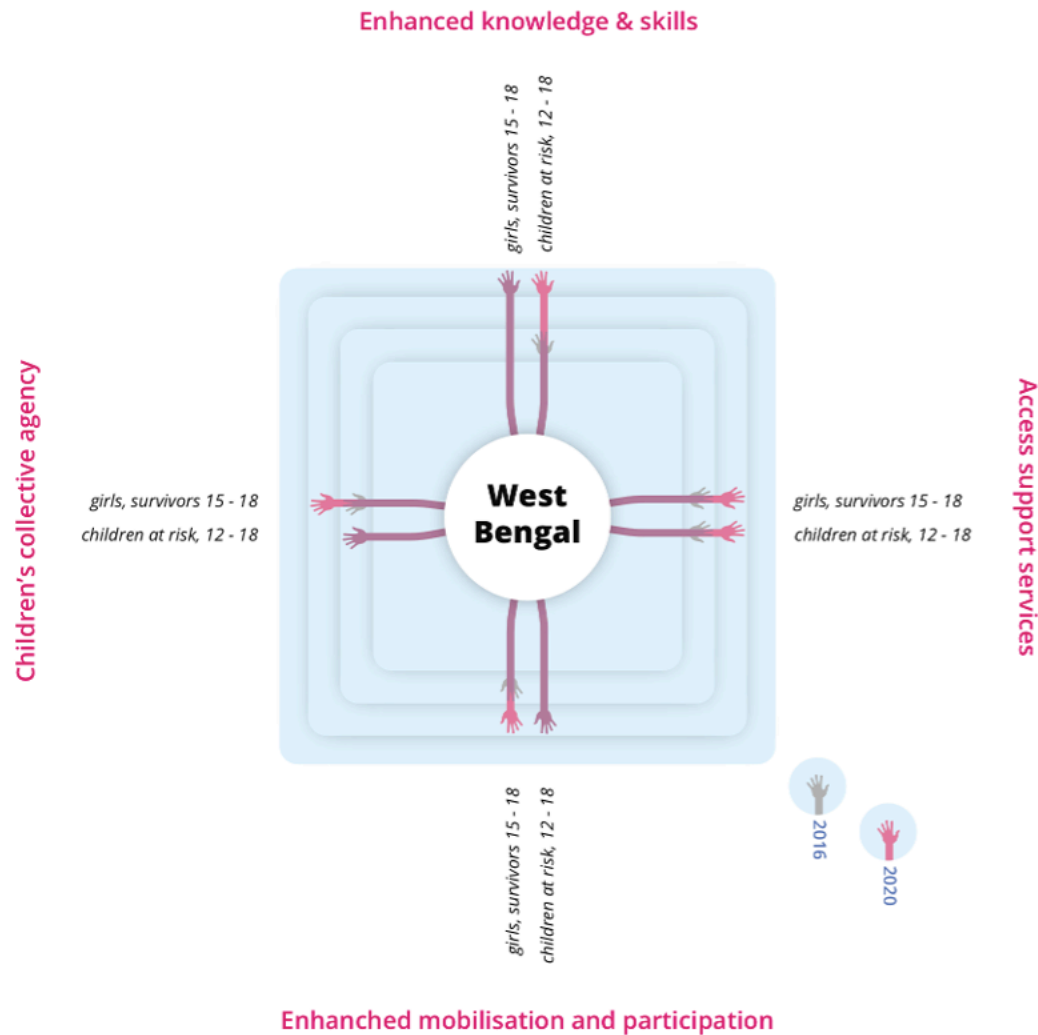
#### 4.1.3 Effectiveness: Children empowerment

According to programme reports, as a result of their work – especially training on raising the issue of SEC among their peers – DtZ partners saw early signs towards children's agency starting from 2017. Early on in the programme, girls at risk from Bodh Gaya, Bihar started discussions with their peer groups on SEC and SECTT (IO2), while girl survivors in Sneha shelter home in West Bengal flagged places carrying SEC risks to the local administration (IO4). With the programme support, children have also been learning about available services (IO1), including reporting cases of abuse and SE. As a result, they have been reporting cases to partner organisations and the community police (IO3), while there were also occasions of children themselves seeking help from the West Bengal shelter home run by the DtZ Alliance to get out of SEC. In Bodh Gaya, in 2018 children's club for boys was initiated and started regular discussions on preventing child abuse.

The programme has also been training children in advocating for child rights and against SEC. Consequently, children's agency has increased: in 2018, in Madhya Pradesh they requested action against tourists taking individual photos of them in school and started complaining against eve-teasing to the police. In Bodh Gaya, prior to elections, they presented inputs for the political party manifestos to members of parliament. At the same time, in West Bengal, youth formed peer educator groups to raise awareness in the neighbouring villages on (preventing) trafficking, child marriage and child labour. In 2019, increasingly more organised children continued reporting and advocating, e.g. groups of boys and girls shared their views on empowerment/consent/confidentiality from a child protection perspective with the local-level government (Madhya Pradesh and Bihar), and children submitted a letter to the local government and electricity board (Madhya Pradesh) arguing how a lack of street lighting makes street children vulnerable. The advocacy continued despite the Covid-19 lockdown, e.g. youth from Madhya Pradesh and Bihar held online meetings with district administration on the need for accessing quality support services (counselling, legal aid, medical aid and safe space) during the lockdown. Children in Madhya Pradesh, Odisha, and Karnataka came up with guidelines to secure child safety during Covid-19 and negotiated its implementation at the district level.

## Effectiveness: Children Empowerment West Bengal

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Both groups - girl survivors living in the shelter and children at risk coming to the day centre - demonstrate an in-depth understanding of SEC issues and risks. Similar to the group in 2016, girl survivors at present, due to participation in NGO awareness programmes, are well-aware of SRHR issues, especially concerning sexual exploitation. They define SEC as 'trafficking of children and misuse of their bodies for money' that could happen to both girls and boys. Girls are outspoken about what makes them vulnerable: perpetrators of sexual violence and the practice of unsafe sex.

Group of children at risk have increased their knowledge since 2016. They know that SEC is intrinsically related to trafficking, physical, sexual, and mental exploitation and abuse of children by adults for economic gain. Children also mention verbal abuse, eve-teasing, molesting in public spaces as actions that make them vulnerable and lead to sexual exploitation.

**IO 2** – Both groups have improved their access to services. Girl survivors have done so at the NGO-run shelter where they (currently) stay the following rescue. Girl survivors have benefited from the services of primary healthcare, psycho-social support, education, life skills and vocational

training. For the support and protection outside the shelter, they rely mostly on their families.

Across all groups (gender, age), children at risk know how to access different services and, similarly to the girl survivors, rely on their families for protection. The older boys and girls have clearer notions of ways to protect one-self from trafficking while the younger children are less explicit about the exact steps to take. Children have shown less trust in asking police and a locally-elected representative (councillor) for protection, as children claim to have limited direct access to them. Also, few younger children at risk express fear of being blackmailed and asked for a bribe. In comparison with others, the older boys are more confident and knowledgeable about reporting to the police. They are also outspoken about recovery and reintegration.

**IO 3** – Girl survivors are knowledgeable about reporting cases, but they need not use this knowledge in the shelter. Girls skillfully express their needs and rights in the shelter but not (yet) in their families/community.

– read more on the next page –

Children at risk know the protection mechanisms, but they prefer to report SEC cases indirectly through adults, due to the anxiety of being harassed. They know that they can directly call Childline,<sup>16</sup> but they have only done so in few cases due to the uncertainty of its consequences. While the boys are outspoken about recovery and reintegration, they are in general extremely sensitive about societal response following trafficking and the notion of shame that it would bring to the family.

**IO4** – By living together in the shelter, girl survivors have bonded (a first step to mobilise), but they are not (yet) engaged with government and private sector, possibly due to the focus on protection (they have recently been rescued). Having said that, their desire to be change agents by organising and mobilising peers to prevent cases of trafficking and child marriage is strong. Children at risk exhibit the same powerful desire to be change agents, although they are slightly further from this step as they are not yet organised.

### **Comments/additions from the programme team**

The CE workshop assessments in general are in line with our own. The key points below are to contextualise and enrich these measurements with our observations of all children, not only those who could be reached during the partial lockdown due to the Covid-19 pandemic:

**IO 1** – The children in the workshop are a new batch, not those with whom we worked for a long time.

**IO 2** – Trust in the police and the police themselves in the red light area are different from the police in the community setting. The former has a reputation of being violent and insensitive, which explains children's attitude presented here. By contrast, the police in a community context are more helpful and the attitude towards them is more positive.

**IO 3 and IO 4** – In paying attention to children's mobilisation, there is a difference between a shelter home run by a non-governmental organisation (NGO) – which is the case here – and the one run by the government. NGO-run shelters pay attention to the mobilisation of children as a rule. Children are regularly in contact with government officials including LEAs, the police and judiciary in the shelter. In other areas outside of the CE workshop groups, we see that children at risk exhibit the same powerful desire to be change agents and have shown it in several negotiations with government, communities, their families and private sector. They represented themselves in collectives such as child clubs.

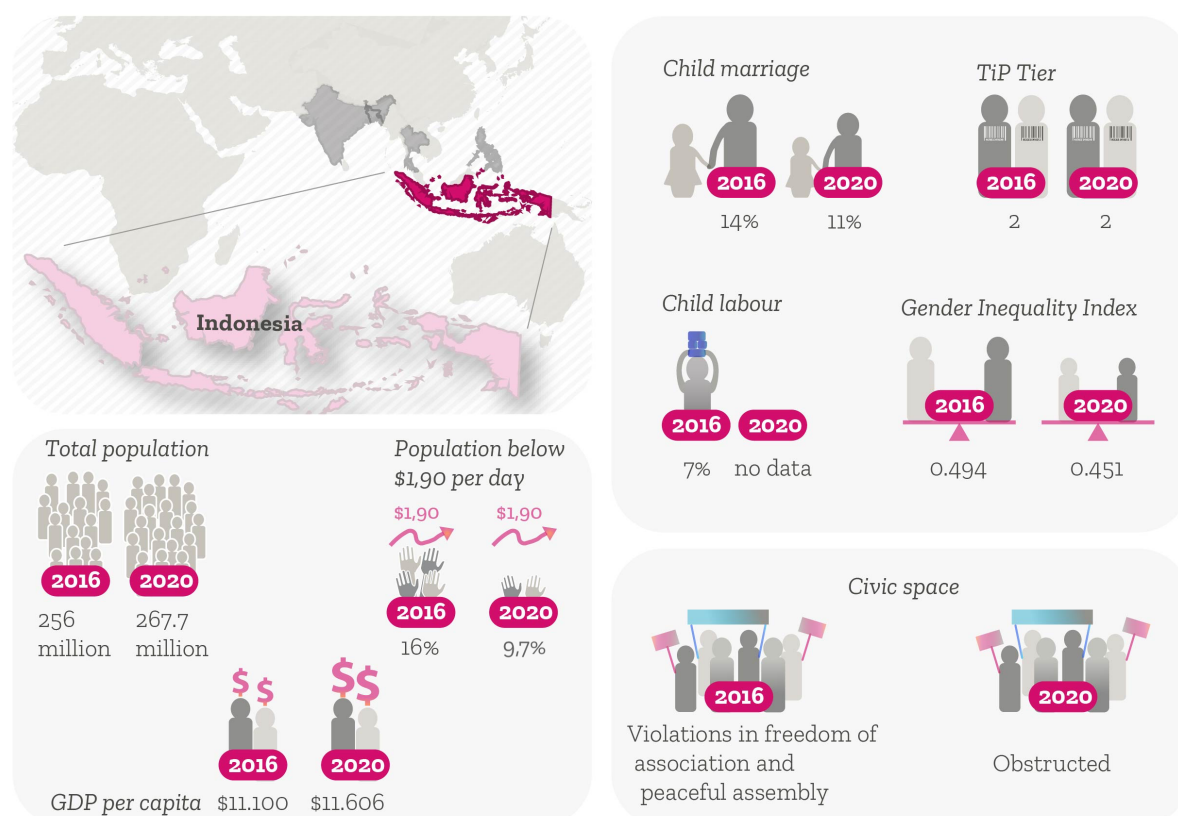
Since these measurements were undertaken with children who could be easily reached during a partial lockdown, the results provide a skewed picture. Our key observation of behavioural changes of a complete group of children since 2016 is that they form groups in shelter homes and community spaces (slums, small hutment areas, and red light districts). We see that psychosocial counselling has been an essential part of their survivorhood and the foundational step for them to act as change agents.

We would also like to report that children have shared their safety and security concerns with the tourism service providers and sought their support in protection. These initial interactions helped tourism service providers – often their family members, neighbours or members of their community – to recognise the actions that they could take as part of their operations towards child protection. We believe that this shows a high level of CE as it is illustrative of children's identity as change agents.

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<sup>16</sup> A nationwide government service of reporting SEC cases in India.

## 4.2 Asia: Indonesia (case country)



### 4.2.1 Relevance: Changes in the programme environment

**Context:** Indonesia is an emerging lower-middle-income country that has made enormous gains in poverty reduction, cutting the poverty rate by more than half since 1999. During the programme duration, the percentage of the population living with less than 1.90 dollars per day has been reduced from 16% in 2016 to 9.7% in 2020. This is expected to positively influence – among others – the fight against SEC. Indonesia is a pathfinder country for the Global Partnership to End Violence Against Children and it has developed a National Strategy on the Elimination of Violence Against Children (2016–2020).<sup>17</sup> The Government of Indonesia is becoming more open to working with CSOs to fulfil its five-year strategic plan, including on issues like SEC, particularly its forms like SECTT and online sexual exploitation of children (OSEC). In February 2019, the Indonesian government renewed its commitment to continue to halt all forms of violence against children during an international conference in Stockholm, Sweden. Following this, the President of Indonesia instructed relevant ministries and institutions to carry out massive reforms in the system that deals with cases of violence against children. Although the minimum standards are still not met, Indonesia is kept at a tier 2 ranking of the TiP reports from 2012 to 2019 due to the government's significant efforts.

**Prevalence of SEC:** In Indonesia, the prevalence of children experiencing sexual abuse of all forms of violence is 13-37%, common forms of which include OSEC, child marriage, and child sex tourism.<sup>18</sup> According to the International Labour Organisation (ILO) estimates, in 2011 195,000 children were exploited in the sex industry in Indonesia, reflecting 30% of all engaged in SE in Indonesia.<sup>19</sup> This picture has not changed much since then. According to the United Nations Children's Fund (UNICEF), 30% of persons sexually exploited in Indonesia are under the age of 18, with some as

<sup>17</sup> <https://www.end-violence.org/sites/default/files/paragraphs/download/Indonesia%20strategy.pdf>

<sup>18</sup> End Violence Against Children – The Global Partnership (July 2016), Indonesia as a Pathfinder to End Violence against Children.

<sup>19</sup> Country Theory of Change Indonesia, Down to Zero Alliance, 2016.

young as 10 years old.<sup>20</sup> In 2017, the estimates of child survivors of sex trafficking in Indonesia were in the range of 40,000 to 80,000. The National Commission on Child Protection (KPAI) states that in 2016-2019 there were 378 victims of SEC, among which four were boys and the reported OSEC cases have increased annually from 587 in 2016 to 653 in 2019.<sup>21</sup> Meanwhile, the number of reported exploitation cases – including trafficking, SEC and child labour – has been reduced from 340 in 2016 to 244 in 2019.

The ratio of children victims of violence in Jakarta is 0.63 per 10,000 children in 2020.<sup>22</sup> The Jakarta Office of Women Empowerment, Child Protection, and Family Planning reported 754 cases of violence against children in 2019, comprising 221 instances of sexual harassment, 91 rapes, and 22 child trafficking.<sup>23</sup> Different forms of SEC that occur in Lombok include child marriage, child labour, child trafficking, OSEC, and SECTT. According to 2019 records, around 229 out of 526 cases of violence against women and children are cases of sexual violence against children.<sup>24</sup> In addition, in 2019 the Provincial Child Protection Agency (LPA) handled 120 cases of violence against children.<sup>25</sup> In January-June 2020, there was a 55.8% increase in these cases due to the Covid-19 pandemic.

**Civic space:** Indonesia's civic space is currently rated as 'obstructed' by Civicus. Civil liberties in Indonesia vary between provinces, with Sumatra and Java receiving lower scores than others. The report entitled the Indonesian Democracy Index<sup>26</sup> concludes that the lengthy election process of the 2019 general elections led to more threats to civic space in West Jakarta and DKI Jakarta.<sup>27</sup> A special concern is Indonesia's online civic space. Digital rights and freedom watchdog SAFEnet reports that increasingly more people have been charged under the 2008 Electronic Information and Transactions Law, reaching a peak in 2019 with 3,100 cases. The figure is expected to have increased in 2020 since the national police is patrolling the internet to identify those accused of spreading "hoaxes" and "hate speech" about Covid-19.<sup>28</sup>

#### 4.2.2 Relevance: Effects of and adjustments to the changing environment

The simultaneous elections across 171 regions in Indonesia of 2018 and the 2019 presidential elections have resulted in some transitions in the government institutions, which have affected the programme work. The involvement of the Ministry of Women Empowerment and Child Protection's (MoWECP) slowed down in 2018 due to the turnover in the ministry, but at the same time the Government of Indonesia became more open to working together with CSOs to fulfil its five-year strategic plan, including addressing SEC.

The programme has been adjusting its ToC to specify targeted groups in pathways and expanded to combatting OSEC as online exploitation became more topical.

Alliance partners	Local (implementing) partners	Type(s) of SEC	Budget (€) 2016-2020
TdH Plan NL DCI-ECPAT	Jakarta: ECPAT Indonesia (DCI-ECPAT); Yayasan Bandungwangi (Plan NL) Surabaya: Surabaya Children Crisis Center – SCCC (TdH) Batam: Yayasan Embun Pelangi – YEP (TdH) Lombok: Yayasan Galang Anak Semesta – GAGAS (Plan NL)	SECTT; OSEC	2,166,992

20 [https://www.unicef.org/sowco5/english/povertyfeat\\_indonesia.html](https://www.unicef.org/sowco5/english/povertyfeat_indonesia.html)

21 Processed from the detailed data table on the number of victims and perpetrators of child protection cases, the Indonesian Child Protection Commission 2011-2019.

22 <https://kekerasan.kemennppa.go.id/ringkasan>

23 UPT P2TP2A Jakarta Province.

24 <https://data.ntbprov.go.id/dataset/kekerasan-terhadap-perempuan-dan-anak-kabupatenkota-tahun-2019/resource/17cb5c22-47a7-4938>

25 From interview, West Nusa Tenggara Provincial Children Protection Agency.

26 [https://www.spf.org/en/global-image/units/upfiles/92353-1-20200715145215\\_b5foe998f6142d.pdf](https://www.spf.org/en/global-image/units/upfiles/92353-1-20200715145215_b5foe998f6142d.pdf)

27 DKI Jakarta is an official name of the city and it stands for Daerah Khusus Ibukota Jakarta Raya, meaning Special Capital City Region.

28 <https://www.thejakartapost.com/academia/2020/08/25/fight-for-your-freedom-indonesian-online-civic-space-under-siege.html>

### 4.2.3 Effectiveness: Children empowerment

To contribute to changes envisaged in the children pathway, the programme has been working on raising the awareness of the CRC, sexual and reproductive health and rights (SRHR), and SEC. Through its awareness-raising activities – including training and setting children forums – by the end of 2019 DtZ had reached 514 children, among them 286 girls. The programme has directly contributed to children's access to services (IO1): 29 children (both at-risk and survivors) – among them eight girls – have accessed education, health and protection services, including reporting SEC cases through the DtZ community organisers. To stimulate children's peer education (IO2), the programme has supported the development of their skills. As a result, 237 children – among them 148 girls – became peer educators. Some children who succeeded in becoming role models have been actively reaching out to SEC survivors and reporting cases through the DtZ Alliance field officers (IO3). Few have used opportunities to share their experiences with local governments (IO4).

In **Jakarta**, the DtZ programme has invested in the knowledge of child rights, SEC, sexual and reproductive health (SRH) as well as skills to educate children in SEC risks and provide information about different agencies. The programme's community organisers have been routinely reaching out and providing guidance and references to services. The DtZ programme accompanied 197 SEC survivors (146 girls and 52 boys) during 2018-2019,<sup>29</sup> some of whom have become role models for their peers. In the DtZ programme's areas, children have been reporting cases through the DtZ community organiser. After being referred by the organiser, many children at risk of SEC sought the counsel of women and children protection services (PPA) post employees in local child-friendly integrated public space (RPTRA),<sup>30</sup> while those in need of health services visited local public health centres (in Jatinegara, Matraman, Duren Sawit, Kramat Jati, Cirasas) or private clinics (such as Globalindo and Angsa Merah) that have MoUs with the DtZ programme, and those in need of legal assistance approached local integrated service centres for women and children protection (P2TP2A) to receive further legal aid.

In the first stage of the DtZ programme in **Lombok**, the children were unable to talk about the exploitation experienced with other people. With its training and support, the programme worked towards encouraging them to share their experiences as SEC victims. With the support from the village's budget, in 2018-2019 the *Sanggar Anak* (children's centre) together with the village child protection agency (LPAD) began conducting activities aiming to promote children rights. At present, many vulnerable children and the SEC victims living in tourism areas and "buffer" villages join this centre, where they are encouraged to share their experiences with social workers and sometime go further by informing police about their friends' experiences. The children have become peer educators and report SEC cases to LPAD or the police on their friends' behalf. Children remain active in campaigning against SEC, including designing and proposing activities to the village governments.

#### Textbox 1 Quote from an interview conducted in Lombok during the case study

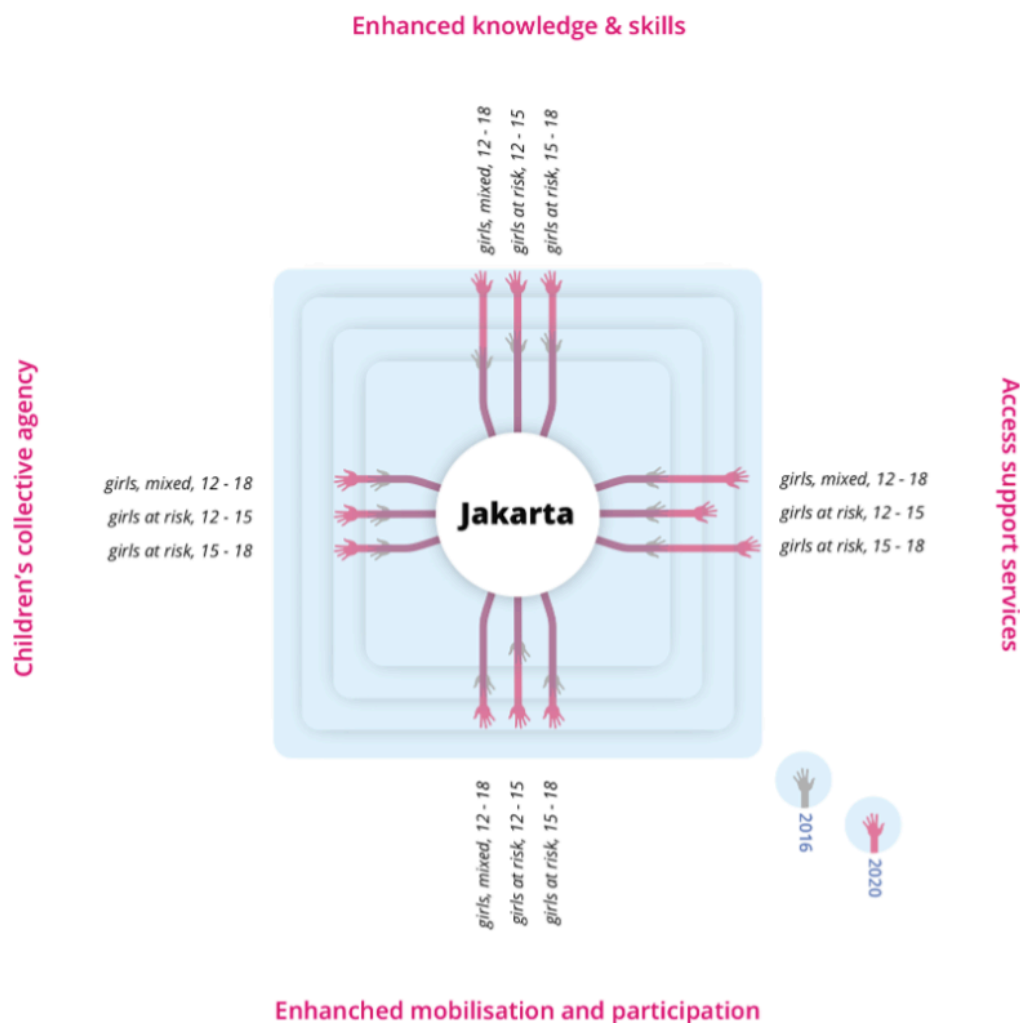
*"The children understand the rights that should be protected by adults and the government. Before the Sanggar was established, we did not know about SEC, while there are many cases of it. SEC cases are like the tip of an iceberg. My friends already know about it and can identify and report the cases".*

<sup>29</sup> Plan Processed from the DtZ-Bandungwangi-Gagas-Plan Year-End Notes Draft Project.

<sup>30</sup> RPTRA are small public urban green spaces built by the Jakarta City Provincial Government. RPTRA was initiated by the DKI Jakarta Provincial Government under the leadership of Governor Basuki Tjahaja Purnama and it is built mostly using donations of corporate social responsibility funds. As women and children protection posts at the community level are working with RPTRA to facilitate routine activities for those vulnerable to and victims of SEC through the Children's Forums, they have been receiving case reports from the community, giving counselling to victims and their parents, educating the community about legal routes, and giving referrals to existing facilities. Cases usually are handled by P2TP2A and PATBM. RPTRA child protection and children forum activities are largely dependent on support by NGOs such as Bandungwangi, Save the Children, and World Vision Indonesia.

## Effectiveness: Children Empowerment Jakarta and Lombok

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Girls from all groups have increased their knowledge of forms of SEC since 2016. Girls explain online prostitution and recruitment to prostitution by people close to a child (a parent, a neighbour, a friend). They worry that the numbers of SEC victims increasing as more children are recruited. They highlight child marriage, drug abuse, and violence against children as factors enabling SEC. Younger girls (12-15 yrs) add enables as stress, depression, and bad influence of other neglected children.

**IO 2** – Older girls at risk have increased their knowledge about protection mechanisms the most, but all groups demonstrate their knowledge of what prevention and protection from SEC entails, including using services of Bandungwangi, Child-Friendly Integrated Public Space - RPTRA (younger girls at risk), the youth organisation in the village - Karang Taruna (older girls at risk). All groups understand how to report to police but only dare to do so through Bandungwangi. An exception is older girls who feel they could report through neighbours, the leader of the neighbourhood, and even directly to the police.

**IO 3** – Children, including the younger ones, seek support presently more than in 2016. All of them express their opinion and views freely, without communication barriers. They rely on support from parents, siblings, and Bandungwangi while the most difficult is to get support from mothers who are (former) sex workers. Girls confide in their friends first, but they also attend NGO activities and approach RPTRA. Older girls at risk receive counselling by Service Centre for Child and Women Protection - P2TP2A and Bandungwangi.

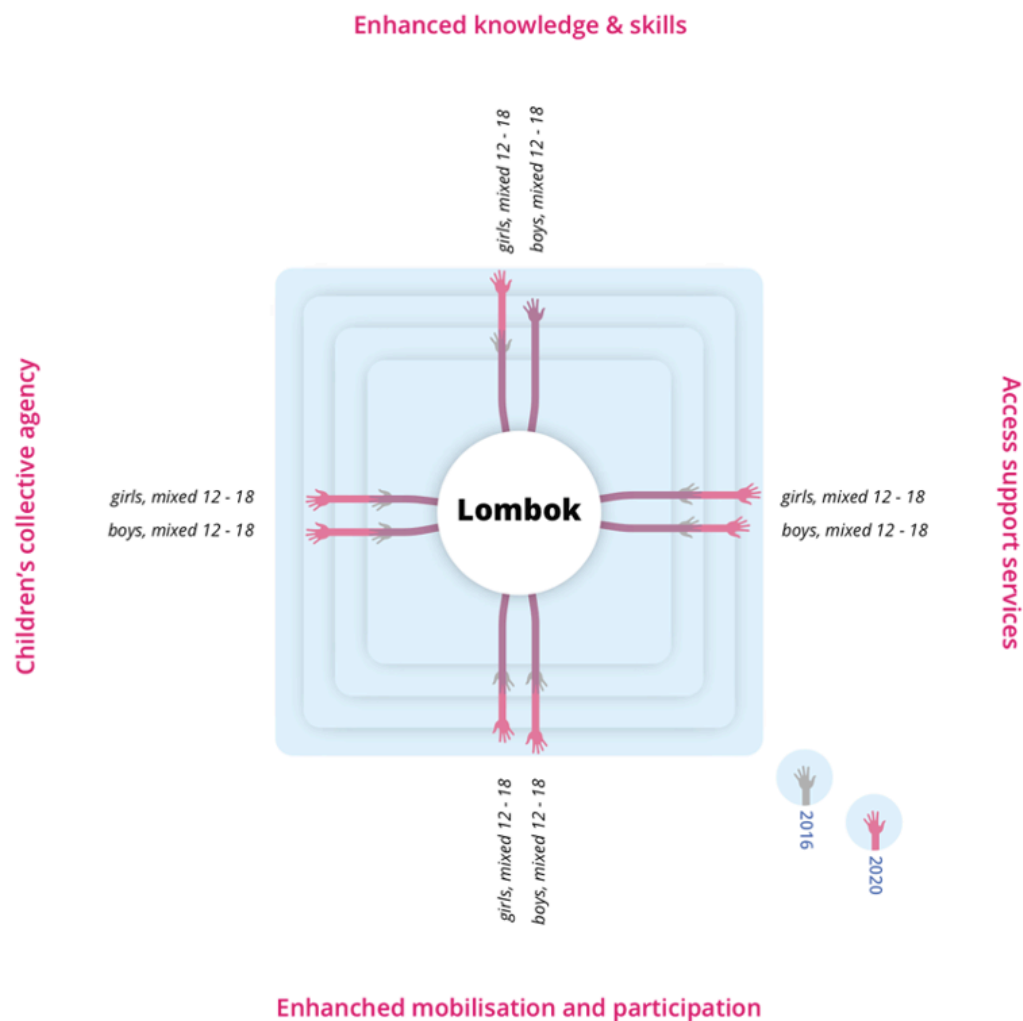
**IO 4** – Girls find protection in each others' families and stay there to avoid verbal abuse from parents or siblings they experience at home. Although girls treat their peer group as a safety net, they are not (yet) organised to support each other or advocate for SRHR rights.

### Comments/additions from the programme team

The CE workshop assessments are largely in line with our own. It has to be said that SEC cases are hardly ever reported directly to the police as children are not comfortable with this, and the police do not follow up all reported cases.

## Effectiveness: Children Empowerment Jakarta and Lombok

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – The group of girls at present have a better understanding of SEC than the one in 2016. They consider internet the main trigger for child trafficking and child marriage - a major risk of SEC (also an example of child marriage on grounds of settling parents' debts). Boys' understanding of SEC has remained on (a high) level of 2016, while now they relate it to bullying and child labour. Boys emphasise detrimental risks of SEC on their psychological state as well as point out factors that make them vulnerable to SEC: depression, self-isolation, lack of confidence, being unloved (broken homes).

**IO 2** – Both groups have improved their knowledge and access to services since 2016. Girls refer to LPAD (Village Child Protection Agency) as a place of protection but they lack information on what procedures to follow to report SEC cases in general as well as specifically through integrated procedures of reporting provided by LPAD. Boys have more information about support available for victims such as funds and vocational skills to start small businesses but do not know how to access these services.

**IO 3** – Girls have reported the cases to LPAD and Yayasan GAGAS. Boys also participate in LPAD community-based forum, that incorporates children forum and shared their ideas about reducing risks of SEC. They have alerted local authorities about places with a high risk of SEC, but the absence of follow up by Badan Keamanan Desa (the Village Security Agency) has discouraged them to do more.

**IO 4** – Both girls and boys are peer educators and have been informing their peers about risk and of and protection against SEC.

### Comments/additions from the programme team

The CE workshop assessments are largely in line with our own. One fact to take into account is that CE measurements were done with children who have recently joined the programme and benefitted from programme support/services.

#### 4.2.4 Effectiveness: Communities

In **Jakarta**, the programme has seen a rise in awareness of SEC as a crime, especially in the thirteen urban communities where DtZ programme works. The first signs of change were in the family members of SEC survivors helping their children to get out of SE and finish education. In 2018-2020, as RPTRAs and related services emerged, DtZ partners have started to support them. Work with service providers has led to tangible results in terms of functioning CBCPMs (IO2): in 2019, the female cadre of team for family welfare empowerment (TP-PKK) disseminated information about SEC to community members in Jakarta Timur, and the Vice-Mayor of Jakarta Utara adopted the best practice of SEC prevention and child protection published by DtZ programme in RPTRA. In 2020, fifteen members (including four males) of the East Jakarta and North Jakarta RPTRAs have conducted education activities in their communities, 35 representatives of community-based integrated children protection mechanism (PATBM) and TP-PKK (including nine males) have conducted situation analysis and detected early cases of SEC, three PATBM members in North Jakarta have actively conducted routine home visits to the families of SEC survivors, and one PATBM in North Jakarta has raised SEC issues as advocacy material to receive financial support from the government and private sector.

The programme saw community members (mostly parents) reporting SEC cases (IO3), but the numbers remain low. Based on ETE interviews, the main reason is that parents of many victims are putting their children at risk or actively engaging them in SE. Of the 450 children accompanied by the DtZ programme, 70% have sex worker parents.<sup>31</sup> Further, in poor communities not only immediate but also extended family and friends are potential pimps. ETE observes that there is an insufficient number of formalised CBCPMs to address the SEC cases in Jakarta. The provincial women empowerment and child protection (WECP) office only has nineteen complaint posts dealing with cases of violence against women and children at the community level. The services are provided based on reports from the field or the community requests, whereby the approach remains largely reactive. Moreover, according to ETE respondents, SEC cases are better dealt with by a DtZ community organiser. Indeed, although SEC cases have been reported through formal channels, usually they first come to the DtZ country programme office, due to its reputation for being more knowledgeable about the issue and the channels for reporting complaints. Needless to say, NGO staff cannot cover the cases at the scale at which they exist. Further, according to ETE observations, families are still hesitant to report cases of SEC to the authorities. Immediate family members of a SEC survivor tend to hide the case, and the same applies to SEC. Finally, in general, the community members still feel that reporting cases to the police takes time, while a positive outcome cannot be guaranteed.

In **Lombok**, three CBCPMs have started working since the early years of the programme (IO2). In 2017, the CBCPM Lombok Barat and Lombok Tengah successfully convinced eight girls and four boys at risk to return to school and the CBCPM Kuta referred one girl SEC survivor to the Trauma Center Safe Space managed by Social Agency in West Lombok for rehabilitation and social protection services. Community members have been reporting cases (IO3), e.g. in 2018, 29 cases of 16 girls and 13 boys victims of child marriage, SEC, and child trafficking in West and Central Lombok, but doing so through the community organisers of the CBCPMs. CBCPMs have been facilitating children's access to services and their reintegration into families and schools. The CBCPM in Kuta village has been successfully advocating the village government to allocate money to the village fund for LPAD activities since February 2017 and it is in the process of proposing it to a higher government level (see more details of this result in CA 1).

ETE observes that at present community leaders are involved in community-based child protection (CBCP) as well as the prevention and handling of SEC cases in six villages in Lombok where DtZ partners work (IO1). CBCPMs are in places such as women counsellors, night patrols, and sub-village committees, although they are often more concerned with preserving the general safety of the children in the community. Due to media reports on cases of violence against children as well as awareness-raising work done by the programme, other CSOs and the local government, the

<sup>31</sup> Interview with community organiser of the DtZ programme in Jakarta.

community members are less hesitant to report cases than during the baseline study. At present, even children centres dare to report cases to the police. With the strengthening of collaboration between CBCP at the local level and institutions at the regency level, the community in general feels that there is more support, which raises their confidence in reporting cases to the relevant agencies. While outside the project area the situation remains unchanged – i.e. sub-village committees are reportedly dealing with child rights more generically – in the areas where DtZ partners work the imams are actively involved in CBCP, as they talk in public about the lifestyles that may increase vulnerability to SEC (IO4).

At the national level, we see CSOs as the main visible community group that address SEC openly, while there are only a few of them working in Indonesia. Apart from DtZ, there is one other programme – PEDULI – with five local NGOs in five cities outside the DtZ programme areas working on the social inclusion of SEC victims. The commonly-voiced problem by CSOs is the government not recognising SEC legally, which leaves CSOs without a formal foothold to follow up cases and act at a scale. Therefore, most CSOs efforts lie in prevention (by raising awareness), handling cases and ensuring children's access to basic services. Having said that, to address SEC at the national level, as part of PEDULI project, the Partnership for Government Reform Programme has been advocating for mainstreaming child protection in the Mid-Term National Development Plan 2020-2024 (President Decree no 18/2020).<sup>32</sup>

#### 4.2.5 Effectiveness: Governments

There are relevant laws and policies in place. In **Jakarta** province, regulation No. 8/2011 has been established concerning the protection of women and children, containing instructions through the governor's decree No.1564 /2017 concerning service of *visum et repertum*<sup>33</sup> for sexual violence victims especially women and children, and the governor's regulation of Jakarta province No. 48/2018 concerning safe shelter for women victims of violence. In addition, although the governor's regulation of Jakarta province No. 86/2019 concerning the prevention and counter-measures for schoolchildren does not mention SEC explicitly, it classifies online harassment, sexual abuse, and rape as violence against students. DKI Jakarta also issued the governor's regulation No. 64/2019 on the taskforce for prevention and counter-measures against human trafficking, but it does not contain specific clauses regarding trafficking in persons for SEC. Finally, although Jakarta has the lowest prevalence of child marriage, the government has established regulation No. 05/2020 concerning its prevention. There is no specific legislation stipulating SEC in West Nusa Tenggara province (to which **Lombok** administratively belongs), but there are local regulations that generally aim to protect children, including extending the age of marriage and prohibiting human trafficking. No specific child-friendly law enforcement protocols are reported. National- and district-level child protection plans are in place but do not specifically address the SEC.

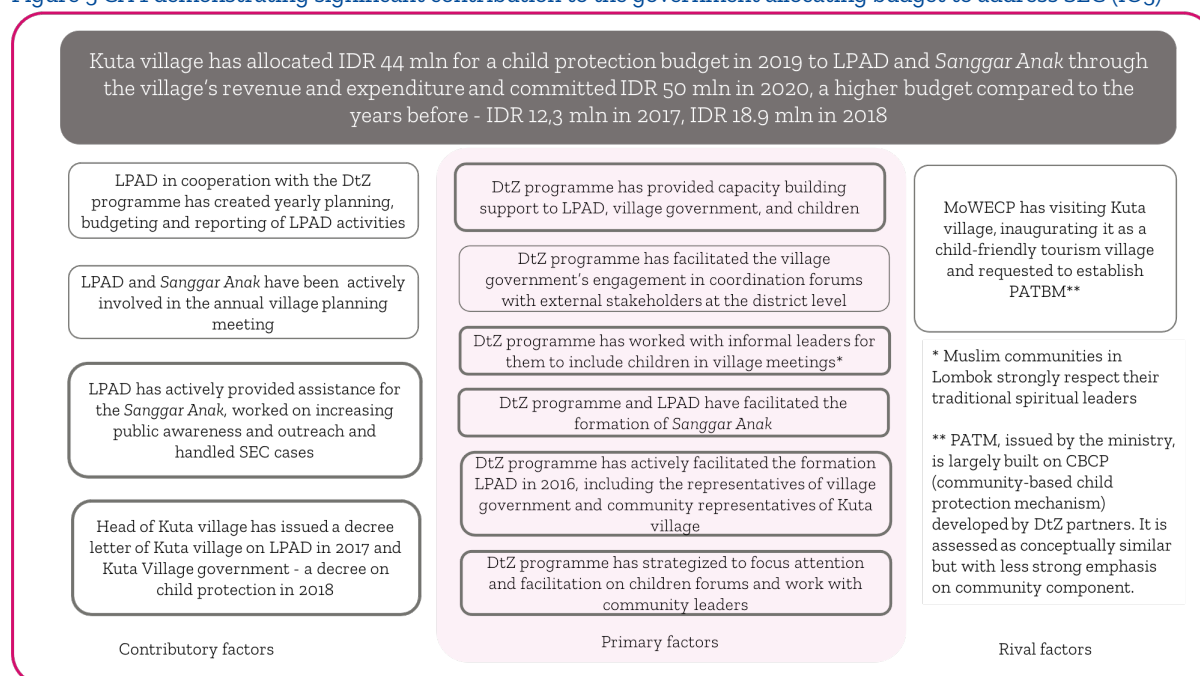
DtZ Indonesia has worked towards supporting the implementation of existing policies. At the national level, the DtZ programme has successfully advocated this in the area of OSEC. As a result of multiple consultation meetings from DtZ partners, in December 2017 MoWECP agreed to allocate budget to the Trust & Safety in Prevention of OSEC training conducted by Google Indonesia. In June 2018, the Assistant Deputy for Child in Emergency Situation and Pornography, MoWECP allocated budget to scale up the Trust & Safety in Prevention of OSEC training for CSOs in four provinces (IO3). Not all advocacy efforts were successful, which was unexpected for the programme. In January 2020, the standard operating procedure (SOP) of cross-coordination services for children victims of violence developed by DtZ and MoWECP in 2019 was cancelled due to the new direction given by the President for the functionality of integrated services unit (UPTD). Fortunately, in July 2020 an (unexpected) positive development took place when the Alliance to Ending Violence Against Children (Aliansi PKTA) included the input from DtZ Alliance (field experience in Batam and Surabaya in facilitating child victims during case prosecution) in the protocol of Revitalization of Services for Women and Children Victims of Violence developed by MoWECP (IO4).

<sup>32</sup> Bi-annual report period January-June 2020 on PEDULI Project from The Partnership for Government reform to The Asia Foundation.

<sup>33</sup> Check and confirmation letter that the person experienced a certain type/act of sexual violence.

In more recent years, **Jakarta** has seen a growing network of SEC-specific prevention and protection government services. DtZ programme works well with RPTRAs and advocated for the MoWECP office in Jakarta to allocate 2018 budget for an SEC prevention training programme in four tourist locations. During the same year, for the first time, the MoWECP office provided four counselling services to fourteen girl and six boy victims of SEC from East and North Jakarta (the highest outcome in the government pathway). However, DtZ partners – similar to other NGOs providing services for women and children victims – face difficulties with access and to a certain extent they even avoid the government-run safe houses/trauma centres (RPTCs). The main reason is the high probability that SEC victims receive the same treatments as drug addicts. In **Lombok**, the government offices also engage in SEC prevention and case handling activities such as through the Integrative Child Social Welfare Centre (PKSAI),<sup>34</sup> recently established in coordination with the Social Affairs Agency, Provincial Children Protection Agency, and UNICEF. DtZ's work with the local government has led to the government of Kuta village stating in 2017 that it would check age before issuing marriage certificates (the highest outcome in the government pathway). During the same year, the tourism agency of Central Lombok included SEC issues when informing the local tourist awareness group.

Figure 5 CA 1 demonstrating significant contribution to the government allocating budget to address SEC (IO3)



As the ETE analysis of contribution case 1 – on the Kuta village government allocating funds for years to enable SEC prevention and protection work (IO3) – revealed, the DtZ programme could make a highly significant contribution to this outcome through its synergetic work with communities, local government, and children (Figure 5). Using the Kuta village government issuing a decree on child protection in 2018 as an entry point, the DtZ programme has facilitated the establishment of LPAD, which has become part of the local government network at the grass-root level and a community hub of PKSAI at the regency level.<sup>35</sup> The DtZ programme supported LPAD in creating the *Sanggar Anak* (Children Centre), increasing public awareness, outreach and handling SEC cases. At the same time, seeing their key role in Muslim communities in Lombok, the DtZ programme has strategised to focus on traditional spiritual leaders, which has paid off with these key players supporting the fight against SEC. Finally, the work on children's agency dove-tailed into the picture as children joined the forum in *Sanggar Anak* and were supported by community leaders to express their views.

<sup>34</sup> This centre has become a network that coordinates services for child protection especially at district/city level in Lombok and aids SEC survivors in receiving comprehensive services including social, legal, economic, health, and education.

<sup>35</sup> Regency is the second-level administrative division of Indonesia, directly administrated under a province.

#### 4.2.6 Effectiveness: LEAs

Since the baseline study of 2016, the situation with LEAs has changed. At present, all local governments have budget allocation and agenda in child protection and human trafficking. They have documented data on child abuse and violence, but not many on SEC cases to date. At present, cases have been documented as sexual violence, rape, and human trafficking, but KPAI has started to develop a specific category for SEC in its case database. The police have PPA posts to respond to cases of sexual violence. SEC cases on trafficking and online cases are handled by a different unit within the division of trafficking in general. To address OSEC, the Indonesian national police is using the Child Exploitation Tracking System, an online system to pursue exploiters who exchange images of child abuse on the internet. Indonesia was the first country in Asia to use this system, implementing it in Jakarta, Bandung, Yogyakarta, Medan, Bali, Surabaya, Batam, and Lombok.

However, official complicity in LEAs remains a significant concern. According to the ETE respondents, corrupt officials continue to facilitate the issuance of false documents, accept bribes to allow brokers to transport undocumented migrants across borders, protect venues where sex trafficking occurs, and practice weak oversight of recruitment agencies. Bribes and extortion influence prosecution, conviction, and sentencing in civil and criminal cases, including trafficking cases. Interviewed legal aid organisations report that cases often move at an extremely low pace unless a bribe is paid. On some occasions, prosecutors demand payments from defendants to ensure a less zealous prosecution or drop charges. On top of that, as NGOs continue to point out, the juvenile criminal justice system (SPPA) is still characterised by limited coordination among the police, Office of Attorney General (OAG) and the courts.

LEAs in **Jakarta** have implemented SPPA, whereby SEC survivors can obtain legal assistance from the police, P2TP2A and NGO Legal Aid Society for Women (LBH APIK). Although all police offices in Jakarta have a PPA unit, SEC survivors rarely report directly to it. Survivors are mostly accompanied by a lawyer/paralegal, an NGO or parents. Monitoring of case development is also easier for legal assistance/NGOs that are well connected with the police. According to interviewed legal aid providers, the police still do not handle SE cases well. In this context, the programme's work with LEAs in Jakarta has been successful as it has resulted in three PPA unit staff carrying out sweeping to reduce SEC in the red zone since April 2017 (IO2). Moreover, with DtZ Indonesia advocacy efforts, the Supreme Court initiated the kick-off meeting and training needs assessment for capacity building of judges in adjudicating the crime of SE in July 2020.

In **Lombok**, the cooperation in handling SEC cases between the provincial- and district-level children protection agencies, the P2TP2A and PPA units of the local police has been running per SPPA principles, e.g. the police ensure that a child is accompanied by a professional social worker and legal companion. The court also has special facilities to ensure the safety and comfort of a child. Nonetheless, LEAs are not seen to facilitate the reporting on SEC cases, out of a fear of being treated as active participants instead of a witness of a SEC crime or becoming subjects of retaliation by involved business owners. In 2018, the programme's work with LEA in Lombok led to the PPA unit at the local police – together with the government shelter and the village government – providing counselling services to two vulnerable boys and mediation service to a child custody case (IO1, IO2).

#### 4.2.7 Effectiveness: Private sector

The DtZ programme has worked on OSEC targeting telecommunication companies such as Twitter Indonesia, TikTok, Facebook, Google and YouTube, which have also been involved in the Zero Tolerance for SEC campaign. Private sector cooperation with the DtZ programme and several ministries resulted in the "Safe Internet for Children" programme. In its framework, a National Conference on Safe Internet for Children – "Tem@n Anak #safeinternetday 2018" – was organised, the training module on safe internet for children was reviewed with the Assistant to Deputy Minister, MoWECP and support to the police in handling child exploitation cases was provided (IO1). DtZ Alliance also raised awareness among companies<sup>36</sup> on SEC, which resulted in the commitment of hotel, café and spa owners in East and North **Jakarta** to join the campaign by

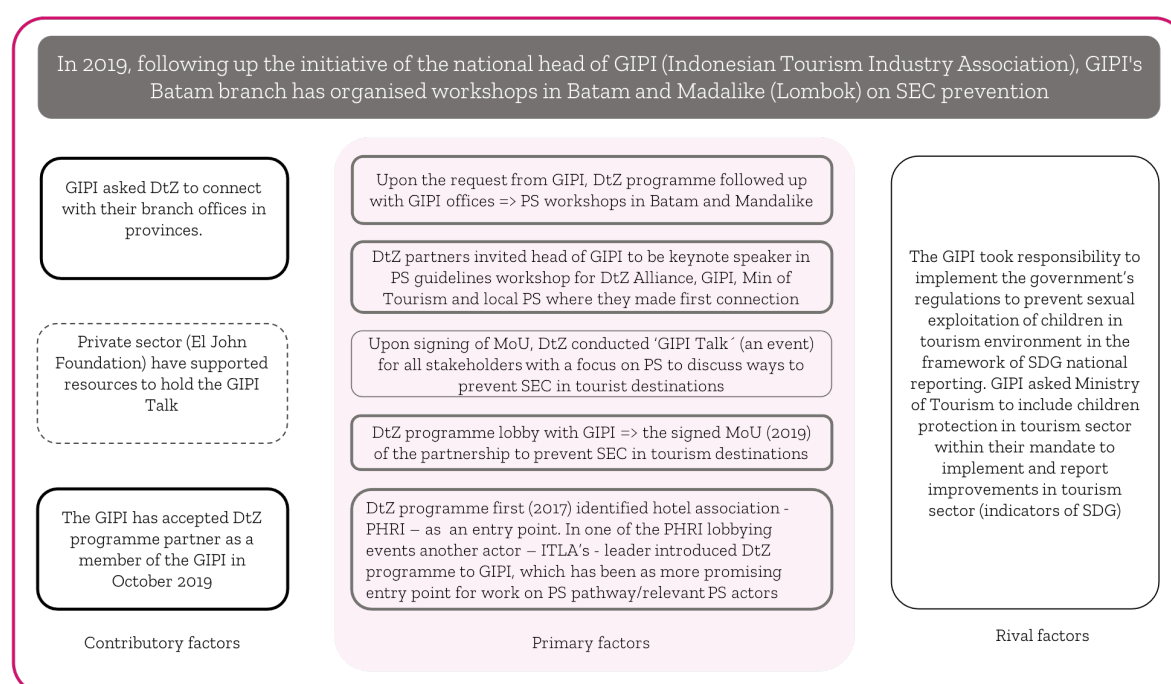
<sup>36</sup> i.e. formal or informal profit organisations, branch associations or market leaders, ISPs.

putting "STOP SEC" signs in their places of business. Further, thirteen hotels signed an MoU on SEC prevention (IO2).

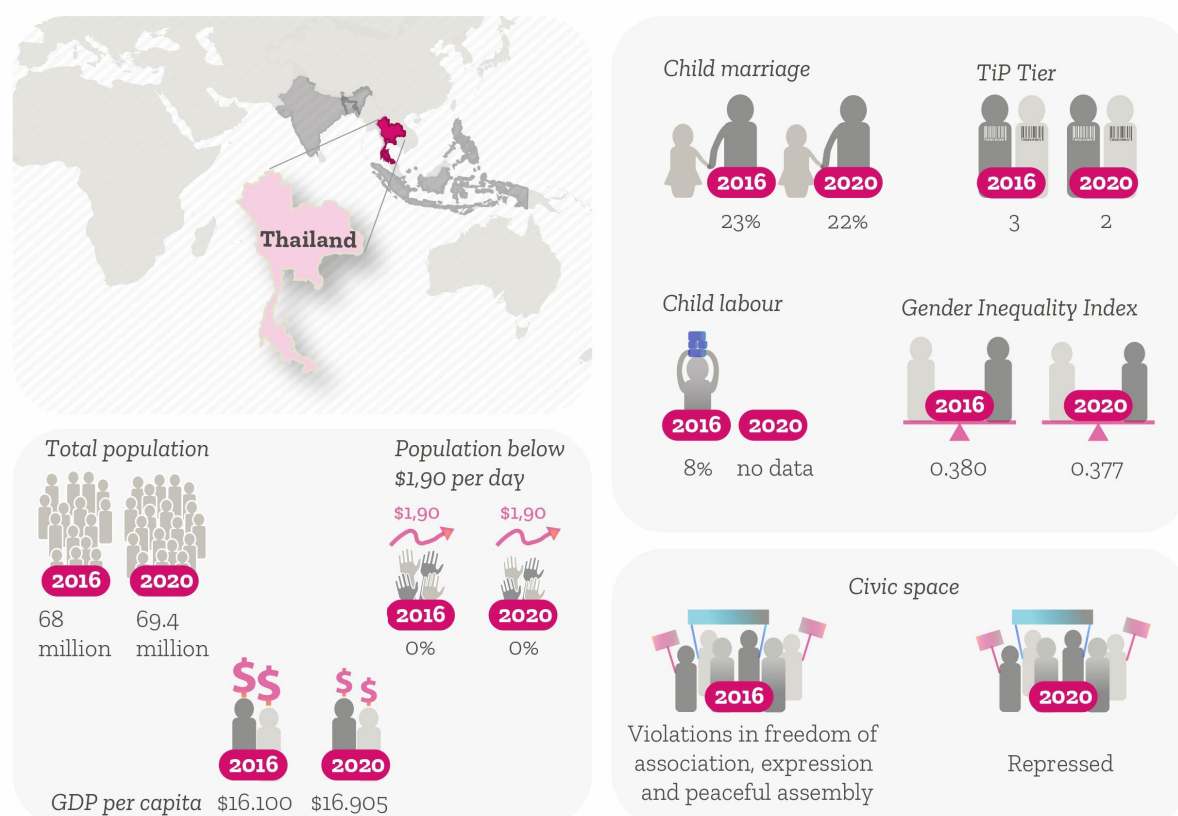
ETE observes that in **Lombok**, the engagement of the private sector in SEC prevention has only begun in the DtZ programme areas, in the tourist-heavy Kuta and Senggigi villages. Due to the DtZ programme, around 27 private companies are more aware of and participate in the prevention of SEC (IO1). At least 10-15 inn-keepers in Kuta village have put "STOP SEC" signs at their front offices and introduced new policies on the prevention of SEC in their daily operations (IO2). Furthermore, coordination and cooperation between the village government, the private sector and LPAD have been initiated. To prevent SEC, the Kuta Village Inn Association has been helping to liaise between the Indonesia Tourism Development Corporation (ITDC) – the state-owned enterprise that built the Mandalika Special Economic Zone – and the village government. ITDC has supported LPAD – especially the children centre – by e.g. providing a space for children to prepare performances for tourist sites (IO3). ITDC has also declared its continuous support to this centre in 2018-2020. Moreover, the Hotels Association of Kuta Village facilitated the establishment of a hawker's association, which – due to the DtZ programme's awareness-raising – now limits the minimum age of hawkers to 18 years.

To prevent SEC in tourism, the programme has worked with the tourism industry and has seen an increase in awareness of SEC prevention. The ETE analysis of contribution case 2 – on companies raising awareness on SEC prevention in Lombok and Batam (IO1) – demonstrates the long way that the programme has travelled to influence changes in the private sector at the local level. Indeed, the process has started with correctly identifying Indonesia Tourism Industry Association (GIPI) as an entry point for its advocacy in the branch/sector. GIPI represents 35 tourism industries in Indonesia, it is a partner of the government in tourism development according to Law No.10/2009 and it is strategically positioned in implementing president instruction No.5/2014 regarding national movement against SEC. In October 2019, DtZ Alliance and GIPI signed an MoU on preventing SEC in tourist destinations, which was followed up by organising workshops for GIPI branch representatives in two provinces (more details in Figure 6). This has been a promising start of the collaboration with the private sector in the tourism industry at the local level. However, the follow-up has slowed down due to Covid-19.

Figure 6 CA 2 demonstrating significant contribution to the private sector entering into dialogue with CSOs on prevention of SEC (IO1)



### 4.3 Asia: Thailand (case country)



#### 4.3.1 Relevance: Changes in the programme environment

**Context:** Thailand is a constitutional monarchy with a population of almost 70 million in 2020. Between 2015 and 2018, the poverty rate in Thailand increased from 7.2% to 9.8%, and the absolute number of people living in poverty rose from 4.85 to more than 6.7 million. The increase in poverty in 2018 was widespread, occurring in all regions and 61 out of 77 provinces.<sup>37</sup>

The Royal Thai Government has been a signatory of the WeProtect initiative to end OSEC since 2015. It has adopted a five-year child online protection strategy (2017-2020) and the National Strategy on Promotion and Protection of Children and Youth in Using Online Media (2017-2021),<sup>38</sup> which provides guidelines for agencies responsible for the protection of children, mentions proactive activities aimed at reducing violence against children and gives agencies at the local and community levels more responsibility in decision-making.<sup>39</sup> Policies and Strategies for the Prevention and Responses to Violence against Children and Youth (2015-2021)<sup>40</sup> also contain guidance for agencies at the national and local levels in addressing violence against children.<sup>41</sup> Thailand is a member of the Association of South-East Asian Nations (ASEAN) and it is committed to the ASEAN Regional Plan of Action on the Elimination of Violence against Children 2016-2025. The Royal Thai Government works towards meeting minimum standards for eliminating trafficking, including recent efforts to reduce the demand for commercial sex acts, including by displaying a video in four languages discouraging child sex tourism in Thai airports and on Thai airline flights. In addition, the government has coordinated with foreign governments to deny entry

<sup>37</sup> <https://www.worldbank.org/en/news/press-release/2020/03/03/thailands-poverty-on-the-rise-amid-slowng-economic-growth>

<sup>38</sup> Permanent Mission of Thailand to the United Nations (11th October 2019). Statement by Ms. Thanchanok Uthaiwan, Third Secretary Permanent Mission of Thailand to the United Nations before the Third Committee of the 74<sup>th</sup> Session of the United Nations General Assembly.

<sup>39</sup> The Department of Children and Youth The National Child Protection Strategy 2017-2021.

<sup>40</sup> ASEAN Secretariat, 2019. Ending violence against children in ASEAN Member States: Mid-term review of priority areas under the ASEAN Regional Plan of Action on the Elimination of Violence against Children 2016-2025.

<sup>41</sup> ASEAN (2019). Ending violence against children in ASEAN Member States: Mid-term review of priority areas under the ASEAN Regional Plan of Action on the Elimination of Violence against Children 2016-2025. Country progress summary: Thailand.

to known sex offenders.<sup>42</sup> Due to such demonstrated efforts, in late 2016 Thailand moved from tier 3 – the lowest ranking on the list – to the tier 2 watchlist and in 2018 to tier 2, where it currently remains.

**Prevalence of SEC:** No consistent data exists to grasp a complete picture of SEC in Thailand. The number of prosecutions for human trafficking cases in Thailand in 2014-2017 reveals that SE constitutes 80-90% of the trafficking cases prosecuted. Human trafficking cases initiated have decreased from 304 in 2018 to 286 in 2019 and cases related to sex trafficking from 258 cases in 2018 to 184 in 2019. Another relevant number is the victims of trafficking in shelters: in 2019, 1,560 of such victims (1,063 males and 497 females) were in shelters, among which 459 (29.4%) were under 18 years old. The majority of them are foreigners, including 1,160 Myanmar nationals (74.4%), 148 Rohingya migrants, 70 Cambodians and 30 Laotians,<sup>43</sup> and only 134 Thai nationals (8.6% of the total victims).<sup>44</sup> The situation remains largely the same as during the baseline, whereby children from ethnic minorities are trafficked to be sexually exploited in the larger cities. The TiP report (2020) talks about children from Thailand, Burma, Laos, and Cambodia being victims of sex trafficking in brothels, massage parlours, bars, karaoke lounges, hotels, and private residences. The report states that traffickers increasingly induce young children to perform sex acts through videos/photos on the internet, blackmailing them with explicit images.<sup>45</sup>

Throughout Thailand, the DtZ Alliance has observed that the age of girls trafficked for sexual purposes into Thailand has radically changed compared with three years ago: nowadays, an increasing number of them are as young as 12 years old. Through its regional actions, the Alliance also noticed that at present Lao and Shan girls are sexually exploited in their country rather than in Thailand. An explanation might lie in two main developments: (1) the Thai government adopting zero tolerance for human trafficking per its policy, and (2) the government adopting a policy against illegal migrant labour (severe fines to any business employing illegal foreign migrants workers).<sup>46</sup>

The increase in internet access in Thailand has been generating more and new avenues for adults to sexually exploit children. Thailand has been identified as a major host country of OSEC images, and according to the National Center for Missing & Exploited Children (NCMEC) 2018 report the country ranks third in the world.<sup>47</sup> In the same year, the United Nations Office on Drugs and Crime (UNODC) reported that the highest webcam usage for live-streamed OSEC has been moving from the Philippines to Thailand.<sup>48</sup> Covid-19 has worsened this situation, bringing about record-high numbers of OSEC. The police-led Thailand Internet Crimes Against Children (TICAC) taskforce rescued more than 100 children in April/May 2020, almost double the number of 53 victims helped in 2018 and the highest annual figure since its foundation in 2016.

**Civic space:** Thailand's civic space is currently rated as 'repressed' by Civicus. Since the National Council for Peace and Order (NCPO) announced the national human rights agenda in November 2017, CSOs have not reported improvements in civil liberties, a decline in the imprisonment of dissidents, or justice for human rights violations. On the contrary, CSO groups have been launching their appeals protesting against arrests of pro-democracy activists for their participation in a peaceful protest in Bangkok on 22<sup>nd</sup> May 2018 (the fourth anniversary of the military coup in

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42 Thailand TiP Report 2019.

43 Others included six Ugandans, two Tanzanians, one Liberian, one Kenyan, and one Eritrean

44 Royal Thai Government (2019). Royal Thai Government's Country Report on Anti-Human Trafficking Efforts (1<sup>st</sup> January-31<sup>st</sup> December 2019). Online at: <http://www.thaianti-humantraffickingaction.org/Home/wp-content/uploads/2020/02/RTG-Country-Report-2019-Full-Report.pdf>

45 Office to Monitor and Combat Trafficking in Persons, US Department of States (2020). 2020 Trafficking in Persons Report: Thailand. Online at: <https://www.state.gov/reports/2020-trafficking-in-persons-report/thailand/> (Retrieved on 10<sup>th</sup> August 2020).

46 DtZ Annual Report 2019.

47 Bursztein, E. et al. (2019). Re-thinking the Detection of Child Sexual Abuse Imagery on the Internet. In Proceedings of the 2019 World Wide Web Conference (WWW '19), 13<sup>th</sup>-17<sup>th</sup> May 2019, San Francisco, CA, USA. ACM, New York, NY, USA.

48 DRAFT: Alternative Report on CRC focusing on the Optional Protocol on the sale of children, child prostitution and child pornography, as of December 2018.

Thailand) and the escalating crackdown on peaceful protests by arbitrarily arresting 80 individuals since 13<sup>th</sup> October 2020.<sup>49</sup>

Another worrying development is that in February 2019 Thailand's legislature passed a cybersecurity bill that allows authorities access to people's personal information without a court order. This law could enable government surveillance and interference to privacy. The lawmaker claimed that the law intended to protect against cyber risks, but activists have reason to fear as the bill has vague wording, an unclear scope, and broadly-defined national security.<sup>50</sup>

### 4.3.2 Relevance: Effects of and adjustments to the changing environment

DtZ partners have been working with the government in making use of opportunities as they occurred. For instance, as soon as the Thai government decided to open Children Advocacy Centers (CACs) to enable close collaboration between NGOs and LEAs such as TICAC in the prevention of SEC in 2018, the DtZ programme has supported the establishment of CACs in Chiang Mai.

Following elections in 2019, the new Minister of Social Development and Human Security and the new Director-General of the Department of Children and Youth (DCY) were appointed. Both senior officials have shown their commitment to increase the government's efforts towards addressing issues related to SEC. Fruitful collaboration between the DtZ programme, the Department of Special Investigation (DSI) under the Ministry of Justice and the Royal Thai Police Anti-Human Trafficking Division has brought tangible results in terms of investigating gangs forcing children into SE in Bangkok and successful crackdown operations leading to the arrest and prosecution of offenders.

In response to the risks that increasing internet access/usage growth in Thailand is posing to children, the programme has been working more intensively to address OSEC since 2018.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
DCI-ECPAT FG TdH	FACE, Childline Thailand Foundation, ThaiHotline (TdH) Alliance Anti-Traffic (AAT) ECPAT Foundation (EF)	SECTT, OSEC, and trafficking for sexual exploitation	2,222,456

### 4.3.3 Effectiveness: Children empowerment

The programme has started by focusing on empowering children at risk by providing knowledge and skills to recognise risky and flag/report abusive situations. Throughout the years, the programme partners have been training children in reporting and raising SE issues among peers. In 2017, 1,252 children, in 2018, 1,365 children and in 2019, 1,549 children (769 boys and 780 girls) were trained in reporting cases. In 2017, 619 children and in 2019, 106 children (43 boys and 63 girls) gained skills to educate their peers and 315 children (142 boys and 173 girls) to advocate against SEC.<sup>51</sup> As a result of this support, in 2017-2018, approximately 100 children conducted their own awareness-raising activities with other children in their schools (IO2). Among noticeable examples is the "Short Film Campaign to End Online Child Sexual Exploitation" project in 2018, where youth leaders from the Wattanaseree Foundation told the story of how children can work to prevent SEC online.<sup>52</sup> In 2019-2020, 20 participants of the Young Safe Internet Leader Camp (YSILC) carried out campaigns on how to stay safe online, while 500 students actively engaged in cyber camp educational activities.

49 <https://www.civicus.org/index.php/media-resources/media-releases/4690-thailand-drop-charges-against-peaceful-protesters-and-end-restrictions-on-civic-freedoms>

50 <https://lokataru.id/wp-content/uploads/2019/11/shrinking-space-asean-country-2.pdf>

51 Annual Report, Down to Zero Alliance (2019).

52 Down To Zero Alliance (2018). DtZ Annual Report 2018.

Moreover, in 2017, 28 children, in 2018, 40 children, and in 2019, 28 children reported SEC cases, mainly OSEC, including grooming and sextortion (IO3). The drop in number of SEC reports has been declaredly linked to children – especially transgenders – not trusting police officers.<sup>53</sup>

The programme has also been providing varied specialised services to children. In 2019, 459 boys and 398 girls had accessed services such as shelter, health services, educational services, and legal aid (IO1). Several cases of legal assistance and support in testifying in court provided by the programme to survivors have led to the conviction of offenders and compensation for survivors. Further, the programme has given rehabilitation and reintegration support to victims in several government shelters. An example of positive change here – and a motivator for other girls in the shelter – is a survivor participating in vocational training to become a nurse assistant.<sup>54</sup>

The programme has facilitated children's advocacy at a national level (IO4). In November 2018, the programme organised the Children Forum, bringing together 29 child leaders from provinces all across Thailand: Chiang Rai, Chiang Mai, Tak, Nakornrachasirma, Phuket, and Bangkok. They have worked on their inputs to policies promoting child safety in the digital world and shared their recommendations with representatives of the National Legislative Assembly, the Department of Children and Youth Affairs, the Ministry of Justice, the Ministry of Education, the Royal Thai Police, and the OAG. Moreover, three children (two boys and one girl) from an ethnic minority group in Chiang Rai have attended the national child rights "CRC@30 and BEYOND" event in Bangkok, where they learned about advocacy as well as sharing their experiences about SE and ideas on better protecting children from it. Furthermore, two girl delegates from North Thailand participated in the 2019 Asia Children's Summit "Upholding Justice for Children and Leaving No Child Behind" on 25<sup>th</sup>-30<sup>th</sup> November 2019 in Bangkok, where they could speak to the country's leaders and ASEAN representatives about their problems and possible solutions.

In **Pattaya**, in the final years of the programme, the programme has reached out to vulnerable children (street children and children from high-risk background) focusing on building their self-esteem and reducing their vulnerability to online grooming, sexting and other forms of OSEC. The DtZ programme covered 691 children (324 males and 367 females) in 2019 and 330 children (158 males and 171 females) in 2020. In addition, in 2020, 123 children (66 males, and 57 females) have been empowered by the programme training to recognise risky and report abusive situations. Further, 390 SEC child victims (252 males, 124 females) in 2019 and 169 child victims (139 males and 44 females) in 2020 have accessed the programme's specialised services such as shelter, health and educational services, and legal aid. Finally, the programme has provided comprehensive services<sup>55</sup> and accompanied child survivors of SE in investigations by police and testifying in court (IO1).

In **Chiang Rai**, in 2019, eleven SEC child victims (five males and six females) have accessed specialised services (IO1), 94 children (28 males and 66 females) have been trained on ways to report SEC cases and 38 children (7 males and 31 females) to advocate for child rights. The programme has worked with 32 core child leaders (5 boys, 27 girls) in SEC issues, peer education, leadership, and advocacy. Following these capacity development activities, the core leaders have been conducting peer-to-peer education and awareness-raising events within schools, shelter homes and wider communities (IO2). According to the programme partner NGO Adventist Development and Relief Agency (ADRA), in May 2019, three girl leaders organised peer education for 70 students in Donchai Wittaya School, Maung, Chiang Rai on the harm of and protection from (O)SEC. A group of ten girls conducted training on child protection, SE and online safety for 50 children in Pan district. Child leaders have been reported SEC cases to the programme (IO3), e.g. in March 2019, the case of sexual abuse of a female friend and in February 2019, the case of a 17-year-old girl sexually abused by her step-father.

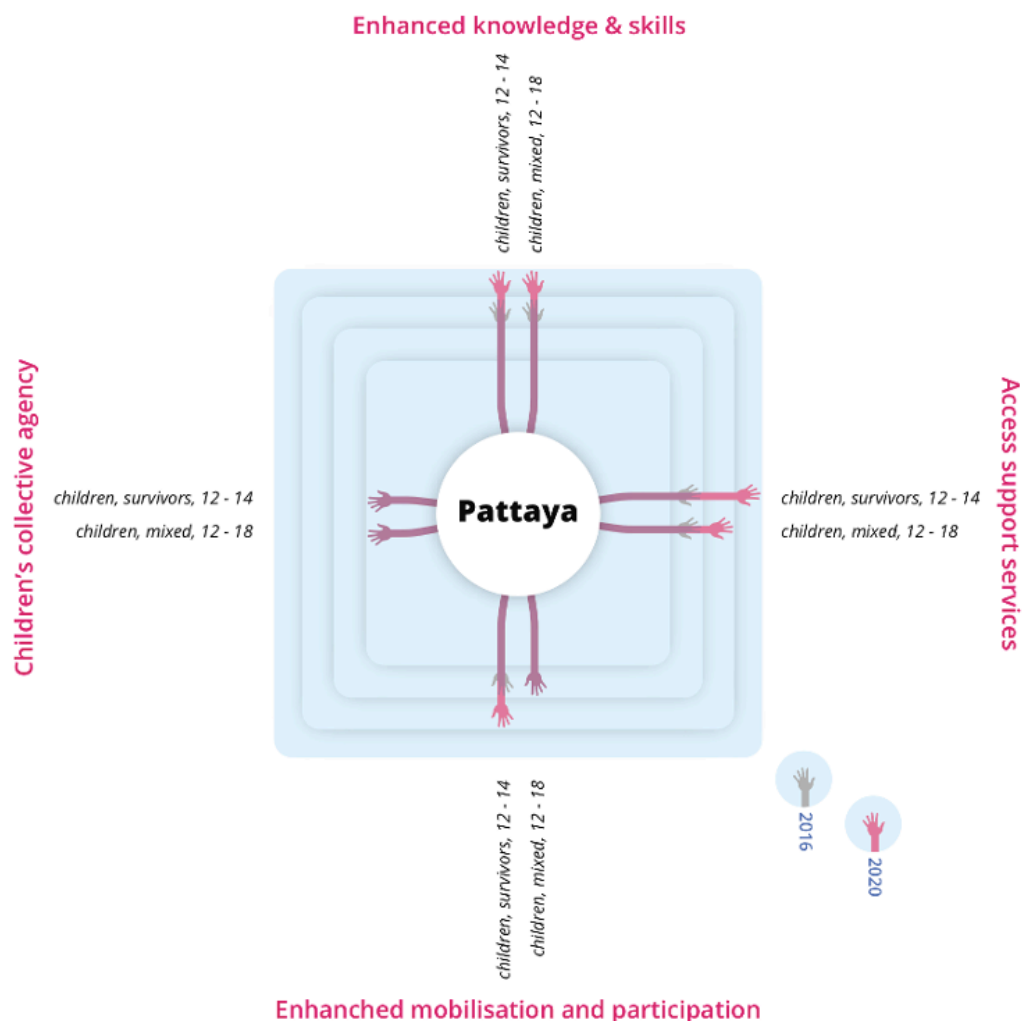
53 Down To Zero Alliance (2019). DtZ Annual Report 2019. Online at: <https://www.datocms-assets.com/22233/1590136901-downtozeroannualreport2019.pdf> (Retrieved on 10<sup>th</sup> August 2020).

54 Annual Report, Down to Zero Alliance (2019).

55 Clothing, food, temporary accommodation; therapeutic care, psychological counselling and rehabilitation, legal assistance and support throughout legal procedure; witness protection, other.

## Effectiveness: Children Empowerment Pattaya

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Children – both survivors and at-risk – are rather knowledgeable about SEC because they have sex education at school. Children define well certain forms and risks of as well as protection mechanisms from SEC except for some children, too young to understand beyond the basics of SRHR.

**IO 2** – Most children at the shelter know about services provided by ATCC including prevention, recovery, and reintegration as well as certain life skills. They know less about TVET and other specialised services. Children at the shelter have access, through ATCC caretakers, to medical aid and psychosocial support. Compared to them, children at risk have limited knowledge of specialised services, and a few who are aware of such services – do not know how to access them.

**IO 3** – Most children, as in 2016, talk about SEC with their friends and confidants. At present, they also know about reporting services, especially Hotline and Helpline and they see the police having a major role to play in protecting children. However, both survivors and children at risk feel more comfortable with NGO services rather than directly reporting to the police. There are many incidents of children at shelter reporting suspected cases to ATCC. Outside of the shelter, most of the boys have trust in and

rely on parents, seeking their advice and support in reporting cases to the police.

**IO 4** – Children are not organised to educate peers or advocate for their SRHR as a group as the main focus is on their protection.

### Comments/additions from the programme team

Since CE measurement has not been conducted with children in Chiang Rai, we would like to add our observations of the behavioural changes of this group as well as highlight other efforts the programme made throughout the country.

**IO 1** – Children in Chiang Rai have increased knowledge of SEC forms, risks, and prevention. Children trafficked from other countries who, after the rescue, end up in government shelters, know how to protect themselves in these shelters as AAT has provided online training to them on this topic.

**IO 2** – Children in Chiang Rai have access to services and know about hotlines.

– read more on the next page –

**IO3** – There are many instances of children reporting cases of SEC in Chiang Rai, as the programme has provided the rescued survivors with training on case reporting and relevant information on prosecuting offenders.

**IO4** – In Chiang Rai – in contrast to Pattaya – rescued survivors, foreign nationals who temporarily reside in government shelters have peer-to-peer education supported by the programme and help their peers through vocational training. The other example of successful peer-to-peer education is YSILCs, which work on skills of digital safety, protecting oneself from cyberbullying and recruitment to OSEC.

#### 4.3.4 Effectiveness: Communities

In **Chiang Rai**, with DtZ support, 1,377 community members from seventeen communities raised their awareness on SEC during a larger event of the Akha Swing Community Festival in 2017. However, this did not increase the number of cases reported by community members to authorities. Community members remained reluctant to file complaints and continued settling cases without the involvement of law enforcement. In 2019, 457 more community members (from them 291 females) with children at risk of SEC and 501 community members in **Pattaya** raised their awareness through the DtZ programme activities. However, due to a lack of trust in LEAs by community members, the reporting of cases by community members has remained low (IO3).<sup>56</sup>

As a different entry point, the DtZ programme turned to schools, especially since they requested support in becoming CBCPMs. Collaboration with schools has resulted in significant progress. In 2018, following training on SEC provided by the programme, two schools (in Bangkok and Chantaburi) incorporated SEC into their curricula and headmasters of three schools in Bangkok requested their teachers to attend training on SEC. Further, after training by the programme, two teachers from the Bann Roummit School in **Chiang Rai** organised training on OSEC and child protection for 26 teachers. The Director of the Chiang Rai Provincial Administrative Organization (CRPAO) School agreed to create and support a “Creative Computer Club”, which now has 31 secondary school and high school students as members. The club prioritised awareness of OSEC and the potential harm of information and communication technology (ICT) activities in the 2018 academic year and used a self-produced video to inform their peers about OSEC.<sup>57</sup> In 2019, after realising that there were SEC cases, one schoolteacher (unexpectedly) decided to become a watchdog to protect her students (IO2).

At the same time, the DtZ programme has supported the establishment of the **Chiang Rai** the Committee for Coordination Committee of thirteen CSOs for the Protection of Children, Women and Counter-Trafficking in Persons (CCT). In 2020, member of this committee developed an annual plan for the joint protection of children from all forms of violence and SE (IO2).

In later years of the DtZ programme, DtZ Alliance members continued their efforts to raise awareness, train members of targeted communities, and develop adequate CBCPMs (including in the deep South of Thailand) to ensure that SEC cases are reported in a timely and effective manner. The volunteers of established CBCPMs have shown their commitment to watch over their communities without support from the programme. A DtZ partner has also reached out to a school that rescued six SEC victims and sensitised the teachers and director in avoiding stigmatisation of the victims. Seventeen teachers in Mae Wang district of Chiang Mai province, 73 staff of childcare centres, and 29 Sunday school teachers have also benefitted from training on the guidelines to identify OSEC and protecting children.<sup>58</sup> The programme helped to organise a protest in Mae Hong Son following a case of SEC involving LEA officials. From July to November 2019, volunteers from all three provinces (Pattani, Yala, Narathiwathave) reported seven cases (IO3).

Despite all of these efforts, the programme has not seen a significant shift towards the highest outcome in the DtZ Thailand pathway, namely less social tolerance towards SEC in targeted

<sup>56</sup> DtZ Annual Report 2019.

<sup>57</sup> DtZ Annual Report 2018.

<sup>58</sup> DtZ Annual Report 2019.

communities (IO4). The alliance members have acknowledged that this outcome was set at an ambitious level that is difficult to reach, given the depth and scale of the issue and the limited resources available to address it. DtZ programme concluded that despite serious efforts in raising the awareness of communities in several regions of Thailand and joining efforts with local government agencies, schools and CBCPMs, reducing the social tolerance towards SEC requires substantially more efforts and resources, and therefore this outcome should no longer be part of the DtZ Thailand ToC.<sup>59</sup>

#### 4.3.5 Effectiveness: Governments

At the national policy level, since May 2018 the DtZ Alliance has been profoundly involved in developing a draft Child Online Protection Act. Kick-started by the research produced by the DtZ partners, the DCY has been drafting a new law to address a loophole in the current legislation that does not criminalise online crimes against children such as grooming, sextortion and live-streaming (IO4). The Working Group on Online Protection of Children under DCY has been collaborating with the DtZ programme on the draft. The adoption of the Child Online Protection Act was expected in 2019 but interrupted by the general elections of March 2019 and Covid-19 in 2020, whereby the law remains a draft.<sup>60</sup>

Another national-level effort to which the programme has contributed is the development of the National Strategic Plan to handle OSEC in 2019 (IO4), after a series of advocacy meetings with DCY. Furthermore, due to the lobby meetings with the Ministry of Education conducted by the programme partner, in 2020 a centre to protect sexually abused students has been established.

The Thai government has multiple services in place for protecting children from SEC, such as eleven shelters and Hotline 1300, a 24-hour service operated by the Ministry of Social Development and Human Security in 20 languages and available for all children, regardless of nationality. The government also runs youth leadership and SEC prevention campaigns. From its anti-trafficking fund, the Thai government provides disbursements for victims: in 2017, 5.6 million baht (\$173,110), in 2018, 6.15 million baht (\$204,319), in 2019, 11.87 million baht (\$394,352). In addition, there are efforts from the Ministry of Justice and Courts to assist victims in the criminal proceedings and retribute them. Based on their experience of providing rehabilitation support services to 104 victims in government shelters, the programme partner states that a (sizeable) gap in providing services lies in assisting survivors after repatriation. DtZ Thailand noticed that most of the repatriated survivors become re-victimised and it is working towards ways to sustain victims' reintegration, e.g. by motivating their families to support children's reintegration.

The programme also aids the government in providing protection services. According to an ETE respondent – a government representative – the DtZ programme partner in Pattaya has been taking the “burden of” government shelters by caring for survivors who could not stay there due to capacity and safety reasons (if traffickers know about children's location, they tend to threaten and try to intimidate them).

Since the opening of CAC in Chiang Rai, together with LEA officials, psychologists, social workers and lawyers, the programme is part of CAC's multidisciplinary team to address cases of SEC. According to the programme partner, the operation of the multidisciplinary team does not have a clear mandate, the attitude of some members is also problematic (“girls deserve it”), and the procedures are too complex to process cases quickly (sometimes they are postponed until the child reaches the age of adulthood). Corruption among local police is too a challenge. Despite these shortcomings, with Chiang Rai CAC multidisciplinary team, DtZ programme has provided legal and psychological counselling and support in collecting evidence of reporting directly to the child and their family. In 2019, the programme partner also joined the CAC team to screen human trafficking victims among Cambodian labourers. The DtZ partner has conducted interviews to identify victims of SE, especially among those under 18 years.

<sup>59</sup> DtZ Annual Report 2019.

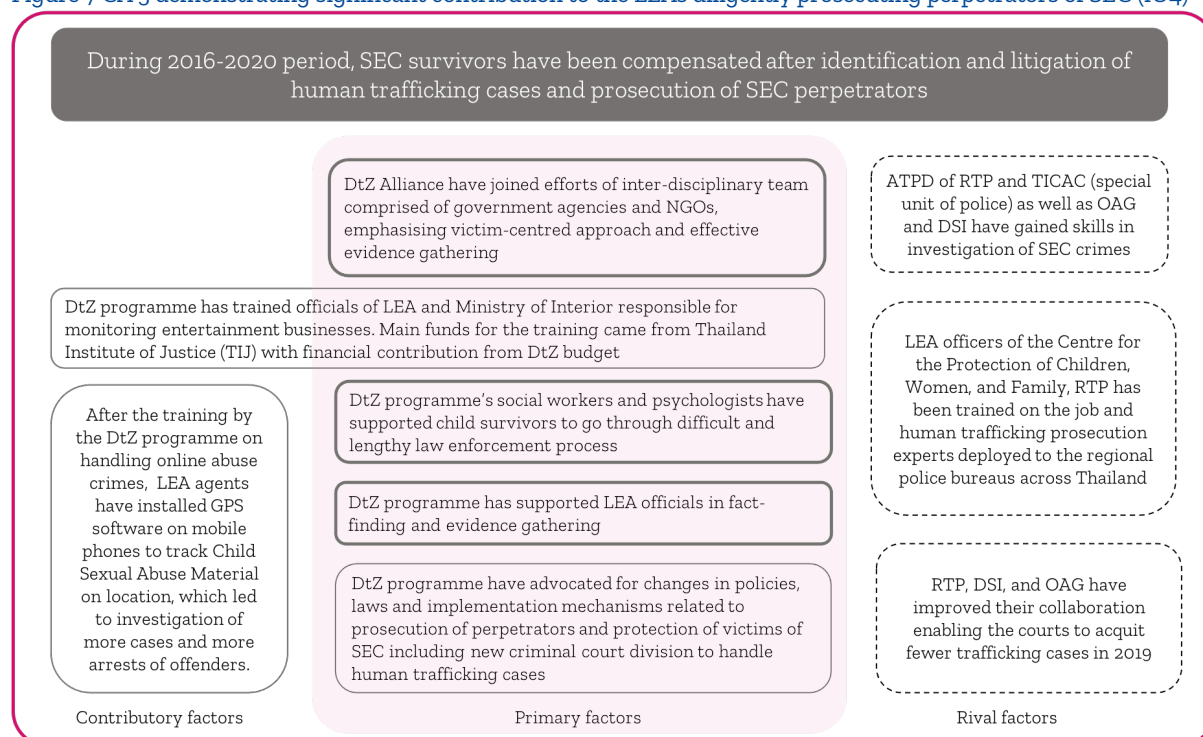
<sup>60</sup> DtZ Outcome Harvesting Report, 2020.

### 4.3.6 Effectiveness: LEAs

The DtZ programme has been focusing on LEA as a target group from the beginning. In 2017, following lobbying activities facilitated by DtZ partners, the Court of Justice held a judiciary seminar in Bangkok on “The Role of the Court of Justice in Solving Problems on SEC in Tourism”, during which the President of the Court of Justice requested judges from the nine judicial regions to ensure that child abuse and SE cases including OSEC are handled appropriately.

Since 2018, DtZ implementing partners have been supporting the DSI and Thailand Institution of Justice by organising training sessions on SEC-related work for LEAs and government officers. The DtZ partner has trained 34 law enforcement officials, some of whom were involved in the arrest and prosecution of the child sex offenders (IO4) and provided advice to DSI on the cases. Further, in May 2018, DSI developed a database of SEC suspects and – through the Deputy Director-General – it has started the implementation of a trial Case Monitoring System produced by the DtZ partner (IO3). In the same year, programme interventions – particularly legal aid to survivors of human trafficking – have contributed to the arrest, prosecution and conviction of 25 offenders (21 male and 4 female) with six offenders under investigation/awaiting sentence. In 2019, the programme partners also trained 105 LEA officials, including 22 police officers on dealing with SEC cases. Collaboration between the DtZ programme, the DSI and Royal Thai Police’s Anti-Human Trafficking Division has also been successful. Both government agencies have conducted investigations on gangs forcing children into SE in Bangkok and successful crackdown operations (IO3), which have led to the prosecution of offenders.<sup>61</sup>

Figure 7 CA 3 demonstrating significant contribution to the LEAs diligently prosecuting perpetrators of SEC (IO4)



ETE analysis of the contribution case 3 – on SEC survivors being compensated after the litigation of human trafficking cases (IO4) – illustrates that achieving the highest level of LEA pathway requires a long-term and multi-sided pursuit of changes in LEAs and the justice system. Figure 7 shows that for such a result conducive changes collaboration between the police, DSI, and OAG as well as considerable investment in capacity development in LEA is required. Because of these changes taking place, severe sentences have been handed to the offenders, with 36% of them punished by imprisonment of 10 years or more, thus generating a stronger deterrence effect. Multi-year advocacy by the DtZ partners for changes in policies and mechanisms related to SEC prosecution

<sup>61</sup> DtZ Annual Report 2019.

and protection of victims – including the establishment of a new criminal court division to handle human trafficking cases in August 2015 – has paved the way for LEAs to accept their technical assistance in fact-finding. Moreover, the DtZ partner's 21-day hands-on training of strategically-selected representatives of the police and Ministry of Interior was effective. More offenders have been arrested as CPS (software to track SEC on location) has been installed on mobile phones of the police and used in the field, while the programme supported investigation of cases.

#### 4.3.7 Effectiveness: Private sector

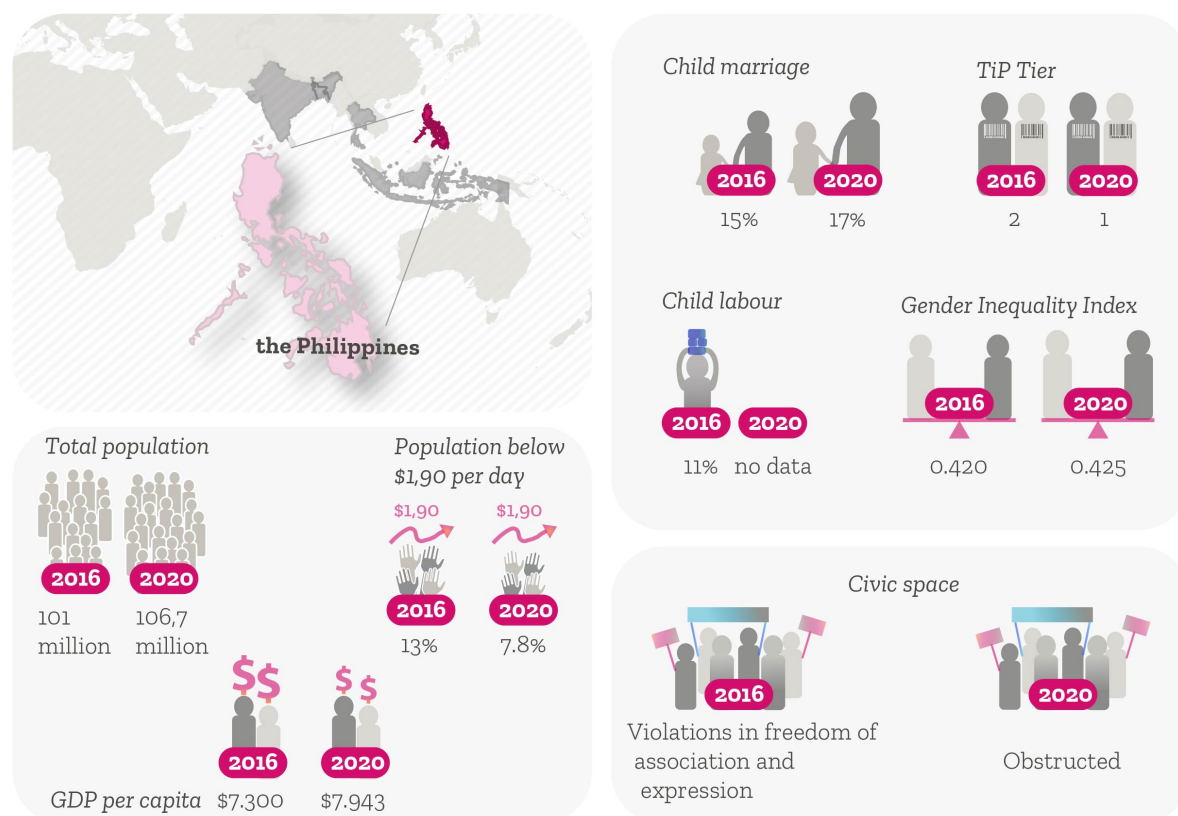
At the national level, DtZ Thailand has been working with international businesses including Facebook and Google, as well as one of the three top IT companies in Thailand, DTAC. In 2020, work with Facebook and Google led to both companies actively responding to the programme's analysis of online content marked as containing SEC risk and taking it down accordingly (IO4). Work with DTAC has led to jointly with the programme organising YSILC in October 2019 and May-July 2020 for children to learn how to stay safe online.

Google has also committed to signing an agreement with DtZ Thailand on safe internet, the child sexual abuse material (CSAM) screening process, implementing prevention actions in schools in February 2020. Further, programme staff became involved with the WTD (We Think Digital) project launched in November 2019 to develop digital citizenship in Thailand. Work with the Thai Webmaster Association (TWA) led to SEC awareness-raising among eight companies as creators of online content (IO1) and in May 2019, TWA adopting a child protection policy guideline, anti-cyberbullying guideline, and a child-friendly website guideline to raise awareness among their members. In May 2020, Tik Tok and Joylada also contacted the programme to discuss ways to fight against SEC and encourage safe internet among their users.

At the local level, in order to boost the scale of hotels joining the CoC for the Protection of Children from Sexual Exploitation in Travel and Tourism (e.g. in 2017, one hotel in Chiang Mai joined and trained 28 staff in SECTT), the programme strategised in targeted areas to make the private sector a part of a network to support the work of CSOs against SEC. This strategy has worked, as after a series of meetings and workshops involving government officials, CSOs and private companies, the first MoU was signed in Chiang Mai in 2018. In May 2019, fourteen private companies, government representatives and CSOs in three provinces (Chiang Mai, Chiang Rai and Lampoon) signed an MoU on cooperation to promote child-safe and -friendly tourism. Since then, the programme support of fourteen hotels in these three provinces has led to the development of ethical (anti-SEC) policies, including e.g. not allowing customers with children to enter the hotel. By August 2019, four hotels in Chiang Rai, six hotels in Chang Mai and one in Lampoon had developed a child protection policy to eradicate child trafficking and SECTT (IO2). Per agreement, these hotels also trained their staff – 800 in total – through both an online portal and a one-day training course. Following the signing of an MoU in March 2020 by six governmental organisations, 21 hotels and three NGOs in Chiang Khong district, Chiang Rai signed and adopted their child protection policies and CoC to eradicate child trafficking and SEC.

Despite Pattaya's vast hospitality and entertainment industry, there is no dialogue taking place with the private sector to prevent and detect SEC, nor are there widely-accepted CoCs in place. The programme did not address the private sector pathway in Pattaya. The "Child Safe Friendly Tourism" initiative started in 2018 with the participation of the programme partner was unable to complete the promotion of ethical guidelines, partly due to the unstable future of hotels during and after the Covid-19 pandemic. Generally, there is no evidence of the private sector offering education and/or alternative livelihoods to children at risk of SEC but one reported by the programme that in collaboration with a hotel in Pattaya, the programme was able to provide vocational training to a child victim during the social reintegration process (IO3).

## 4.4 Asia: The Philippines



### 4.4.1 Relevance: Changes in the programme environment

**Context:** The Philippines – an archipelago nation in South-East Asia comprising 7,017 islands with 100 million inhabitants – is one of the most populous countries in the world. Today, the Philippines has the largest generation of young people in its history, with 30 million young people between the ages of 10-24, accounting for 28 per cent of the population.

From 2016 to today, poverty has remained an important issue in the Philippines. While the national economy of the Philippines has been improving, around eight per cent of population still lives below the international poverty line of US\$1.90 per day. An estimated 10 million Filipinos reside or work abroad and the government processes approximately 2.3 million such new/renewed contracts each year.<sup>62</sup> Following the 2016 national elections, President Duterte was nominated and the leadership of committees within congress, senate, and government agencies changed. The new administration launched a 'War on Drugs' in 2017, which – according to the recent report (2020) of the Office of the United Nations High Commissioner for Human Rights (OHCHR)<sup>63</sup> – has cost thousands of people lives amid "near impunity" for offenders. The Philippines is in tier 1 in 2020.

**Civic space:** The main concern that places the Philippines on the Civicus watch list is ongoing killings that have become widespread and systematic, creating practical obstacles to accessing justice in the country. Furthermore, a recently-signed Anti-Terrorism Law (July 2020) has problematic provisions for human rights and rule of law, which could be used to curtail the rights to freedom of opinion and expression as well as peaceful assembly and association.<sup>64</sup> Civicus continues to report CSOs' concerns as raids on NGO offices, freezing of accounts, arbitrary arrests of activists, threats and tragic killings of human rights activists remain.

<sup>62</sup> Office to Monitor and Combat Trafficking in Persons, US Department of States (2019). 2019 Trafficking in Persons Report: Philippines. Online at: [https://www.state.gov/reports/2019-trafficking-in-persons-report-2/philippines\\_trashed/](https://www.state.gov/reports/2019-trafficking-in-persons-report-2/philippines_trashed/)

<sup>63</sup> <https://www.ohchr.org/Documents/Countries/PH/Philippines-HRC44-AEV.pdf>

<sup>64</sup> <https://www.civicus.org/index.php/media-resources/news/united-nations/geneva/4519-progress-and-shortcomings-from-44th-session-of-the-human-rights-council>

#### 4.4.2 Relevance: Effects of and adjustments to the changing environment

In 2016, due to the wait for the newly-elected government to appoint relevant officials for the programme collaboration, programme's planned work with the government was delayed. The same happened during 2018, due to the slow response from the local government busy with campaigns for 2019 Philippine general elections. The high inflation rate (yearly average of 5.2%)<sup>65</sup> in 2019 has been affecting communities (i.e. they shifted their priorities to their livelihoods and away from SEC-related concerns), which reportedly led to a skewed picture of the programme's overhead costs.

Human right violations and difficulties for NGOs working with some administrations have stood in the way of facilitating child participation in local structures (BCPC/LCPC) in Cebu and Bohol provinces. The world-famous tourist hot spot of Boracay has been closed per request of the president since 26<sup>th</sup> April 2018. The rehabilitation efforts also brought about stricter permit requirements, which made work of the DtZ programme in the area difficult. Eventually, the activities have been conducted in another (new) area of Siquijor.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
TdH DCI-ECPAT	CLB (TdH) FORGE (TdH) Bidlisiw Foundation (TdH) ECPAT Philippines (DCI-ECPAT)	SECTT, OSEC, and trafficking for sexual exploitation	1,667,224

#### 4.4.3 Effectiveness: Children empowerment

During the programme (2016-2018), children were trained on SEC and awareness-raising e.g. in 2017, the training took place during the children's rights monthly activities conducted in the communities in Cebu, Bohol, Mactan, Boracay, Panglao, and Tubigon. As a result of programme activities, children have become peer educators on children's rights and protection from SEC (IO2). Youth and children advocates – including survivors – have acted as resource persons for children at risk during awareness-raising efforts and peer learning. They have advocated against SEC with relevant stakeholders such as social workers, conducted street/community education in Bohol, Marigondon, Abano, Mactan, Poblacion, Basak, and Pusak and held FGDs with children at risk in Panglao, as well as raised awareness on SEC in schools in Boracay and Bohol in 2018.

Further, in 2017, an orientation on the dynamics of SEC in Lapu-Lapu city has contributed to SEC victims/survivors referring children at risk to specialised services in Poblacion Barangay, Cordova, Cebu, Marigondon, Looc, Mactan, and Abuno (IO1). During 2016-2020, the DtZ Philippines has provided extensive support specifically to survivors, with awareness-raising on reproductive health and hygiene, dialogue on SEC issues and goal-setting, school and home visitation, organising children's monthly meeting and parent-child encounters. These services were key in SEC survivors opting out from SE and reintegrating back into the education system in Lapu-Lapu City, Cebu City, Mandaue City, Talisay City, Cordova, Panglao, and Mandaue City.

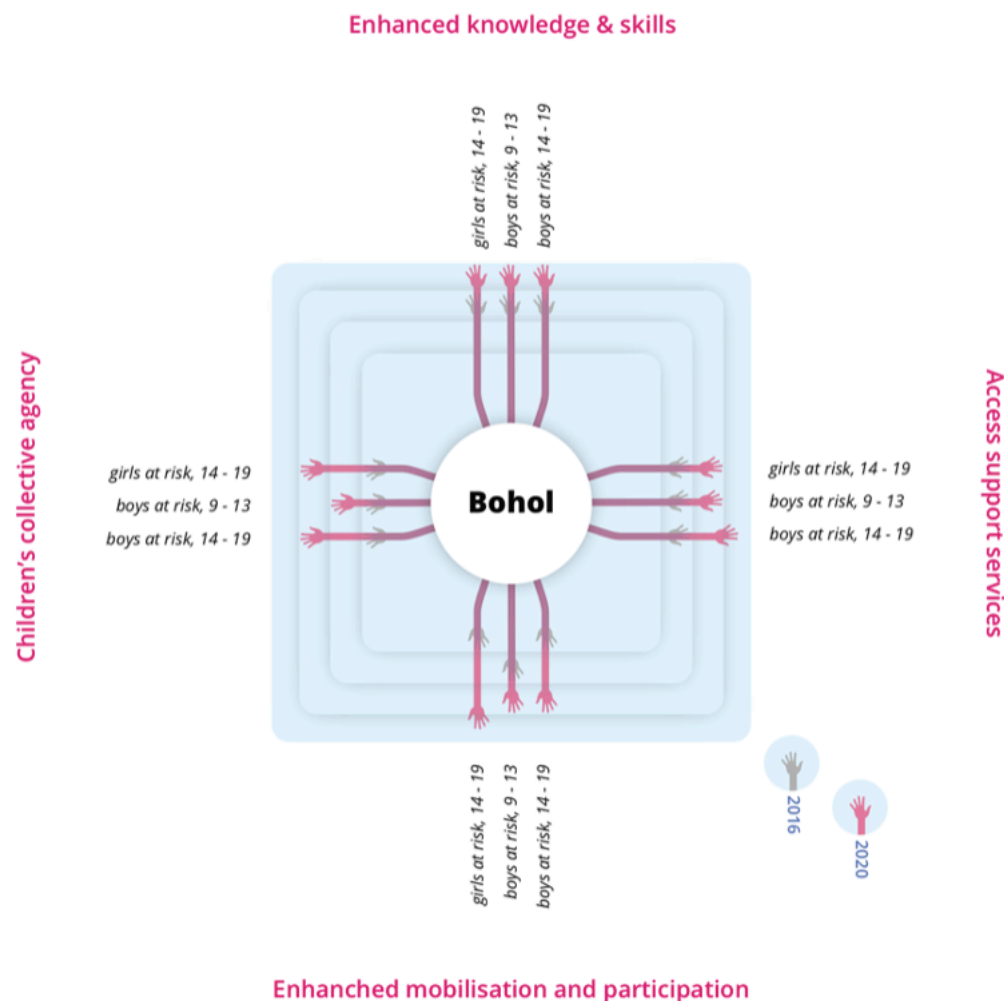
During 2017-2020, training by DtZ on SEC and reporting cases as well as awareness-raising in communities on children's rights have led to reporting cases and red-flagging areas in Lapu-Lapu City, Bohol, Mandaue City, Cordova, and Cebu City throughout the following years of the programme (IO3).

From 2019, children have been acting as agents of change in their families and communities and contributing to decision-making (IO4). Examples include a boy survivor sitting as a representative of children in Gun-ob Barangay Council for the Protection of Children (BCPC) and peer support group members from Cebu and child's rights advocates from Argao and Balamban organising activities to promote their work and plans.

65 <https://businessmirror.com.ph/2018/09/06/higher-inflation-seen-to-plunge-more-pinoys-into-poverty-this-year/>

## Effectiveness: Children Empowerment Bohol

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – All children have improved their basic knowledge of SEC forms and are aware that they are at risk of being SEC victims. They know about areas in their community with potential risks, among which places with no security guards and enough lighting, and sex tourists cruising areas. Young boys (9-13) identify gay men looking for sex with children as the main treat

**IO 2** – All groups improved their understanding of protection, which they mainly see in avoiding interaction with strangers and going to unsafe places alone. Children know about life skills training given by ECPAT, and scholarship grants given by NGOs and government agencies but have no knowledge of government and NGOs programmes on TVET, recovery and reintegration. Older boys can define how to report a SEC case and rely on indirect channels like officials in the community, their families, friends, relatives, school officials and NGOs like ECPAT.

**IO 3** – Girls have improved their reliance on friends as the peer group, especially when it comes to finding alternative sources of income. They identified friend's parents as a group to ask for protection from potential perpetrators. Girls also seek protection by asking authority figures

and agencies. Boys, especially older ones, feel they can openly express their needs and rights, primarily to members of their family, friends and relatives. The younger boys are shy but rely on their peers and are willing to report a case through them.

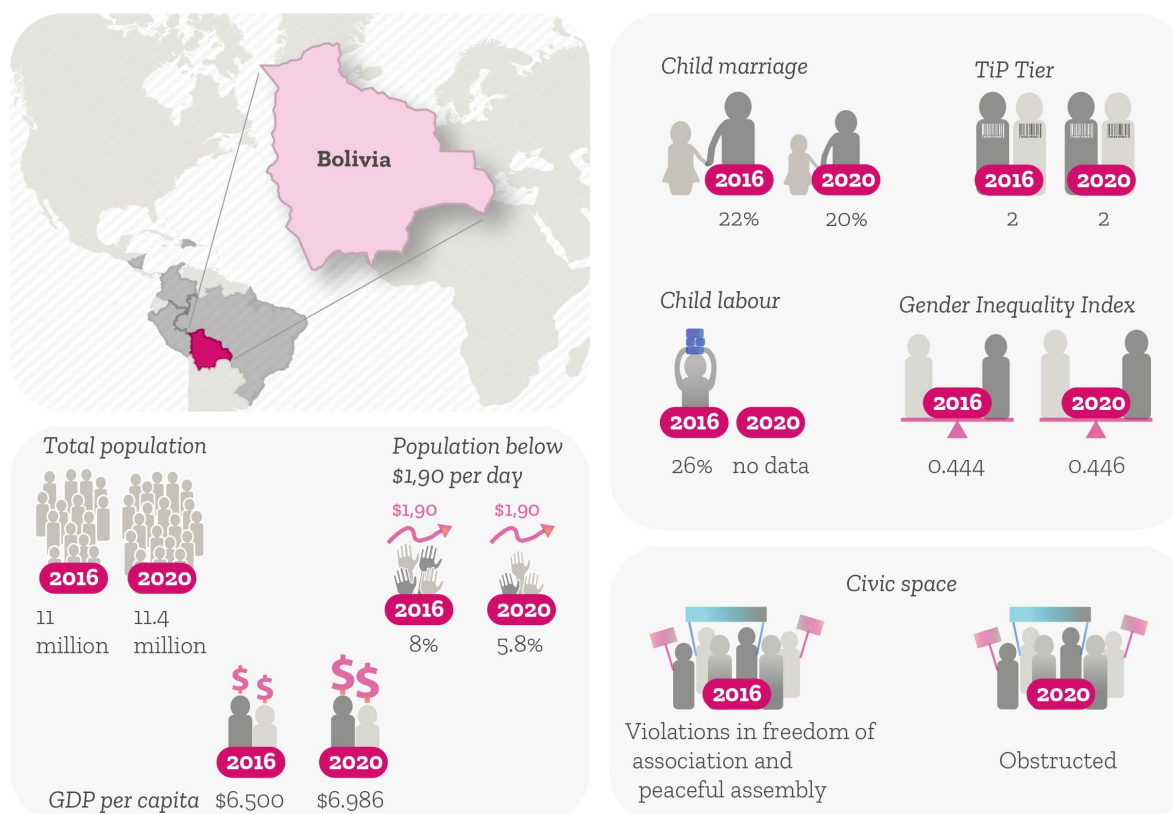
**IO 4** – One girl and some of the older boys volunteer in ECPAT and talk to other children about SEC. Few younger boys participate in life skills training to volunteer in ECPAT.

### Comments/additions from the programme team

The CE workshop assessments are largely in line with our own. It has to be noted, that CE measurement is only done with children at risk, while the baseline had a more diverse representation of children the programme worked with. We believe that behavioural changes we would like to see develop differently in survivors and children at risk.

– read more on the next page –

## 4.5 Latin America: Bolivia



### 4.5.1 Relevance: Changes in the programme environment

**Context:** Bolivia is a landlocked country in the centre of the LATAM continent, and one of the five countries with a major (up to 50% of its total population) indigenous presence. Bolivia is also one of the poorest countries in LATAM, while the pandemic is predicted to worsen this situation. The United Nations Economic Commission for Latin America and the Caribbean has predicted a negative growth of at least five per cent, with an increase in poverty of around four per cent, equivalent to almost half a million Bolivians. A large number of children will suffer from its implications. Many of them already experience social exclusion, and have to live on the street either in search of work to sustain their families or due to abandonment by their families. This makes thousands of children potential victims of SEC.<sup>66</sup> Sexual violence is highly spread.

The government of Bolivia does not fully meet the minimum standards for the elimination of trafficking, although it made key achievements during 2019, including investigating and convicting traffickers, verifiably identifying victims, approving a victim referral mechanism, and training LEAs on the newly-adopted victim identification protocol. According to the 2020 TiP report, despite these achievements, the government did not vigorously convict traffickers and provide adequate services for victims, and therefore it is in tier 2. During the DtZ programme duration, from tier 2 in 2016, Bolivia went down to tier 3 in 2018 and tier 2 on the watch list in 2019.

**Civic space:** Bolivia's civic space is currently rated as 'obstructed' by Civicus. Since the beginning of 2017, the country has had countless protests, while the government has introduced repressive reforms and a strategy of repressive social control including smear campaigns and "public lynching" of dissenting voices.<sup>67</sup> In November 2019, following the protests over the disputed

<sup>66</sup> ECPAT (2006), Monitoring Report Bolivia. ECPAT

<sup>67</sup> <https://www.civicus.org/index.php/media-resources/news/interviews/2805-bolivian-government-using-law-and-force-to-cow-civil-society-into-silence>

election results of October 2019, President Evo Morales resigned after 14 years in office. Following this, acts of intimidation and direct attacks on activists and journalists have increased, several of which are included in the Annual Report (February 2020) of the Special Rapporteur for Freedom of Expression of the Inter-American Commission on Human Rights (IACHR). Civil society felt threatened because its vigilance could be construed as spreading “misinformation” by the ‘cyber patrols’ of the police and announced illegal. With this narrative, at least 68 people were arrested, 37 of them tried without any transparency, strengthening the perception of political persecution among civil society.<sup>68</sup> At present, after struggles and the Covid-19 pandemic-related delays, 2020 general elections took place on 18<sup>th</sup> October 2020, and the leader of the Movement for Socialism (MAS) has become the elected president.

#### 4.5.2 Relevance: Effects of and adjustments to the changing environment

The November 2019 political crisis has influenced the implementation of the programme due to the high turnover of officials and the change of priorities in public agendas. An example of this is the suspension of support for the economic reintegration of victims of SE.

The programme reports that despite the improvements registered in the last decade at the economic and social level, large inequalities remain, and the patriarchal conceptions keep reducing women, girls, boys, and adolescents to objects without rights. Clear consequences include the feminisation of poverty, inequalities between men and women in terms of access to education, job opportunities and justice, as well as the increase in feminicides (117) and infanticides (69) in 2019. Together with the proliferation of SEC cases, this has posed a sizeable challenge for the programme.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
ICCO	Fundación Munasim Kullakita	Trafficking for sexual exploitation, SEC in transport and lodging sectors	1,243,315

#### 4.5.3 Effectiveness: Children empowerment

The programme in Bolivia has been successful in creating access for children – in particular child survivors – to specialised services for protection, rehabilitation, reintegration and reduction of their vulnerability to SE, including designing personal development plans (IO1). Moreover, in 2018, the programme’s training on how to report SEC cases and how to raise SEC issues among peers resulted in children being mobilised in youth organisations to address SEC in El Alto and La Paz (IO2). In 2019, SEC survivors shared their experience through theatre plays at schools and with the general public, in coordination with the municipalities of La Paz and Tarija. Thanks to these efforts, SEC cases have been identified and reported (IO3).

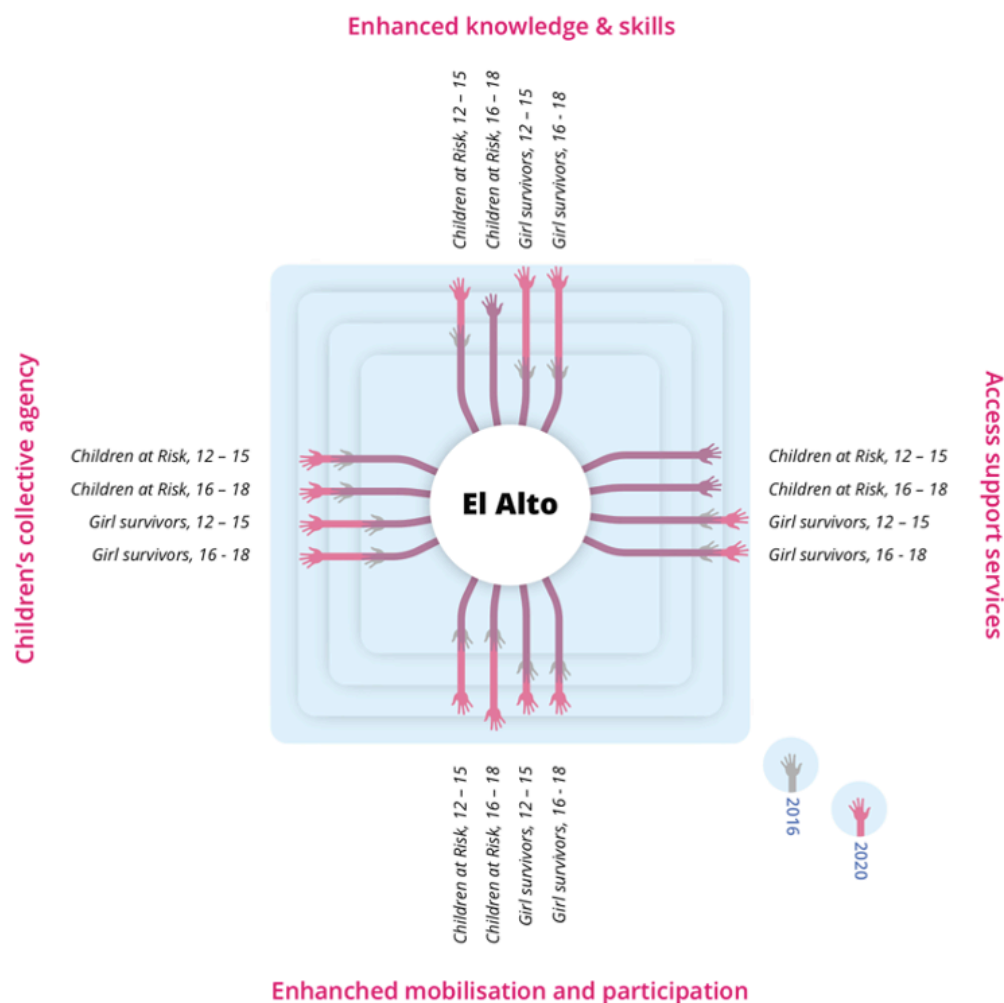
Further, in 2020, children from La Paz and El Alto have identified and evidenced ways of capturing OSEC in social networks, inputs used in an institutional diagnosis presented to various instances. Children also trained their peers on detecting forms of SEC recruitment on social networks and web platforms. Children from the municipal committees of La Paz, El Alto, and Desaguadero developed an awareness-raising video through social networks with a nationwide broadcast for the World Day against Human Trafficking.

In 2019, in El Alto, boys and girls advocated the city council to regulate the election of municipal committees for children against SEC (IO4). In La Paz, a childhood and adolescence committee has been recognised by the city council as an advisory body for the protection against SEC. Finally, through the DtZ Bolivia overall programme support, from 2018 to 2020 in La Paz many girls and young women survivors of SE managed to reintegrate into the educational system and technical education, while others developed economic ventures or entered employment programmes (IO4).

<sup>68</sup> <https://www.civicus.org/index.php/media-resources/news/interviews/4546-bolivia-the-pandemic-became-a-justification-for-tightening-information-control>

## Effectiveness: Children Empowerment El Alto

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Girls are much better informed about SEC, although they talk about it more broadly, in terms of abuse and domestic violence. They name some organisations where they could go for protection.

**IO 2** – Girls have greater access to health and education services. They now have access to certain services through NGOs, taking part in some of their projects

**IO 3** – Girls know better where to seek support and protection outside of their families. Even so, they prefer to go to their parents. They do not trust the police, because they believe the victim's word is not credible while the word of the perpetrator is.

**IO 4** – Girls are more confident in discussing SEC actively in their families and schools, they talk freely about it. They guide others where to go. There are no indications they are engaged in lobbying actions with government entities and the private sector outside the school.

### Comments/additions from the programme team

**IO 1** – Need to improve the level of awareness of SEC among male

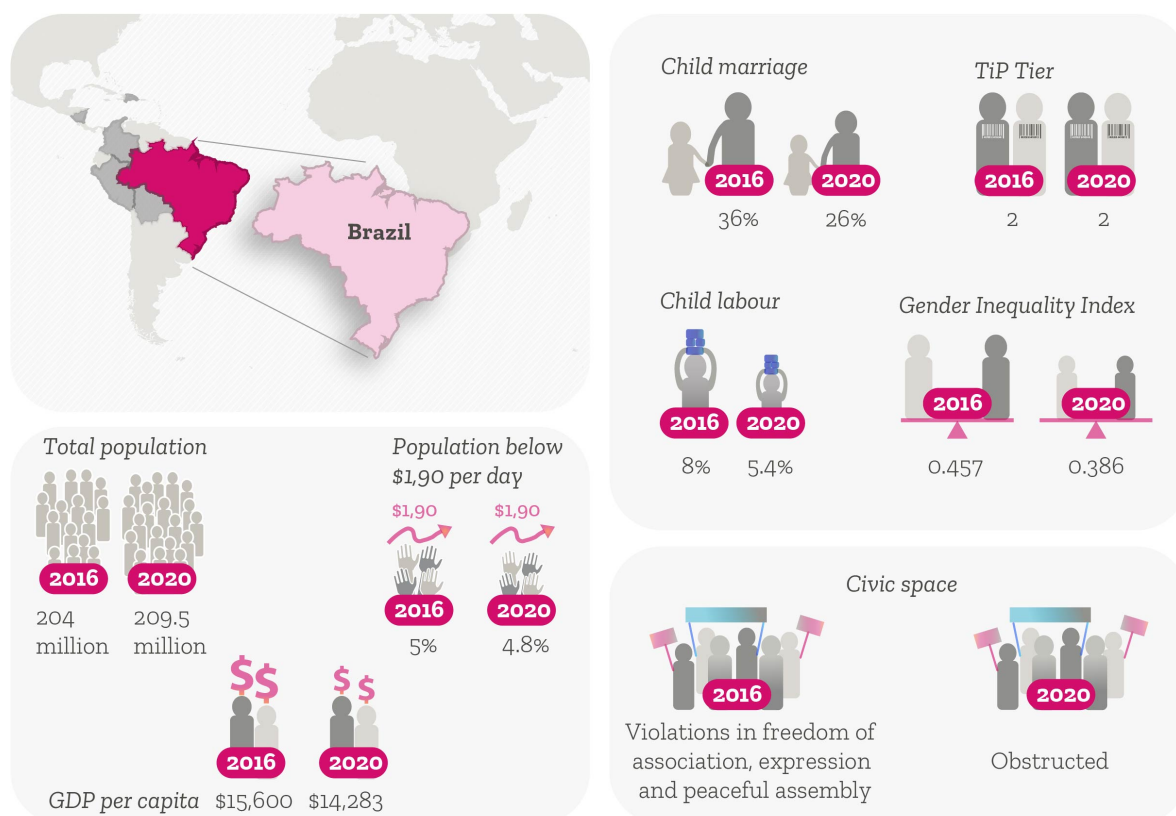
children and adolescents who identify routes of intervention, taking down the barriers and cultural burden that makes them identify the problem as a women's issue.

**IO 2** – Girl survivors lack confidence in their family environment because the family itself has been the aggressor, or the motivating factor for the girls to enter in the dynamics of SEC. By contrast with this, the children and adolescents at risk do trust their family, even though, due to their dysfunctionality, the families cannot attend the children's and adolescents' needs.

**IO 3** – Empowering adolescents through their own experiences with SEC makes it possible for them to promote their rights within their family environment, and a cascade effect is generated: new leaders are formed – also within the family, as the girl survivors form their sisters.

**IO 4** – The group that started the leadership training, now is strengthened by and collaborating with the Children and Adolescents Committees in different municipalities, coordinating and planning actions with the Ombudsman for Children and Adolescents.

## 4.6 Latin America: Brazil



### 4.6.1 Relevance: Changes in the programme environment

**Context:** Brazil underwent a political crisis starting in 2017. The impeachment of the president led to the elections and instalment of Bolsonaro as the new president. The socio-political context in Brazil concerning gender equality can be considered as a threat to society and the position of women in particular. Wages for females in Brazil are 20% lower than for men in comparable jobs, and the majority of women struggle to find permanent jobs. With the new government, the situation of women and the LGBTQI movement has worsened, with an increase of femicide and homophobia reported throughout the country. This harms the ability of women to access public services, healthcare, employment and income.<sup>69</sup> In addition, the continuous crisis in Venezuela has severely affected the country, due to a large number of immigrants and subsequent unrest. This has resulted in significant impacts on SE and trafficking of unaccompanied Venezuelan children who are fleeing into Brazil.<sup>70</sup> Xenophobia, unrest and violence in border communities have subsequently been rampant.

**Civic space:** Brazil's civic space is currently rated as 'obstructed' by Civicus. The civic space is under continuous pressure in Brazil. The government has become hesitant to provide a platform for CSOs. Violence against human rights defenders of land rights, the rights of indigenous peoples and afro-descendants is increasing, including killing. Excessive use of force at demonstrations in urban areas is being deployed on those defending LGBTQI rights, sex workers, black youth, community leaders, community workers in favelas,<sup>71</sup> as well as students. Female (black) human rights defenders and LGBTQI defenders are most vulnerable to all sorts of (sexual) violence.

<sup>69</sup> Down to Zero report, 2018.

<sup>70</sup> <https://www.hrw.org/news/2019/12/05/brazil-venezuelan-children-fleeing-alone#>

<sup>71</sup> A type of low-income informal settlement in Brazil.

#### 4.6.2 Relevance: Effects of and adjustments to the changing environment

President Dilma Rousseff's impeachment in August 2016 and the swearing-in of the new president have brought about – among others – the cancellation of several bills and policies related to the rights of children. The programme reports that national government actions linked to countering SEC have been profoundly weakened in terms of actions and budget availability, not only at the national but also at the sub-national level. Moreover, the DtZ Alliance has encountered challenges in lobbying and advocacy efforts with the government at all levels, as the government is hesitant to provide a platform for CSOs. In addition, a large number of immigrants from Venezuela and the consequent increase in numbers of trafficked and sexually-exploited children has placed pressure on the programme to meet their needs.

The programme has been adjusting well to meet an incoming request, such as responding to an unexpected formal request from the government in 2017 to develop a curriculum and train the military police recruits in Salvador and Bahia on child rights, gender-based violence, and SEC.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
Plan NL DCI-ECPAT	Plan International Brazil (Plan NL) Centro de Defesa da Criança e Adolescente da Bahia – CEDECA Bahia (DCI-ECPAT) ECPAT Brazil (DCI-ECPAT)	SECTT	1,163,128

#### 4.6.3 Effectiveness: Children empowerment

The progress along the children pathway in Brazil started by schoolchildren in marginalised areas participating in the training of peer educators on the prevention of SEC and how to report SEC in 2016. As a result, groups of students from public schools in the municipalities of Salvador, Mata de São João and Camaçari have been mobilised and many young mobilisers emerged from them in 2017-2018. Youth mobilisers have organised and become involved in various activities (IO2). They carried out actions to confront SEC by having discussion tables, debates, seminars and theatrical presentations.

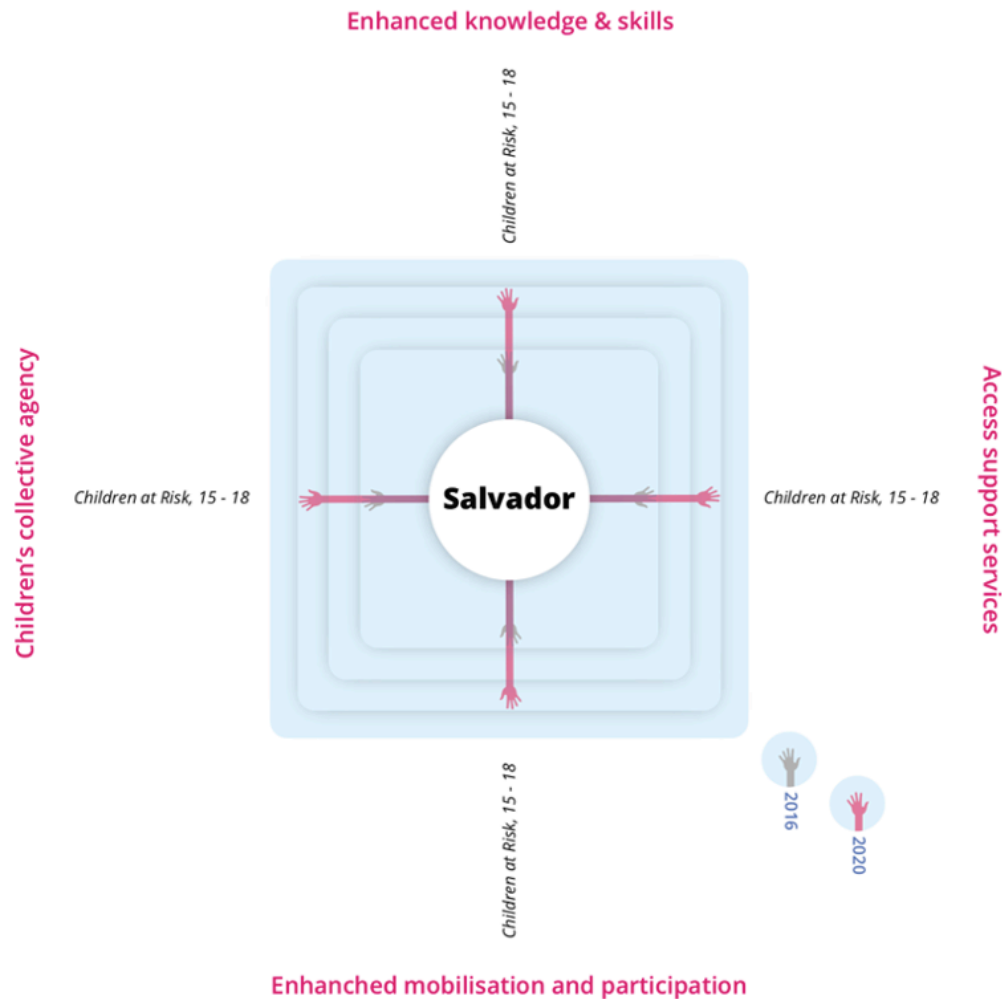
In 2017, young mobilisers organised an artistic and cultural festival in the municipality of Salvador. In October 2017 – June 2018, they participated in the global movement called #GirlsTakeOver in the cities of Salvador, Camaçari and Mata de São João. In the same year, mobilisers in the city of Mata de São João assumed the voice and role of social communicators in community radio, reaching eighteen locations.

Young mobilisers from Camaçari reported cases of SEC in March 2018 (IO3). Furthermore, they took part in the 13th edition of the walk-in reference to the 27<sup>th</sup> anniversary of the statute of the child and adolescent held in July 2017 and participated in the II Brazilian Congress to Combat Sexual Violence against Children and Adolescents (IO4). Students from Salvador, Mata de São João and Camaçari participated in the *Faça Bonito* festival in Salvador, related to the May 18 National Day Against Sexual Abuse and Exploration of Children and Adolescents.

With Covid-19 hitting Brazil hard in 2020, mobilised children acted as monitors for new groups and their communities. Psychosocial therapeutic support and reception spaces for children, caregivers and education professionals have been developed with the support of the programme, mainly in the context of the Covid-19 pandemic in Salvador, Camaçari and Mata de São João (IO1).

## Effectiveness: Children Empowerment Salvador

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Girls are much better informed about SEC, although they talk about it more broadly, such as abuse, domestic violence. They were also able to name some organizations where they could go for protection.

**IO 2** – Girls have greater access to health and education services. They now have access to certain services through NGOs, they participate in some of their projects.

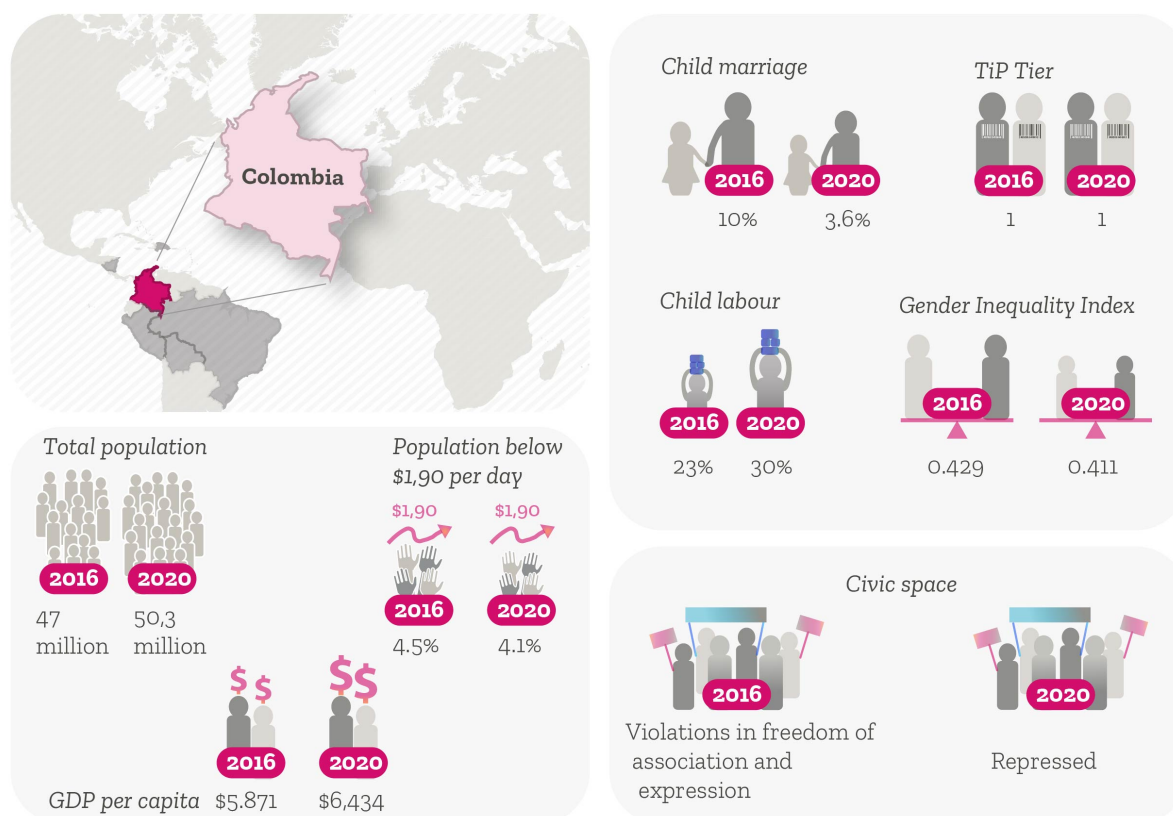
**IO 3** – Girls know better where to go for support and protection. Even so, they prefer to go to their parents. They do not trust the police, because the victim's word is not believed, while the word of the perpetrator is.

**IO 4** – Girls are more confident in discussing SEC actively in their families and schools, they talk freely about it. They guide others where to go. There are no indications they are engaged in lobbying actions with government entities and the private sector outside the school.

### Comments/additions from the programme team

The CE measurement is limited as it was conducted in Covid-19 context whereby Salvador-BA was severely hampered by the Pandemic. Firstly, we planned for 2020 to be the year of sustainable transfer of knowledge and skills, which was highly affected by the pandemic. Results of the workshops would have been higher if we would have been able to implement the planned activities. Secondly, the need for access to the internet made us choose participants from children who had spent much less time on the project and not our main target group.

## 4.7 Latin America: Colombia (case country)



### 4.7.1 Relevance: Changes in the programme environment

**Context:** Colombia's population has slightly increased from 47 million in 2016 to 50.3 million in 2020, with 4.4% of the population indigenous and 9.34% Afro-descendant.<sup>72</sup> Colombia's economy has been recovering slowly since the 2015 economic downturn, which led to a steady unemployment increase from 8.7% in 2016 to 9.7% in 2019.<sup>73</sup> Poverty and inequality have remained at similar levels. The Gini coefficient has decreased slightly from 50.8 in 2016 to 50.4 in 2018, likewise the percentage of individuals below the poverty line from 28% in 2016 to 27% in 2019. Two important political changes since 2015 have had significant consequences for the country's social and economic situation: (1) the Final Agreement to End the Armed Conflict and Build a Stable and Lasting Peace in 2016, which marked the end of decades of internal conflict between the government and the Revolutionary Armed Forces of Colombia (FARC), and (2) Venezuela's continued humanitarian crisis, resulting in the number of migrants in Colombia increasing from 110,000 in 2015 to 1.6 million – 220,000 of which are children – at the end of 2019.<sup>74</sup>

**Prevalence of SEC:** The Colombian Family Welfare Institute (ICBF) reports that out of the 114 victims of trafficking reported in 2018, 67 were possible victims of sex trafficking, of which 24 children.<sup>75</sup> According to the Institute of Legal Medicine and Forensic Science (IMLCF), between 2015 and 2019, there were 91,982 reported cases of sexual violence against children. Since 2017, IMLCF has reported an increase in sexual abuse cases against children from 18,416 in 2016 to 20,663 in 2017 and 22,788 in 2018.<sup>76</sup> According to ICBF, the number of reported SEC cases increased by 23% from

<sup>72</sup> DANE, 2018.

<sup>73</sup> DANE, 2019.

<sup>74</sup> UNHCR, March 2020.

<sup>75</sup> US Department of State, June 2019.

<sup>76</sup> LaFM, December 2019.

212 cases in 2018 to 292 cases in 2019.<sup>77</sup> Other sources state that over 100 cases of SE were filed with authorities every month between January 2013 and July 2018, and that the number of reported cases has tripled over the last five years.<sup>78</sup>

Both important political changes mentioned above have increased the vulnerability of children to SE. From the signing of the peace affords (2016) until July 2019, the UN identified 600 cases of recruitment of children, 17 cases of sexual abuse, and 186 murders/mutilations of children during crossfires, mining incidents, and attacks on schools and hospitals.<sup>79</sup> In terms of Venezuelan child migrants, they are exposed to SE by criminal gangs due to the need to economically support their families in Colombia and Venezuela. In Colombia's border regions, instances of girls aged 13-15 engaging in SE are widespread.<sup>80</sup> In April 2018, ICBF reported over 400 Venezuelan minors being sexually exploited in Colombia, including 159 under five years old.<sup>81</sup> According to the Colombian Attorney General, Venezuelan minors made up 21% of sexual violence cases in 2018 and 56% in 2019.<sup>82</sup> The end of the conflict with FARC may have reduced the cases of SEC in armed groups, but illegal armed groups still forcibly recruit children – including Venezuelan youth – to exploit them through sex trafficking.

**Civic space:** Colombia's civic space is currently rated as 'repressed' by Civicus. Since being inaugurated in August 2018, President Iván Duque's government has not enjoyed wide margins of legitimacy and support. This discontent has been increasing and in November 2019, thousands of Colombians took to the streets in the most massive anti-government protests in decades over issues such as inequality and the killings of indigenous and social leaders.<sup>83</sup> Throughout the protests, the authorities made disproportionate use of force, injuring more than 300 people and detaining many more. Since the introduction of Covid-19-induced quarantine, human rights organisations have been reporting an increase of violence against human rights defenders, social leaders and indigenous and ethnic communities.

#### 4.7.2 Relevance: Effects of and adjustments to the changing environment

DtZ Colombia has made changes to their ToC to add the communities pathway. As the programme entered in La Guajira and noticed the deeply-rooted cultural ways of looking at early marriage and SEC – especially in the indigenous Wayuu communities – they decided to respond to emerging needs and started working with the community, eventually adding this pathway to their ToC.

The DtZ programme has seen the ramification of a dramatic increase of migration from Venezuela since 2018, among others in large numbers of abandoned and vulnerable children, many of them SEC victims. While the local government does not have effective interventions to prevent or mitigate risks, the health system is overwhelmed and the security agencies lack resources to handle the crimes, the DtZ Alliance works towards bringing together companies, UN and state entities to provide technical assistance for coordinated action against human trafficking.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
ICCO	Fundación Renacer	Trafficking for sexual exploitation <sup>84</sup> , SEC in tourism and extractive industries	449,038

<sup>77</sup> Alianza por la Niñez Colombiana, December 2019.

<sup>78</sup> Insight Crime, December 2019.

<sup>79</sup> UN, Jan 2020.

<sup>80</sup> UNHCR, April 2020.

<sup>81</sup> Insight Crime, October 2019.

<sup>82</sup> El Tiempo, July 2020.

<sup>83</sup> Cumbre Agraria Campesina Étnica y Popular & Indepaz, 2020.

<sup>84</sup> In Colombia, trafficking of children is classified as trafficking for SE, even though it can be for SE or other purposes, and it is considered a crime.

### 4.7.3 Effectiveness: Children empowerment

From the beginning, the programme saw signs of empowerment in children. By July 2017, 109 boys and 111 girls from educational institutions in Bogotá and Guajira were outspoken about their rights, identified SEC risks and mechanisms to report cases. Early forms of organising also took place, as 20 girls and two boys in the city of Bogotá started meeting once a week to design actions for SEC prevention with peers. In the same year, two male and five female children developed strategies to prevent trafficking in persons and SEC among peers in Bogotá. In 2018, ECPAT International Children and Youth Advisory Committee - Colombia (EICYAC) was formed and by 2019 its activities had become known (IO2). In 2019, educational communities were among the first to recognise EICYAC as an active SEC prevention agent and invited them to share their knowledge and messages. These included the Martires educational community in Bogotá, which has requested to raise awareness of seven fathers and 30 mothers in 2019, La Candelaria school in Bogotá, which has asked for developing awareness processes on SEC in 2019, Riohacha educational institutions, in coordination with international UNHCR and UNICEF, and the Colombian Institute for Family Welfare and OAG, which asked to develop SEC complaint routes (February 2020). Youth groups (YG) have also been working inside such educational communities. In May 2019, the YG of the Venezuela School facilitated the engagement of seven fathers and 20 mothers in SEC risk reduction of their children.

To be more effective as YG members, boys and girls (63 boys and 159 girls in total) have been trained by the programme in recognising SEC and reporting SEC cases. In February 2020 in La Guajira, the EICYAC YG in coordination with the Colombian Institute of Family Welfare developed awareness-raising processes for 80 boys and girls from the *Coloreando Sonrisas (Painting Smiles)* SEC prevention project and later in 2020 different virtual awareness-raising and media strategies to continue reinforcing the SEC prevention messages among peers, as well as addressing OSEC risks and violence throughout Colombia during the Covid-19 pandemic. Moreover, in June 2020, the EICYAC YG led the initiative to share experiences of SEC prevention among YGs from Mexico, Ecuador, Bolivia, Peru, the Dominican Republic, and Colombia. A young man from the EICYAC YG – as a representative of the children in Colombia – participated in the webinar “How do we stop the increase in abuse, sale and SEC during the pandemic?” organised by the EU and the Alliance for Children. Since July 2020, the YG members have led the Latin American Youth Encounter in Commemoration of the International Day Against Human Trafficking, with the participation of youth from Argentina, Ecuador, Mexico, and Peru.

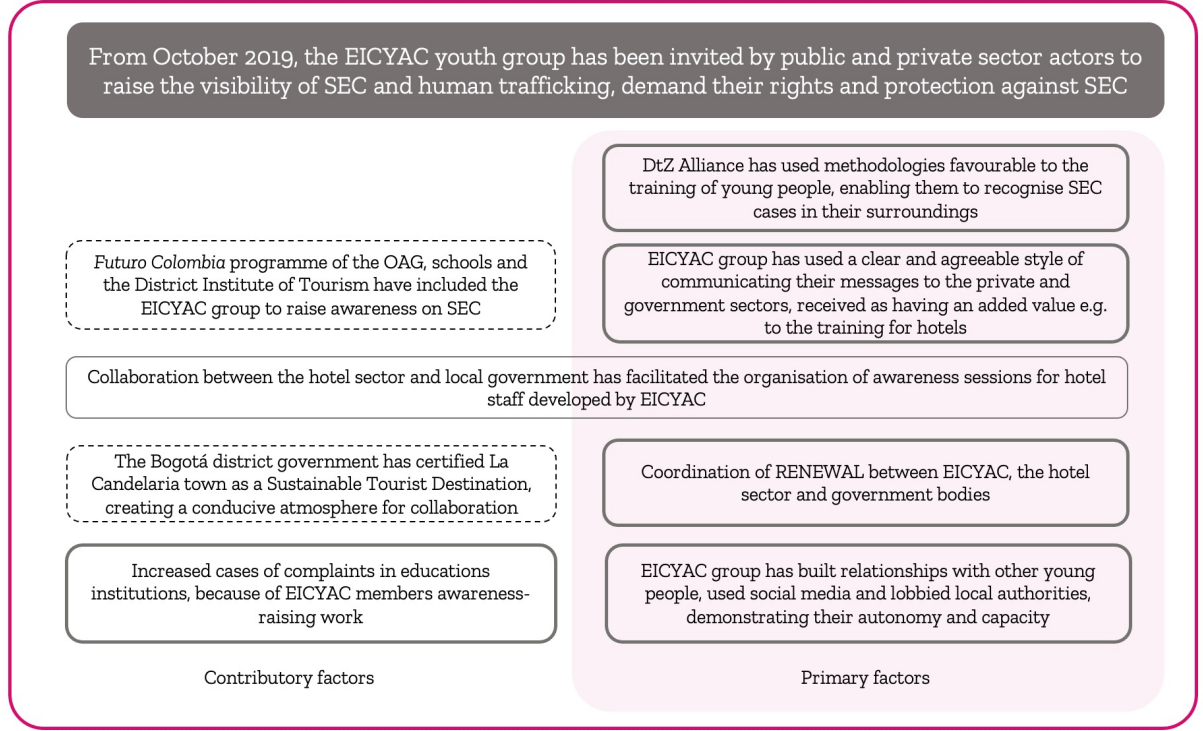
Further, with support of the programme, the EICYAC has been engaging in national-level advocacy. In 2018, its sixteen children (thirteen female and three male) have participated in the design of the EICYAC national plan of action (NPA) for the prevention of SEC in Bogotá. In the same year, in the framework of the 79<sup>th</sup> assembly of ECPAT International, fourteen children from the EICYAC Colombia group influenced the modification of the statutes concerning youth participation (IO4). Furthermore, in June 2018, a group of youth leaders coordinated prevention actions with the Colombian Future Programme of the OAG in Bogotá. In 2019, three boys and thirteen girls of the EICYAC YG participated in the Local Operational Council of Social Policy (CLOPS) of La Candelaria and generated inputs for the public policy of the succeeding district government (2020-2024). Since February 2020, the YG has been coordinating its participation in the process of strengthening youth leadership with the UNHCR and sharing its experiences in the Riohacha municipality. In the same month, the YG from Bogotá and La Guajira planned, led, and developed the first National Meeting of Young Multipliers of SEC prevention within the framework of the *Coloreando Sonrisas (Painting Smiles)* project of the Colombian Institute of Family Welfare, with the participation of 50 children from eleven regions of the country.

The EICYAC YG has also worked with the private sector. In May 2019, it consolidated an action plan with different visibility and advocacy strategies to influence public and private actors in Bogotá and La Guajira. In July 2019, on the invitation of the District Tourism Institute in Bogotá, the group

participated in the commemoration of the International Day against Human Trafficking and developed proposals for action in a dialogue with the government and community.

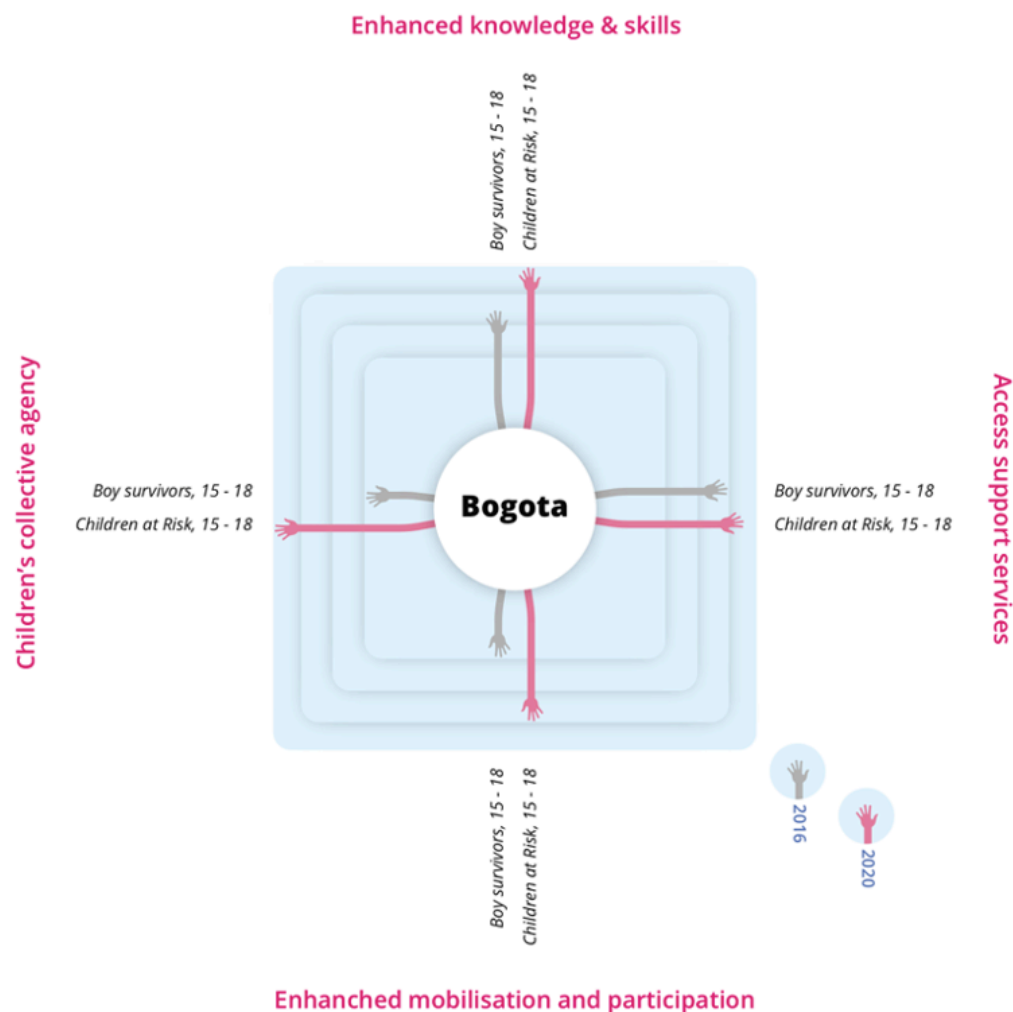
ETE analysis of the contribution case 4 – on organised YG of EICYAC taking space to speak about their rights with public and private sector representatives (IO4) – illustrates that achieving the highest level of the children’s pathway requires long-term and multisectoral effort from a programme. As presented in Figure 8, the programme’s efforts in developing capacities and supporting EICYAC groups in their activities have resulted in EICYAC building relationships with other young people, using social media and lobbying local authorities. As a conducive atmosphere for collaboration between the hotel sector and local government has emerged, e.g. in the form of La Candelaria town becoming a certified sustainable tourist destination, DtZ's connection with the *Futuro Colombia* programme of the OAG, schools and the District Institute of Tourism have helped to include the EICYAC group in raising awareness on SEC of the hotel staff. EICYAC’s clear and agreeable style of communicating their messages have been appreciated by the representatives of the private and government sectors. Thus, the programme’s connections between and collaborative efforts of different actors made it easier for children to exercise their leadership and be heard. The children themselves have contributed with effective use of every invitation to speak to community groups, gaining a reputation of being an active and reliable actor advocating against SEC.

Figure 8 CA 4 demonstrating significant contribution to children acting as agents of change within the community and local government (IO4)



## Effectiveness: Children Empowerment Bogotá and La Guajira

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – In comparison to 2016, adolescents at risk are much better informed about SEC and different forms of child abuse as well as the protection mechanisms. They are trained to guide other adolescents and even parents on this issue.

**IO 2** – Adolescents have access to health services at present, mostly through RENACER. They are not fully convinced of the quality of public services and would not use them easily, because they expect to be stigmatised and treated badly.

**IO 3** – There is a great increase, in comparison to 2016, in the mobilization and participation of adolescents. They recognise cases of SEC and refer their peers to RENACER for psycho-social support. At the same time, children and adolescents do not use formal channels of reporting, because of the negative image and the prejudicial treatment of the victims by the police.

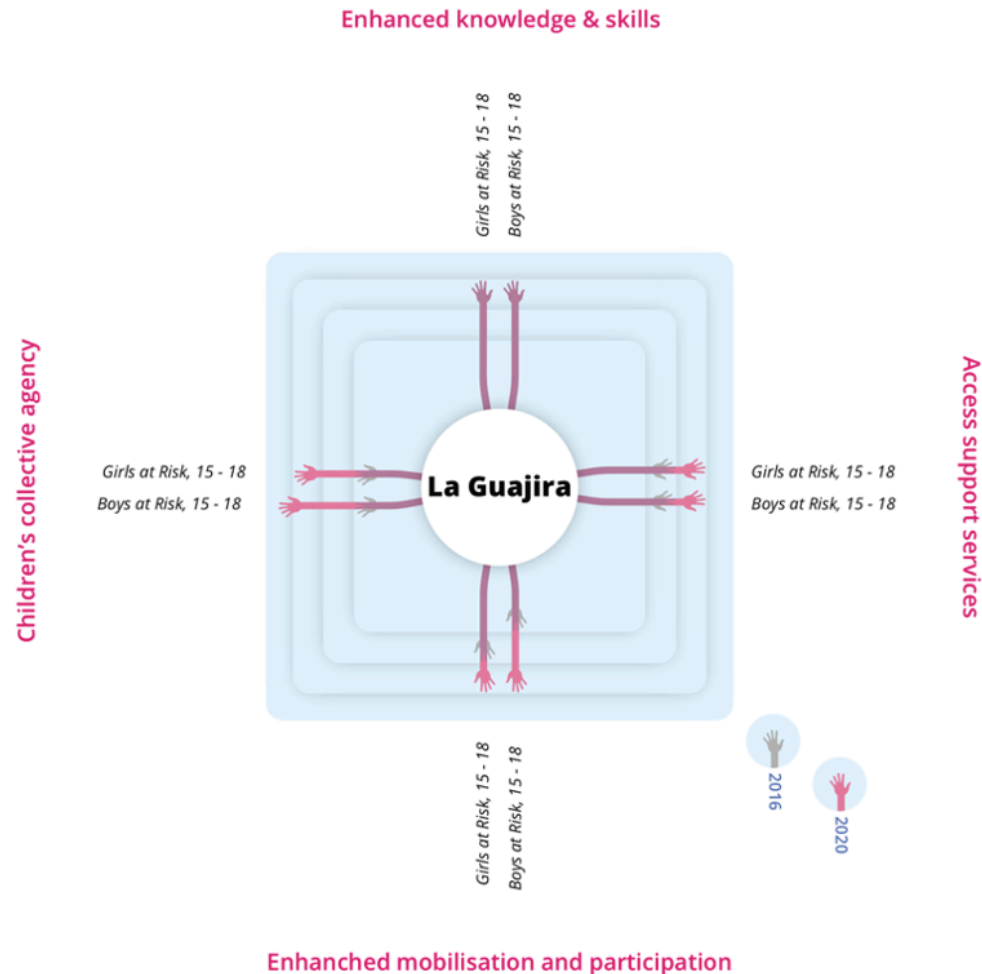
**IO 4** – Here too, the youth group took a big step forward. They are defending their rights and lobbying through nation-wide campaigns in the social media, amplified by lock-downs due to COVID-19. The young group also participates in awareness-raising events for the private sector and government entities.

### Comments/additions from the programme team

We see greater awareness, more structured work, equal participation of boys and girls and growing confidence in reporting. There is also an intensifying critical attitude towards institutions due to institutional crisis. However, children and adolescents facilitate the identification of cases to report and assisting the relevant institutions to manage reported cases.

## Effectiveness: Children Empowerment Bogotá and La Guajira

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Both girls and boys are well informed about SEC and its causes, including the cultural and social dimensions. They are not fully aware of the protection mechanisms (yet). The reason is the group just started with addressing the subject of protection as this group has been only organised.

**IO 2** – Girls and boys are not well-aware of public health services. They, however, in comparison to 2016, at present have access to specialized services of the NGO RENACER.

**IO 3** – Girls and boys talk about SEC much more easily in their families and community. They are not (yet) profoundly familiar with formal protection channels. They are discouraged to report SEC cases as they feel that only a few cases come to see justice.

**IO 4** – Both girls and boys belong to a group (EICYAC) that defends the rights of children and youth and participates in awareness-raising activities on SEC and child abuse. This group started only 2 years ago but developed rapidly. Boys are less aware of cases in their context (e.g. teachers asking for sexual favours) but demonstrate

more leadership than girls. This is displayed by the way the boys talk about the lobbying actions they plan to take towards the government and the private sector, while the girls – do not.

### Comments/additions from the programme team

We see coherence among the CE results and our expectations related to the organisation of the empowerment processes. An exception is that we did not expect children and adolescents to be responsible for reporting, but only facilitate it. This is more in line with our way of working. It has to be noted, that in 2016 in La Guajira, there was little awareness of SEC among civil servants and schools. Because of the patriarchal culture, SEC has been perceived as something natural, child marriages have been an ethnic custom. We see back this patriarchal culture as an explanation for girls showing less leadership. We also have successful experiences in the sensitisation on reporting

#### 4.7.4 Effectiveness: Communities

As previously mentioned, the community pathway has been added to the ToC of the programme mid-way, which saw results almost immediately. Following the programme's awareness-raising activities with 150 community members with children at risk of SEC, in July 2018 the University of La Guajira proposed a partnership with the DtZ Alliance to develop a diploma course, and in October 2018 a course to strengthen public servants' skills with an integrated approach to the SEC in the municipality of Riohacha, department of La Guajira.

It should be mentioned that the programme has started work in an area – La Guajira – with widespread social acceptance of SEC among communities and parents. It has been normalised for mothers to hand over their daughters to be supported by older men or for young girls who spend time with older men to be blamed for making promiscuous decisions instead of being viewed as victims. In Wayuu communities, other risk areas include child marriage customs, girls' access to education, and traditional gender roles. Communities often do not believe sexually abused and stigmatise them. Machismo has also made SEC invisible and stigmatised its victims in La Guajira. For example, it prevents seeing members of the LGBTQI community as SEC victims when they are. Moreover, there is no understanding of the difference in impact that SEC has on boys and girls.

In this environment, the results of the programme's work on raising awareness are remarkable. It started with the acknowledgement of the problem, e.g. when in July 2018, in the Chentico Ranch, La Guajira, 22 Wayuu women and two male leaders recognised SEC as a risk factor for their community and proposed prevention actions (IO1). Subsequently, more community action followed. A group of Wayuu women from the Chentico Ranch organised themselves for constructing protective environments for children (IO2). In June 2019, four male and four female leaders of the same community proposed strategies (translated into their language by the community at the community initiative) and an action plan for spreading the message to indigenous communities nearby, and by August 2020 Wayuu leaders finalised this plan as well as awareness material to promote the prevention of SEC in the indigenous communities of the Camarones district of La Guajira. Wayuu leaders have also entered into a dialogue with the business community. In April 2019, one male and one female leader participated in a dialogue with eleven hotels in the framework of the certification of the CoC of tourism companies, making visible the risks of SEC in the indigenous territory (IO4).

The programme work in Bogotá has also produced results. In June 2020 in La Candelaria in Bogotá, the group of women leaders demanded from the district public entity – *La Casa de Igualdad de Oportunidades* (*The House of Equal Opportunities*) – a process of SEC prevention during the Covid-19 pandemic (IO4). In June 2019, the group of 23 women designed their communication strategy for the visibility of their prevention and consolidation actions as a network defending children's rights. In July 2020, a representative of the group of female leaders/multipliers of opinion began their participation in advocacy spaces such as the roundtables on La Candelaria as a sustainable tourist destination.

#### 4.7.5 Effectiveness: Governments

Programme advocacy with the government at the supra-national level has resulted in a commitment letter for the fight against SEC signed by Peru, Brazil, and Colombia at the Triple Border Table in Brazil in March 2017. In June 2018, in the framework of the World Summit, 30 representatives from Peru, Brazil, and Colombia agreed to reactivate the process of an integrated approach against SEC in the triple frontier. At the national level, in February 2020, based on participation spaces in Bogotá, Cartagena, and La Guajira, the national government discussed the incorporation of SEC in the national business and human rights plans (IO1).

DtZ Colombia has been raising awareness among government officials. This work combined with advocacy meetings and documents submitted to the government paid off in both locations. In Bogotá, in the Chapinero and Candelaria towns, intersectoral tables of the public and private sector

have been formed to develop the prevention against SEC strategy in June 2017, although it remained dormant until May 2019, when the intersectoral table in Chapinero was reactivated with the participation of the public, private, and civil society actors (IO1). In July 2019, the district and local government entities articulated actions to make SEC and human trafficking visible, generating strategies for the meeting of various public, private, community, and children groups, concerning prevention in commemoration of the International Day against Human Trafficking.

Further, the capacities of government institutions have also been strengthened. In June 2018, to strengthen skills in the comprehensive approach to the National School of Statistics, Geography and Informatics, the District Council for the Care of Victims of Intra-family Violence and Sexual Violence consolidated a virtual school project for public officials.

When the *Mesa Social* (Social Committee) formed to support the certification process of La Candelaria as a sustainable tourist destination by the Bogotá district government, the local mayor's office identified SEC as one of the main risks associated with tourism and has created an agenda for SEC prevention. In October 2018, the town of La Candelaria was certified as a sustainable tourist destination and managed to include SEC as a fundamental component among the social risks to combat from the multi-stakeholder strategy (IO2).

In **La Guajira**, DtZ Colombia saw the first signs of change in this pathway in August 2017, when the secretariat of economic development of the Riohacha municipality signed an MoU for developing actions to prevent SEC in the context of travel and tourism. It took time to see follow-up on that, but the changes still followed. In July 2019, public officials of La Guajira developed multiple actions to prevent human trafficking and SEC with campaigns and strengthening seminars to generate visibility and incidence (IO1). In August 2019, 45 public officials representing ten state institutions identified ten children who were victims of human trafficking and SEC and referred them to the protection system and – following the training process – obtained a diploma on child protection. In July 2020, the Riohacha Tourism Directorate requested to prioritise SEC prevention processes within the framework of compliance with the 2020 Action Plan (IO4) to institutionally strengthen the public and private sectors.

In August 2020, the Secretaries of Education and the Local Directorates of Education of La Guajira and Bogotá coordinated their activities to develop processes to strengthen and update SEC prevention plans in the education sector, training and processes for teachers, counsellors and academic coordinators.

#### **4.7.6 Effectiveness: LEAs**

LEAs have been increasing their efforts to capture and prosecute persons suspected of trafficking nationwide. In 2016 and 2017, the OAG opened 222 trafficking cases, prosecuted 26 suspects, and convicted 19 of trafficking and trafficking-related crimes. In June 2017, OAG created a specialised unit to carry out the judicial investigation on SEC and human trafficking. From 2016 to 2017, the police arrested 70 suspects for trafficking or trafficking-related crimes, while from 2018 to mid-2019 2,293 suspects were arrested for crimes involving the exploitation – including SE – of children.<sup>85</sup> In 2018, the national police launched operation *Vesta*, the largest action against human trafficking and SE in Colombia's history. As a result of this operation, authorities arrested eighteen alleged traffickers and identified more than 250 victims, most believed to be under-age.<sup>86</sup> In 2019, through national police operations in conjunction with OAG, some SE networks were dismantled, such as Rompiendo Cadenas and Abeona VIII, rescuing thirteen indigenous children. Nonetheless, a concern about the low conviction rate has remained, given that only 6,116 of 85,000 cases investigated during 2005-2018 ended up in a conviction.<sup>87</sup>

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<sup>85</sup>Colombian national police, July 2019.

<sup>86</sup>The Guardian, December 2019.

<sup>87</sup>Insight Crime, 2019.

DtZ Colombia has joined these efforts. The DtZ programme has trained staff of an OAG-established unit. Moreover, due to the programme's lobbying work, in June 2018 – as the institutional response to the SEC – 30 representatives of migration, the Ministry of the Interior, MoFA and the OAG identified bottlenecks in the reporting SEC cases at the El Dorado airport in Bogotá (IO2).

The DtZ programme has focused its efforts on La Guajira. The DtZ Alliance work in this department has strongly increased the visibility of SEC as a crime, especially among public officials who – before the DtZ Alliance arrival to La Guajira – classified a SEC crime under the crime of abusive defilement with a minor under 14 years old. The DtZ programme efforts on increasing the visibility of SEC in La Guajira were supported by the OAG programmes *Futuro Colombia* and *Eso es Cuento* and the Inter-Institutional Committee to Fight Human Trafficking.

**Textbox 2 Quote from the interview conducted during the case study**

*"It's not that we didn't have SEC cases, but the authorities couldn't identify them due to their normalisation and naturalisation of SEC so before it wasn't recognised as a crime".*

The DtZ Alliance position of seeing SEC as a major risk for migrants has found fertile ground in public demand – heightened by the pressure from international organisations and the media – for a greater humanitarian response to the migrants. In 2019, the DtZ programme – in collaboration with ICBF – inaugurated the Centre for Integral Assistance of Victims of Sexual Abuse (CAIVAS) in Riohacha to guarantee support to child victims of sexual violence, with a focus on SEC. The DtZ Alliance model of working has been effective in the socio-emotional recovery of children. While prior to 2019 there were no reports of SEC to family commissioners, CAIVAS, and the OAG, since the centre began to operate, based on the general perception among LEA officials the number of reports has increased because victims recognise the institutional support and security measures that are available to them during the investigation process (IO2).

DtZ Colombia's continued work has aimed to strengthen institutions and services to improve the effective application of laws and policies. As a result, in July 2019, police and judicial officials initiated investigation processes on reported SEC cases, achieving captures of sexual exploiters in La Guajira (IO3). DtZ Colombia has supported the OAG's investigation process, which led to the dismantling of SEC networks in this department. The DtZ Alliance role and contribution have been filling a void in SEC case reporting in the department, through its night rounds of at-risk neighbourhoods to identify SEC and the provision of integrated psychological, legal, emotional and health support to victims. The latter created the conditions for the OAG to gather sufficient evidence on survivors' reports to open investigations. To be noted that while there is progress in the apprehension of perpetrators, the greatest challenges remain in the judicial process, where there are major impediments to the swift capture of perpetrators as a result of the stagnation of the OAG investigations and rulings, which stem from the lack of personnel and case overload.

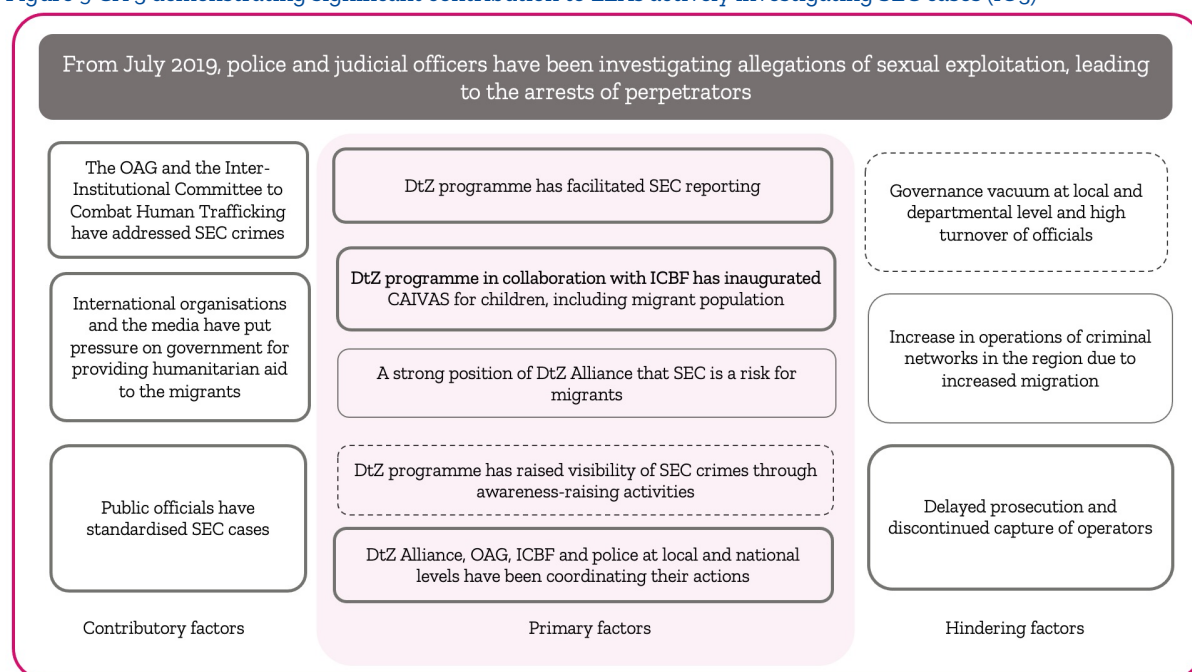
The above changes are summarised by the ETE analysis of contribution case 5 on the police and judicial officials initiating investigation processes on reported SEC cases and achieving captures of sexual exploiters in La Guajira (IO3). The case illustrates that in order to significantly contribute to a high-level result in the LEA pathway, a multi-dimensional approach of awareness-raising, lobbying, facilitation of setting up relevant institutions and hands-on support to LEAs is needed (Figure 9).

DtZ Colombia has also been working on sustaining the level of awareness of SEC in La Guajira. In June 2020, the Ombudsman's Office, the Colombian Institute of Family Welfare, Profamilia<sup>88</sup> and Migration Colombia articulated with Children's Villages, International Organisation for Migration (IOM), World Vision, USAID, Save the Children, and UNICEF to continue carrying out prevention processes of SEC and human trafficking in La Guajira, using virtual and media strategies to

<sup>88</sup> Profamilia is a private non-profit organization that promotes the respect and exercise of Sexual Rights and Reproductive Rights of the entire Colombian population. <https://profamilia.org.co/>

intervene with the population that requires it during the time of the pandemic. In June 2020, the OAG opened a space for coordination with civil society to define actions to follow for the prosecution of the exploiters involved and reparation and justice for the victims of SEC cases identified in the intervention process in the municipality of Albania, La Guajira.

Figure 9 CA 5 demonstrating significant contribution to LEAs actively investigating SEC cases (IO3)



#### 4.7.7 Effectiveness: Private sector

In 2016, the private sector was largely unaware of SEC and the contexts in which it takes place. Since then, major progress has been made in the hotel sector, while significant challenges remain in the extractive industries. The mineworkers at Cerrejón – the largest open-air carbon mine in Latin America – continue to engage in SEC. The company had not committed to any anti-SEC activities in the surrounding communities when approached at the beginning of the programme. Another opening into working with the extractive industry in Colombia was seen in early 2020, when – before being delayed by the Covid-19 pandemic – a mining company agreed to look at its child protection impact through its value chain, making use of the draft non-tourism criteria developed by The Code<sup>89</sup> and LCR.

DtZ Colombia has focused its attention on the tourism sector. At the local level, an entry point was the interest in achieving the certification of La Candelaria town as a sustainable tourist destination by the administration of Bogotá. This facilitated the mobilisation of the private sector, government, and civil society in support of SEC prevention, which simultaneously led to awareness building and training processes in the formal (hotels) and informal (such as street vendors and artisans) sectors (IO1). The DtZ programme – in cooperation with the District Institute of Tourism, the EICYAC group, and the Local Mayor's Office in La Candelaria – has been promoting affiliation to The Code and supporting staff training. They achieved 96 companies committing to the prevention of SECTT through the certification of The Code and have carried out numerous staff training sessions with the support of the programme (IO2). As described in the contribution case 4, in coordination with the District Institute of Tourism, EICYA YG has been part of the development of more user-friendly training sessions for the hotel staff. Today, in La Candelaria, many high-end hotels and restaurants for tourists remain keen to fight SEC while, considerable numbers of hotels still do not fully comply with The Code guidelines and many operate clandestinely (such as hotels and bars in the Santa Fe

<sup>89</sup> Stands for the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism, a voluntary affiliation promoted by ECPAT that requires that companies create internal policies to combat SEC

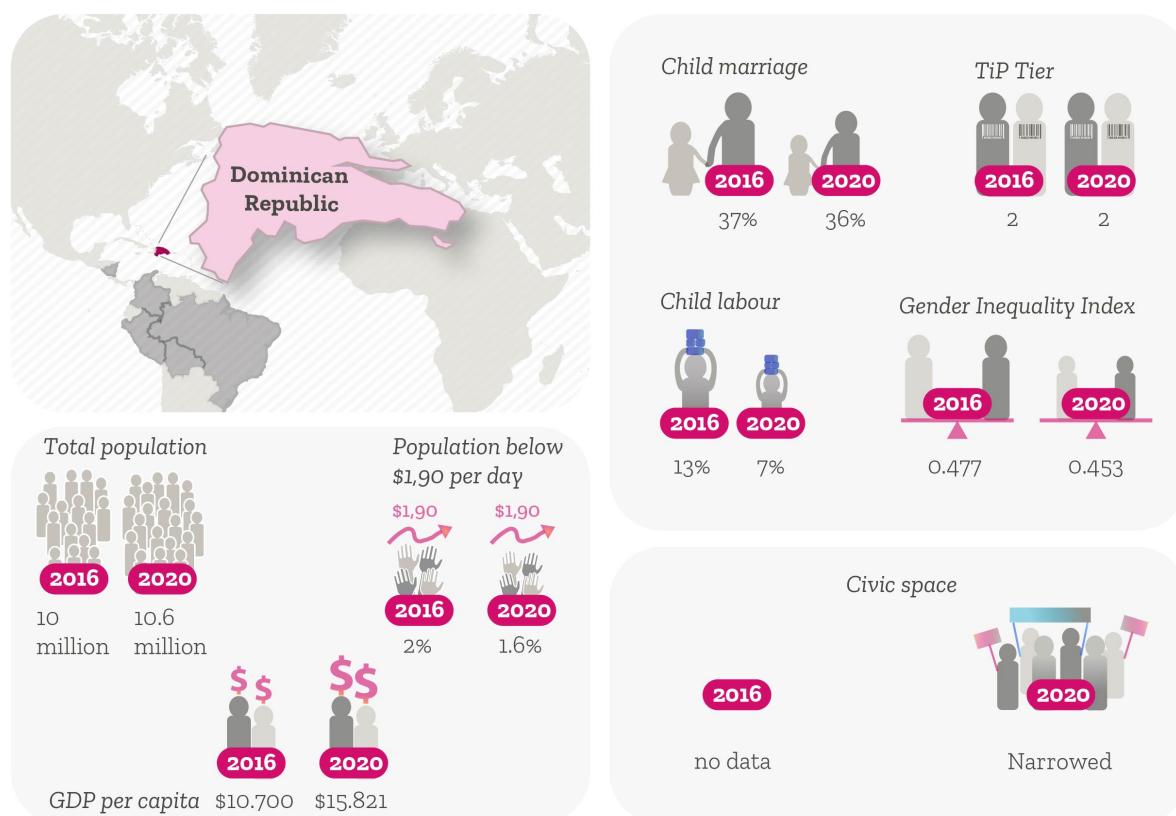
that are occasionally shut down by the authorities but later re-open under another name) to be complicit in SEC.

In Riohacha in **La Guajira**, in 2019, eleven tourism companies were certified by The Code (IO2), reiterating their commitment to preventing SECTT. Due to an increased awareness of these risks, the hotel sector has started to provide street vendors – among them Wayuu women and children who sell their handicrafts on the boardwalk and at risk of SEC – with safe spaces to offer their craftwork (IO3). Further, In July 2019, the private sector represented by the Colombian Hotel Association (ASOTELCA) gained skills and work on scenarios for the public sector to address SECTT. The training was organised by DtZ Colombia and The Code together with the ASOTELCA Guajira Chapter and the Riohacha Secretary of Tourism. The ASOTELCA Guajira chapter has been doing outreach work on SEC issues in hotels of Palomino and Maicao, small towns in La Guajira.

The continuous work on the sensitisation of companies has been paying off. In February 2020, tour operators certified by The Code received a positive evaluation of the annual audit concerning the implementation of child protection (IO3). They have resumed their participation through a joint communication and advocacy strategy. In August 2020, the private sector (40 sensitised staff members from 20 companies) together with the Riohacha Tourism Directorate developed a situational diagnosis of tour operators work during Covid-19, which will guide a joint action plan to technically support their reactivation process regarding SEC prevention.

Moreover, as of February 2020, thirteen hotels of the German Morales BH Hotels chain supported in the adoption of the code of ethics developed effective actions to protect children from SECTT, incorporating criteria and strategies among their collaborators and allies. In August 2020, the association *Calle 85, Amigos Parque de la 93* and other private sector companies in Bogotá and La Guajira continued the online training processes, despite the economic impact and the situation due to Covid-19, prioritising the consolidation of strategies for SEC protection and prevention in the context of travel and tourism for the post-pandemic reactivation.

## 4.8 Latin America: Dominican Republic (case country)



### 4.8.1 Relevance: Changes in the programme environment

**Context:** The Dominican Republic is the second-largest nation in the Antilles by area and the third-largest by population, with approximately 10.8 million people (2020 estimate), of whom approximately 3.3 million live in Santo Domingo. The Dominican Republic's economy is the eighth-largest in LATAM. Over recent years, the country has undergone significant economic growth from \$10,700 GDP per capita in 2016 to \$15,821 in 2020, in line with remarkably robust economic growth over the last 25 years.<sup>90</sup> However, the economic growth has not been equitable and social spending was remained low compared with the rest of the region.<sup>91</sup> The population under the international poverty line is still around two per cent, but the poverty rate at the national poverty line is 21 per cent in 2019 (although less than 32.1 per cent in 2000). In Boca Chica and Barahona, the percentage of poor households reaches 51 and 65.2 per cent, respectively. In addition, the Global Gender Gap Report locates the Dominican Republic in 86<sup>th</sup> position in 2020.<sup>92</sup>

The Government of the Dominican Republic has made efforts to address human trafficking, including drafting a revised trafficking law, increased investigations and prosecutions, and it has trained more tourist police staff on trafficking and street children. However, due to neglect and a lack of serious effort in several areas in 2019 – among them reporting on the outcome of investigations into cases of official complicity in trafficking, lack of dedicated victim assistance budget or full-time victim shelter or effectively screening for trafficking indicators, and conviction of fewer traffickers than in previous years – the Dominican Republic was downgraded to tier 2 of the watch list (TiP 2020 report).

**SEC prevalence:** ETE has not found data to update the picture of SEC prevalence since 2016.

90 <https://www.worldbank.org/en/country/dominicanrepublic/overview>

91 UN Human rights Council, 2018.

92 [http://www3.weforum.org/docs/WEF\\_GGGR\\_2020.pdf](http://www3.weforum.org/docs/WEF_GGGR_2020.pdf)

**Civic space:** Dominican Republic's civic space is currently rated as 'narrowed' by Civicus. Few alerts of recent years concern the accumulation of power in all state institutions by the ruling party – the Dominican Liberation Party (PLD) – and its risks to the quality of democracy.

#### 4.8.2 Relevance: Effects of and adjustments to the changing environment

The DtZ programme reports a favourable change in 2018, a project financed by WeProtect Fund, implemented by Plan and UNICEF, along with the OAG, National Counsel for Children and Adolescents (CONANI), the Ministry of Education, the Dominican Institution for Telecommunications (INDOTEL) and the Ministry of the Presidency to prevent and respond to OSEC. This initiative represents an opportunity to identify synergies with DtZ.

In the last months of 2019, preparations for the 2020 general election kept the community leadership and government officials preoccupied with the political agenda, leaving less space to collaborate with the programme without political agenda.

In May 2019, the Ministry of Education issued departmental order 33-2019, establishing the implementation of the gender policy in the education system, which reportedly has not been well received by conservative groups. There has been no further impact of this development on the programme reported.

The programme has adjusted their government pathway by removing IO3 – Congress adopts a national protocol and budget to fight SEC – as they concluded that the inconducive political climate made it almost impossible to reach this within the remaining timeframe of the programme.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
Plan NL DCI- ECPAT	MAIS -ECPAT (DCI-ECPAT) COIN (Plan NL) Caminante (Plan NL) Plan Barahona (Plan NL)	SECTT	1,308,752

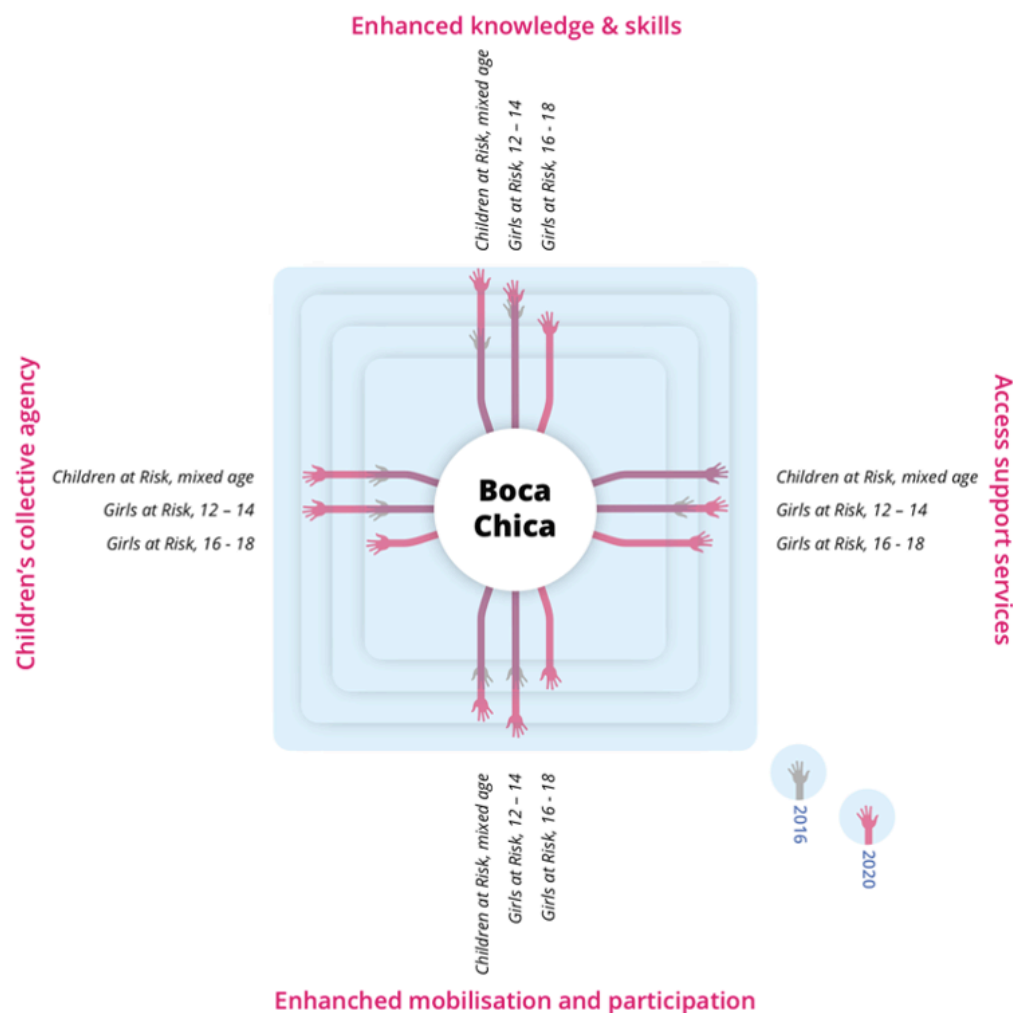
#### 4.8.3 Effectiveness: Children empowerment

Throughout the programme, the participants of awareness-raising and peer education activities have been flagging cases of SEC to DtZ staff who followed them up with counselling services (IO1). Moreover, there were signs of children's agency early on in the programme in May-June 2017, in the municipality of **Boca Chica**, Santo Domingo province, with a group of teenagers taking part in the municipality protection network meetings demanding respect for child rights and addressing the SEC situation, while girl leaders have shared their concerns on SEC at the Rights Restitution Boards at the community level (IO4). Children reached by the DtZ programme have continued to demonstrate their abilities as agents of change. Groups of youth from municipalities in Boca Chica have been continuously working towards joint advocacy. In June 2020, they jointly worked on the presentation of children rights concerns in a proposal to the local council.

Following awareness-raising activities in January-June 2017 in **Barahona** communities, many children became educators and have started to engage with their peers (IO2). In February-March 2017, peer educators developed prevention activities in their communities. In April 2019, children of all communities in Barahona with programme intervention carried out awareness-raising actions to prevent SEC with the use of digital technology, reaching more peers outside of their communities. Signs of children's agency have also been seen. In February 2020, child opinion multipliers from the intervention communities of Barahona became part of the community mechanisms to protect children in their community as a generational relay.

## Effectiveness: Children Empowerment Boca Chica and Barahona

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Both boys and girls are better informed about SEC and sexual abuse, however, the boys seem to know more than the girls. The girls mixed SEC more with other types of sexual abuse such as child marriage. The older girls demonstrated even less knowledge of SEC, not clear why.

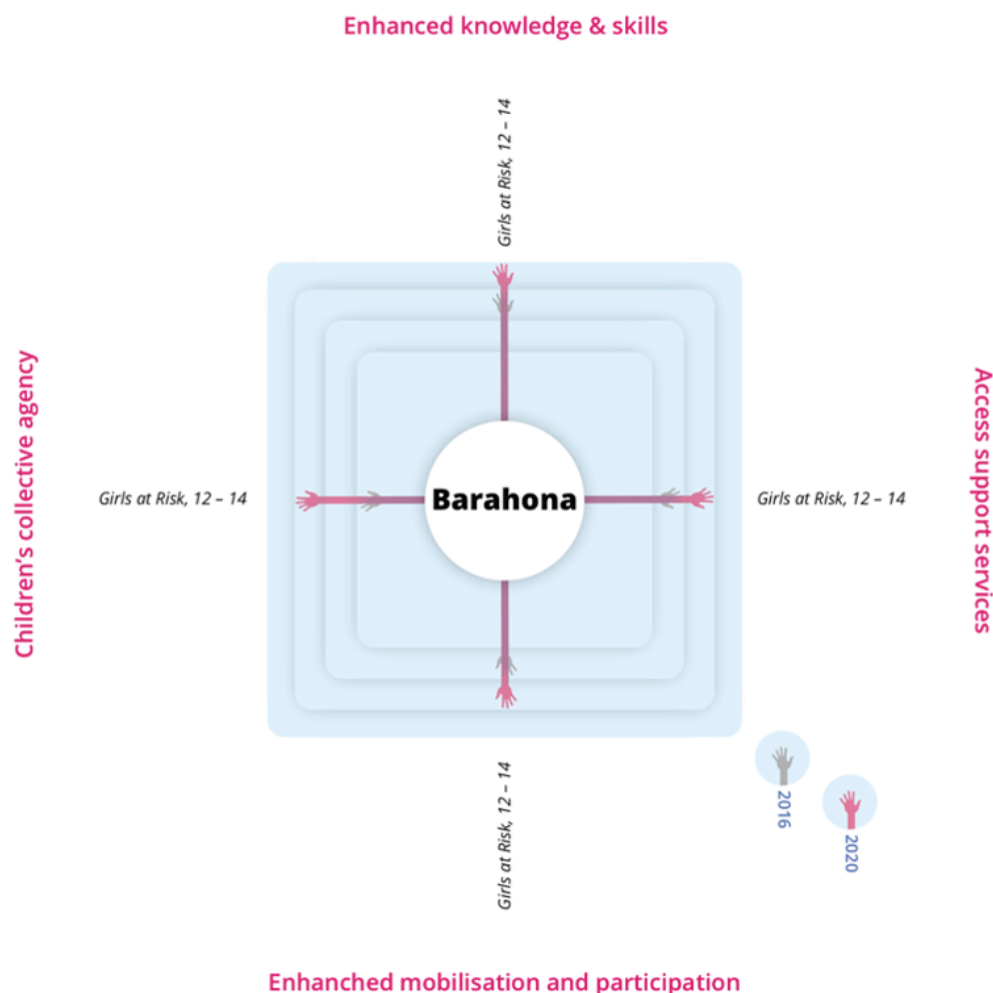
**IO 2** – At present, children have, through NGOs, more access to public health and education services as well as specific activities on their rights. However, these services are not particularly geared towards cases of sexual abuse. The accompaniment from NGOs is more focused on the route to justice (complaints to the Attorney General's Office) and on following up this process.

**IO 3** – Children are more empowered, although unevenly so, to talk about the issue with their inner circle and also outside it. So far they have not reported cases directly themselves but made schools, community, and NGOs aware of the cases. Only the older girls did not mention being involved in these actions.

**IO 4** – Children are much more empowered than in 2016. They know that there is a peer group organised and strengthened on these issues, although not all recognise themselves as part of it. Children do not carry out self-convened activities but are attentive to the calls from organisations that may need their testimony as multipliers, especially for awareness-raising work with other peers in schools.

## Effectiveness: Children Empowerment Boca Chica and Barahona

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Girls are well informed about the risks of sexual abuse of children. In their rural communities, cases of child marriage (from age 12) are more frequent than SEC. As far as SEC is concerned, children are not aware of any cases.

**IO 2** – At present, girls have better access to public services than in 2016. They also participate in NGO projects. As the girls live in rural areas, access to professional support is limited but they know how to access the specialised NGO in case of need

**IO 3** – The girls talk more about CSEC in their schools and families and are much more empowered in their community work than in 2016. They know who to call if they need to report a case of SEC - police, hotline, CONANI.

**IO 4** – The girls are participating much more in awareness-raising activities than in 2016. They are not carrying out self-convened activities, but are attentive to the calls from organisations that may need their testimony as multipliers, especially for awareness work with other peers in schools.

### Comments/additions from the programme team

**IO 1** – We have been implementing training on topics related to SEC prevention systematically, so the awareness must be there but forced child marriage is indeed the most common form of SEC in their reality.

**IO 2** – We agree that children have more access to public services. However, a lack of commitment from the public sector side makes it next to impossible to progress in this area. There are cases of public sector referring victims for the psychological support to the programme local partner in Boca Chica.

**IO 3** – We observed that the method of peer-to-peer multiplication is successful, as children know the ways to lodge complaints. There is also a greater openness and communication within their families and more confidence to talk with their school teachers, but not as much with the authorities of the public sector. In the public sector, the most acute deficiency is attending and responding to reported SEC.

– read more on the next page –

IO4 – We observed high motivation for mobilisation, awareness-raising and a significant increase in the participation of young people in community spaces. There is also increased coordination between groups to generate advocacy and present proposals to local governments. We have seen that it is possible to work more on children's agency without direct support.

#### 4.8.4 Effectiveness: Communities

In January 2017, community leaders from Ojeda town, Barahona province requested direct support to strengthen their community protection network (IO1). As early as 2016, the programme's support of fifteen child protection committees resulted in religious leaders and community members designing action plans for the prevention of SEC in their communities (IO2). In 2017, representatives of the local press in Barahona communicated issues related to SEC and child protection through the media. ETE findings confirm that community members, neighbourhoods, *bateyes* (sugar workers' towns) have been sensitised and can contact the institutions or trusted persons that make up this protection network to report cases.<sup>93</sup> In the last year of the programme, community members indeed have been filing SEC complaints and playing an active role in protecting children (IO3). An ETE respondent – a representative of the media – confirms that in Barahona the awareness of communication professionals has also been raised and there is more attention to reporting cases of SEC by journalists while safeguarding the identities of minors.

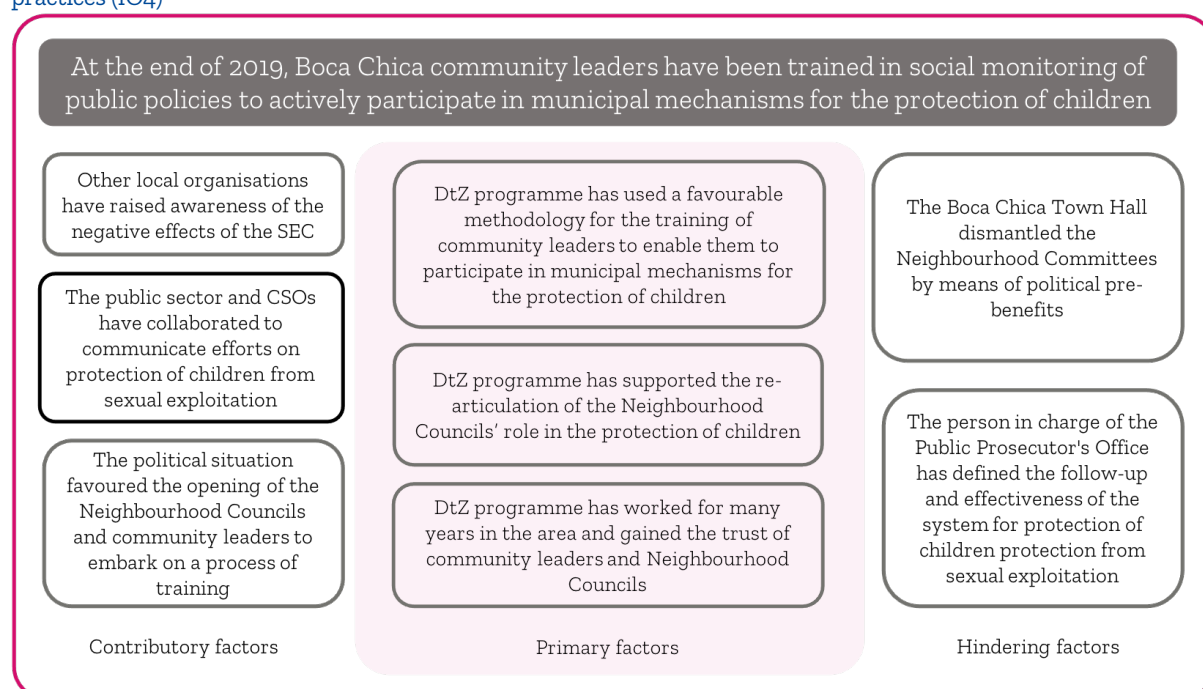
In Boca Chica, both the stakeholders representing state institutions and the community leaders interviewed during ETE highlight that the most widespread form of SEC is the early union between an older man and an under-age girl, a phenomenon that is rather normalised among families. However, communities trust in the DtZ Alliance, based on the many years of the organisation's work in Boca Chica, which has been a solid ground to build on. Early on, the DtZ programme saw promising signs of change. In January-July 2017, the network of community leaders decided to engage in conversations in small groups in the communities with cases of children exploitation identified. In June 2017, after the work with a psychologist, mothers of the Andres community recognised cases of abuses of their children and changed the way of education. In the same year, information on SEC cases started to come in as in March-July 2017, the Director of Pedro Antonio Batista school in Boca Chica requested DtZ programme support to intervene in SEC cases at the community level (IO3). Nonetheless, the reporting of SEC cases has still not become widespread. According to ETE interviews, the reasons are that both government and community representatives are apprehensive to deal with SEC cases, based on the fear of reprisals from alleged perpetrators of SEC crimes and no guarantees of protection from LEAs.

To influence the creation of a conducive environment protecting children from SE, the programme has been working on empowering communities to make use of municipal mechanisms. This is described in the contribution case 6, Boca Chica community leaders being active in social monitoring of public policies (IO4). ETE's analysis of the case illustrates the programme's significant contribution to the high-level result in the communities pathway, a public action against SEC by the community (Figure 10). Due to the reputation and trust gained, the DtZ programme could go on to support the neighbourhood councils as soon as the political situation favoured their opening. With this support, the councils' re-articulated their role in the protection of children. The community leaders have benefitted from an effective training methodology to gain skills and confidence to play a preponderant role in protecting children from the SEC through municipal mechanisms. They now follow up on cases reported to the local authorities, the Public Prosecutor's Office for Children and Adolescents and the police.

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<sup>93</sup> From interviews during the case study in the Dominican Republic.

Figure 10 CA 6 demonstrating significant contribution to community members taking an active part in fighting SEC practices (IO4)



#### 4.8.5 Effectiveness: Governments and LEAs

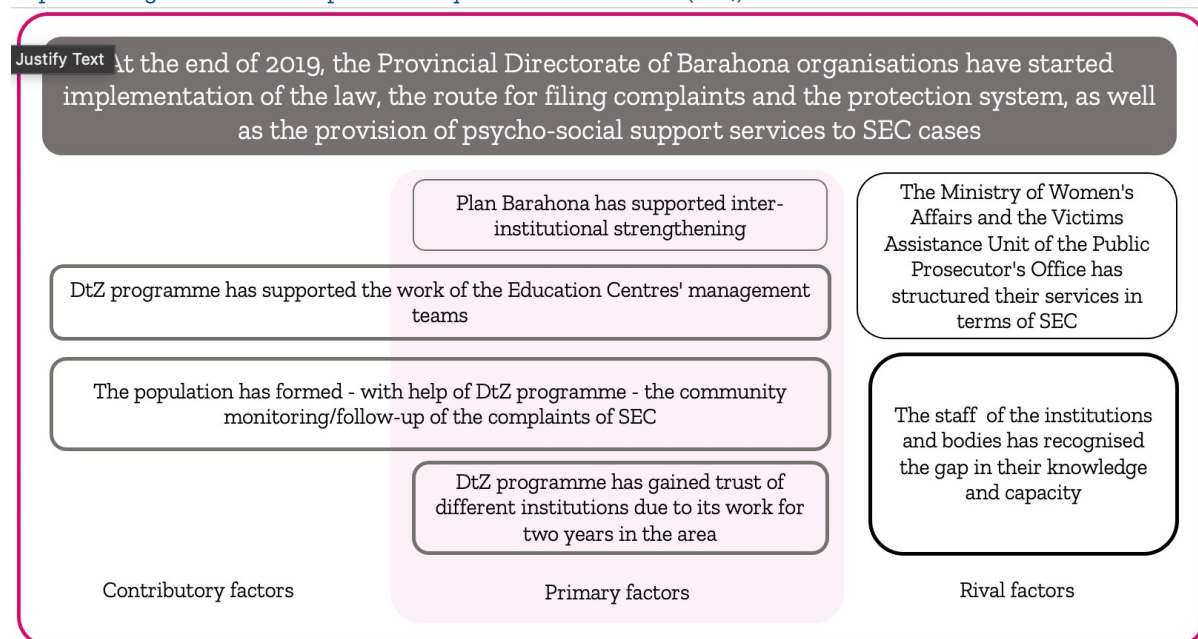
At the local level in both locations – Barahona and Boca Chica – there are Municipal Directories and Local Boards for the Protection and Restitution of Rights, defined by law 136-03 (Child Protection Act). However, ETE findings confirm that the local government in **Boca Chica** is an institution with major weaknesses in the prevention of SEC, with an allocation of only five per cent of its total annual budget to specific programmes/actions for child rights protection, and poor commitment to the protection of children against SE. However, the work is progressing – according to a duty bearer interviewed during ETE – as the situation in Boca Chica has gone from "houses and massage parlours full with underaged girls to individual cases of SE".

A different picture emerges in **Barahona**. ETE contribution case 7 (Figure 11) describes that Barahona Provincial Directorate organisations have started implementation of the law, the route for filing complaints and the protection system, as well as the provision of psychosocial support services to SEC cases (IO4). ETE's CA illustrates the programme's significant contribution to the high-level result in the government pathway and highlights the same starting point as in CA 6, building on the DtZ Alliance reputation and trust with the respective actor, in this case, local government. Another important contribution here is forming and supporting the community groups that monitor/follow-up of the SEC complaints and parallel efforts in supported inter-institutional strengthening. External factors – the Ministry of Women's Affairs and the Victims Assistance Unit of the Public Prosecutor's Office structuring their services to address SEC and openness for staff to ask for capacity development – have been seen and used as opportunities by the programme. In March 2018, the responsible person for Human Resources of the National Police Barahona requested additional training on law 136-03 (code of protection of children) for the whole team. At the end of 2019, the organisations belonging to the provincial directory of Barahona received training by the DtZ programme on the law, the complaint route, the protection system and activating psychosocial support service in cases of SEC, as a final step towards the implementation of these mechanisms.

The law and order in Barahona have been improving. According to the ETE respondent director of a private taxi company in Barahona, the practice of the Prosecutor's Office accepting the parents making deals with the perpetrator of SEC crime has ceased. On the contrary, any family that tries to negotiate with the perpetrator is accused of a crime. The OAG confirms that the complaint

system in place to protect the plaintiff, the CESTUR (tourist police) works well and the staff of the Public Prosecutor's Office is specialised to handle SEC cases.

Figure 11 CA 7 demonstrating significant contribution to Barahona Provincial Directorate organisations implementing the law and the protection system for SEC victims (IO 4)



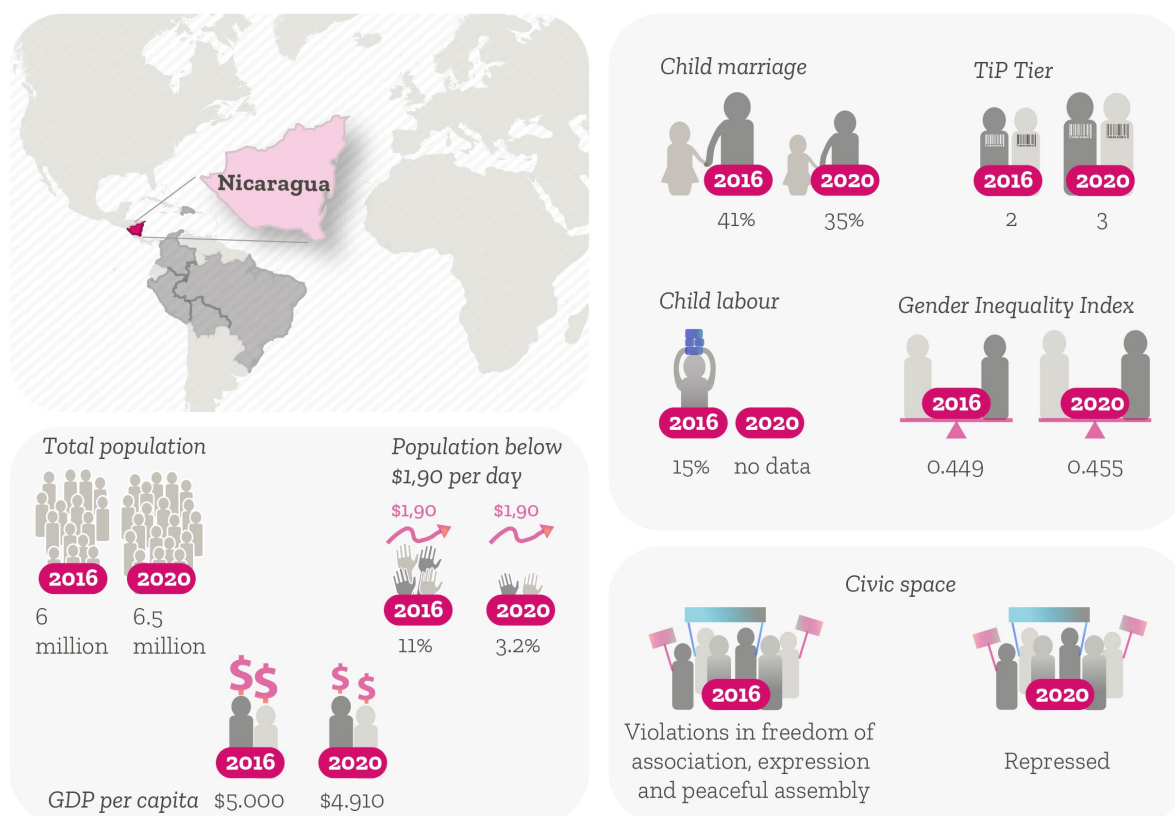
#### 4.8.6 Effectiveness: Private sector

At the beginning of the programme, local hotels in **Boca Chica** participated in the training developed by the DtZ programme to promote prevention and joining The Code or developing a code of ethics (IO1). However, not much follow-up has been seen since then. ETE interviews reveal that even though local hotels have publicly expressed their interest in supporting SECTT prevention initiatives, they are not in a good position to follow up on this as it would affect their income and sales. Indeed, one ETE respondent – a health worker – mentioned that there are still hotels that offer (sexual) services of girls to tourists. However, in the riskiest places such as "Drinks" (local bars) and "Car Wash", the presence of minors is prohibited and – according to the OAG interviewed – constantly monitored by the Prosecutor's Office and CONANI to prevent SEC cases. Furthermore, a more recent request (24<sup>th</sup> April 2020) from the President of the Boca Chica tourism cluster to start the process of complying to The Code is a sign of possible progress in addressing SECTT here.

ETE findings confirm that the business community in **Barahona** is more open to working on the protection of children from SE, due to the DtZ programme work done with hotels and restaurants. According to respondents, two (small) hotels and one restaurant even have policies of checking whether an adult accompanying an underaged girl visiting their establishments is related to her (IO4).

The largest tourist-oriented hotel development in the area is Perla del Sur, which has adhered to The Code and promotes mechanisms protecting children from SE (IO2). In Barahona, most tourism is domestic and the SEC surveyed so far are only linked to child marriages. However, since the new government has openly declared its intention to launch Barahona-Pedernales as a new international tourist hub, the Perla del Sur hotel has started acting to prevent the location becoming a SEC tourist destination as it is happening in other areas of the country, namely Boca Chica and Sosua. Through the tourist cluster in Barahona, which is an important partner in the DtZ programme, the Hotel La Perla del Sur hotel has started collaboration with the programme. Based on this collaboration, DtZ supported the hotel to train small hotels in developing tourist activities towards family tourism and away from being a target for child sex tourism.

## 4.9 Latin America: Nicaragua



### 4.9.1 Relevance: Changes in the programme environment

**Context:** By 2020, Nicaragua's population has slightly increased by half a million from six million in 2016. The number of persons living in poverty has seen improvement since 2016: in 2020, only 3.2 percent of population lives below \$1.90. Since April 2018, the country has been immersed in a serious socio-political crisis, characterised by social protests, government repression, and many fatalities and detentions of those accused of terrorism and participation in an attempted coup. To date, the government's violent response to the social protests has led to the deaths of 328 people (including 21 police officers and 24 children) and left almost 2,000 injured, as well as causing the arbitrary dismissal of hundreds of healthcare professionals and involving the deprivation of liberty for more than 777 individuals.<sup>94</sup> This has strongly contributed to the de-prioritisation of SEC.

Nicaragua has remained in tier 2 of the watch list until 2019. In 2019, the TiP report highlighted that Nicaragua was only granted a waiver from an otherwise-required downgrade to tier 3 because the government has devoted sufficient resources to a written NPA. The year 2019 has not been marked with the Nicaraguan government making significant efforts to fully meet the minimum standards for eliminating trafficking and Nicaragua was downgraded to tier 3 (TiP report 2020). The lack of action pointed out in TiP reports (2019 and 2020) lies in areas of prosecution/conviction of traffickers and identifying fewer victims. Officials within at least four of the government agencies in the National Coalition against Human Trafficking (NCATIP) have been perpetrating, leading, or authorising human rights violations, contributing to an environment of impunity and reducing the likelihood of victims reporting trafficking of persons<sup>95</sup>.

**Civic space:** Nicaragua's civic space is currently rated as 'repressed' by Civicus. In August 2018, an escalation of the government's reaction to popular protests in April of the same year by the killing

<sup>94</sup> [http://www.oas.org/en/iachr/media\\_center/PReleases/2020/080.asp](http://www.oas.org/en/iachr/media_center/PReleases/2020/080.asp)

<sup>95</sup> <https://www.state.gov/reports/2020-trafficking-in-persons-report/nicaragua/>

of 300 people while hundreds were kidnapped was a reason for Nicaragua to join the global watchlist of countries where civic freedoms are under serious threat. In December 2018, Nicaragua's parliament voted to cancel the legal registration status of nine CSOs, which was perceived as an affront to the right to freedom of association and condemned by Civicus.<sup>96</sup> In April 2020, two years into the human rights crisis in Nicaragua, the Inter-American Commission on Human Rights (IACHR) confirmed that the fifth phase of state repression is consolidating in the country. This includes more intense surveillance, harassment, and selective repression against individuals who are believed to oppose the government, as well as acts of violence in rural areas and against indigenous communities.

#### 4.9.2 Relevance: Effects of and adjustments to the changing environment

Despite the political crisis since April 2018, the programme has reported (2018) some progress in relations with local government including the formal recognition of the programme partner. However, work on SEC has remained challenging with pervasive uncertainty and difficulties reaching a peace agreement between the government and the opposition. Among the repercussions affecting the programme are the migration of 62,000 Nicaraguans,<sup>97</sup> the closure of small and medium enterprises (SMEs) causing the loss of more than 157,000 formal jobs, the increases in the informal sector and the costs of the basic needs as well as the breach of children's rights.

The programme also noted a loophole created by the procedural changes promoted by the Ministry of Family in 2019. This procedural change stipulates that a family must report a SEC case which is in contradiction with the reality that many such cases are committed and/or promoted from families themselves. Therefore, this change in the legal framework has reportedly affected the programme's ability to support child survivors from such backgrounds.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
ICCO	Tesis	Trafficking for sexual exploitation, SEC in tourism	373,077

#### 4.9.3 Effectiveness: Children empowerment

Following the DtZ Nicaragua training of boys and girls on SEC, youth organisations have been formed in the San Rafael del Sur municipality (IO2). In 2018, some of them participated in awareness-raising activities with the private sector (IO4). In 2019, these youth organisations – in coordination with the community protection committee against SEC – conducted awareness-raising actions for children in their communities. In 2020, many children have actively participated in the multisectoral group comprising community leaders, public sector, churches, the private sector that worked on the prevention of sexual violence in the Masachapa community.

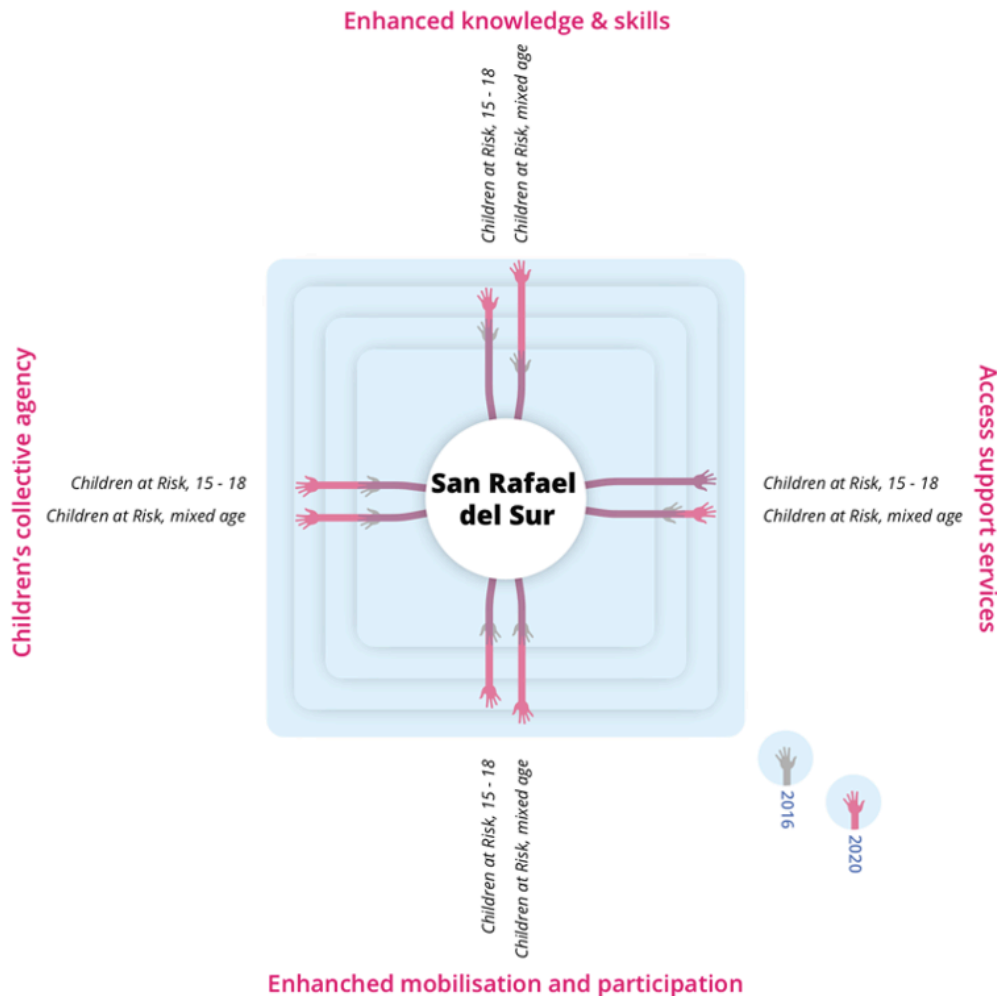
From July 2017 to July 2018, boys and girls identified and registered SEC risk areas. For the prevention of SEC, they have shared this information with other communities in the municipality of San Rafael del Sur. During 2018-2020, a number of children survivors and at high risk of sexual violence and abuse have decided to return to formal education (by distance learning) or use SRH programmes in San Rafael del Sur. In 2019, SEC survivors accessed legal assistance services both with the DtZ programme and by themselves (IO1). In 2020, survivors from the Masachapa, Pochomil and Madroñal communities dissociated themselves from SEC dynamics and started the process of social reintegration, putting into practice their developed life projects (IO4). In 2020, girls and boys who received training in the programme were actively participating in the construction of the ethical regulations against sexual violence of the *Mujeres al poder* (Women to power) cooperative of women fishermen in Masachapa. Participants of the Adolescents Club promoted by the Ministry of Health of San Rafael del Sur have been developing actions for the prevention and promotion of SRH in educational institutions.

<sup>96</sup> <https://www.civicus.org/index.php/media-resources/news/3677-government-shuts-down-civil-society-organisations-as-part-of-ongoing-campaign-of-repression-in-nicaragua>

<sup>97</sup> <https://www.unhcr.org/news/briefing/2019/4/5cb58bd74/year-nicaragua-crisis-60000-forced-flee-country.html>

## Effectiveness: Children Empowerment San Rafael del Sur

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – Both mixed groups of children are knowledgeable about SEC and sexual abuse. The younger children are clearer about the differentiating types of abuse. They also are more confident in talking about it than the older children.

**IO 2** – Children have access to public health and education services, in line with the accessibility possible in the rural area where they live. The distance from the city prevents them from accessing certain types of services, including the police. But, they do know whom to approach in case of need.

**IO 3** – Children and young people discuss the issue of child labour in their families and schools. The younger children are a bit more confident. They know where to lodge a complaint, have trust in their families and community leaders. They prefer to approach the NGO first and to be accompanied to the police if the direct contact with police is necessary. Children, in general, have trust issues with the police because of the impunity of the perpetrators and the blame placed on the children. No example of a reported SEC case is mentioned.

**IO 4** – Children are organised in groups by the NGO. They collaborate in spreading the information on SEC among peers. Especially the younger children show extreme consciousness about their role as 'communicator' and are eager to increase their knowledge. There is no information on lobbying government bodies (outside school) and the private sector.

### Comments/additions from the programme team

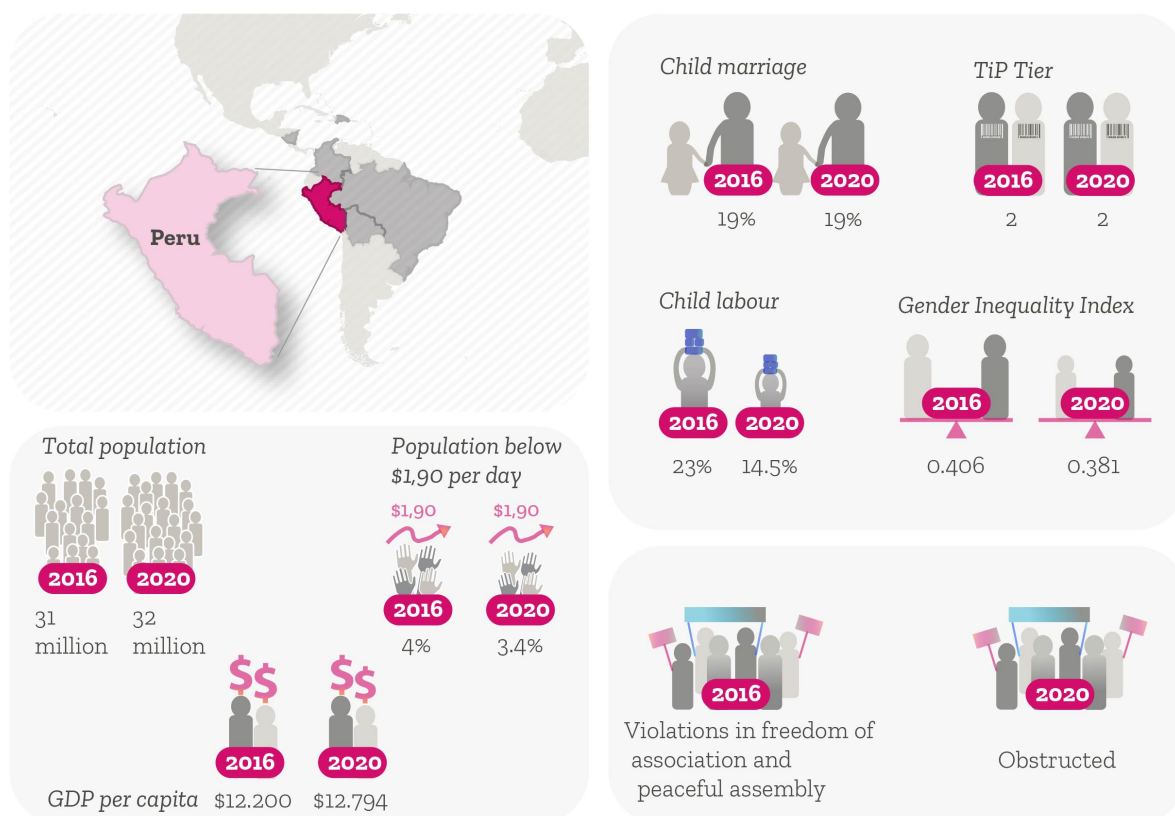
We expected children and adolescents to have improved their knowledge, and surprised to see that group with younger children have displayed more knowledge and confidence. This shows that although they are younger, they are less at risk. We expected to see a lack of confidence in institutions related to reporting and handling cases of sexual violence. The finding of the disparity in access to services between children in the most urban areas and those in rural areas is also in line with our observation.

– read more on the next page –

We explain the fact that there is less knowledge on how to advocate state institutions by the current socio-political context. We deliberately did not involve children in advocacy actions for their own safety. In Nicaragua, it is not currently possible to speak up in public without personal repercussions, as the government perceives advocates as being their enemy. Instead of lobbying, as part of the sustainability of the network, the children form part of the club of MINSA. They take on a protagonist role in their communities in teaching their peers.

In addition to the CE measurement, we observe that children demand spaces for participation within organised actor groups, taking up the challenge to break cultural barriers where adult reasoning (and being right) prevails. They recognise themselves as being part of the reporting route, referring cases to the protection committee. Children are capable of communicating and making sexual crimes visible.

## 4.10 Latin America: Peru



### 4.10.1 Relevance: Changes in the programme environment

**Context:** Peru is a very diverse country, the third-largest in South America, with the oldest civilisation in the Americas. Throughout the 20<sup>th</sup> century, Peru endured armed territorial disputes, coups, social unrest, internal conflicts as well as periods of stability and economic upswing. In 2016-2020, Peru has experienced a minor increase in population, while between 2016 and 2019 more than 700,000 Venezuelans fleeing the humanitarian crisis entered the country. There has also been a slight increase in wealth measured by GDP per capita and an improvement in the scope of child labour, decreasing from 23% in 2016 to 14% in 2020.

In 2018, there was a change of the president of the Republic due to corruption scandals. In October 2019, the growing tension between Congress and the central government resulted in the dissolution of parliament until the January 2020 elections. During this time, the fight against corruption persisted through the investigation of various cases of national dimension. Early in November 2020, Peru's congress voted to remove President Martín Vizcarra in an impeachment trial over corruption allegations. Peruvians took to the streets to protest against the abrupt removal of the president, which led to clashes with the riot police in Lima and very recently deaths of demonstrators, piling pressure on a fragmented Congress and the new government.

Peru has been in tier 2 without change since 2012. Among the government's recent efforts to respond to trafficking and SEC are convicting an increased number of traffickers, the identification of victims and opening of a new shelter for trafficking victims. However, the government has reduced its anti-trafficking budget, and many ministries have reported a lack of adequate funding to fulfil their anti-trafficking mandates, particularly victim protection.

**Civic space:** Peru's civic space is rated as 'obstructed'. CSOs have been raising alarms over incidents of intimidation of environmental rights defenders and the violent repression of protests organised by trade unions (e.g. copper mines of Tía María and Las Bambas). The most recent concern is

related to the declared state of emergency on account of the Covid-19 pandemic in March 2020, significantly reducing the freedom of movement. Also, on 27<sup>th</sup> March 2020 Congress passed a police protection law – according to OHCHR violating international human rights rules and standards – which exempts from criminal liability all security force personnel who cause death or injury while on duty.

#### 4.10.2 Relevance: Effects of and adjustments to the changing environment

Following political changes in 2018, the confrontation between the Ministry of Education and the Parents in Action group asking to suspend the application of the Gender Equality approach in the National Curriculum has delayed the programme's work on the issue of equal opportunities in educational, family, work environments and the vulnerability of violence and sexual harassment.

On the other hand, in 2018-2019 significant progress was made in approving legislation conducive to the programme work such as (i) bill No. 1536 addressing SEC with a business perspective that moves the perpetrator, (ii) modifications to Law No. 30838 for the prevention and punishment of crimes against sexual freedom and indemnity, (iii) Legislative Decree No. 1410 approving a mandatory CoC for tourism service providers, and (iv) promulgation of Law No. 30963, which modifies the criminal code to protect girls and boys from the crime of SE.

To respond to the migration crisis, the largest number of Venezuela migrants being based in Lima with many of these families as well as children living on the streets and being at risk of SE, the programme has been working with migrants in Lima.

Alliance partners	Local (implementing) partners	Specific type(s) of SEC	Budget (€) 2016-2020
ICCO	Capital Humano y Social (CHS) Alternativo	Trafficking for sexual exploitation, SEC in tourism	446,169

#### 4.10.3 Effectiveness: Children empowerment

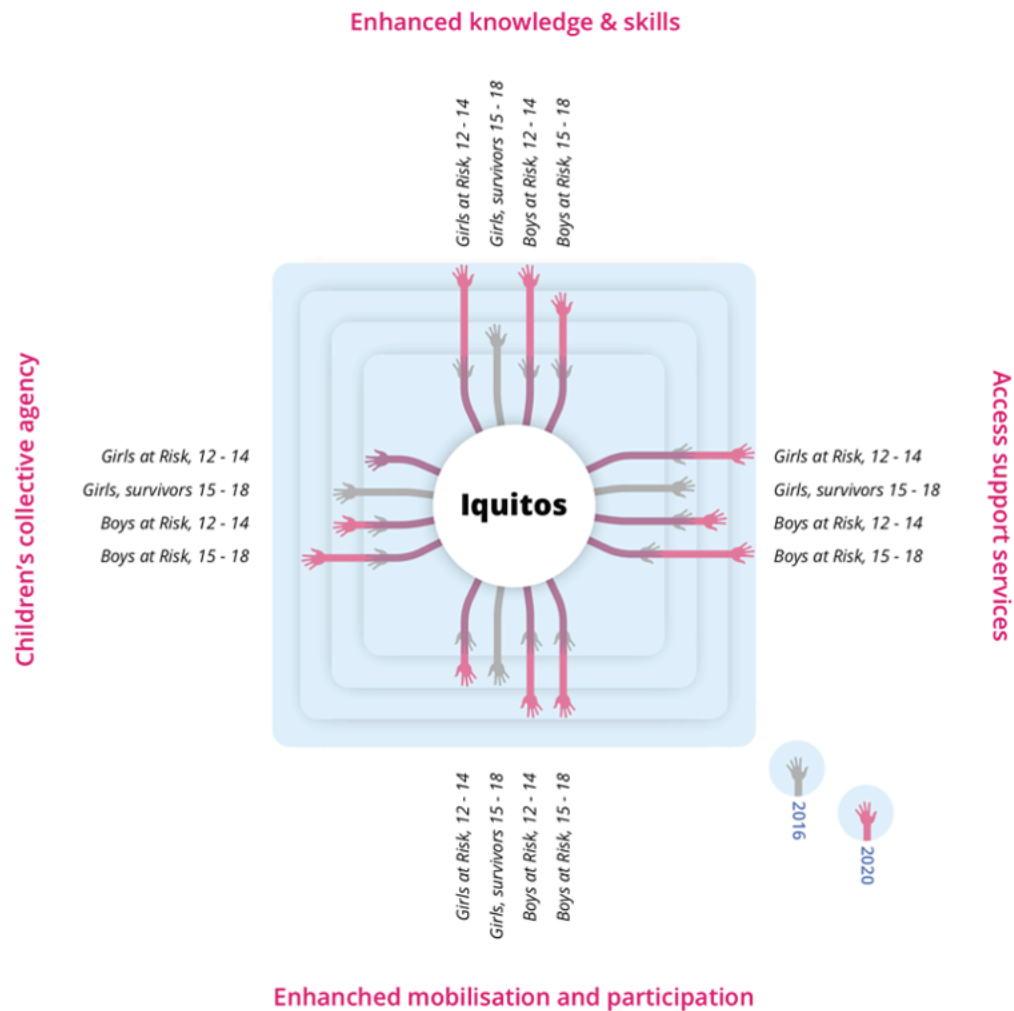
Due to DtZ Peru's work, many children have organised into and remain active within youth organisations that address SEC (IO2). Since 2018, in Iquitos, leaders from the Prevention Committee have been conducting awareness activities for community members. In 2019, youth from Iquitos developed prevention strategies with the protection committee through the development of murals and a rap song. Despite the Covid-19 pandemic hitting Iquitos hard in 2020, the group of young leaders continued to act. One example of their work is the Fly Free Movement, an intersectoral space that fights against SECTT, where the young leaders have presented the results of their work from the last five years.

Another example of an active group is the Carabayllo group of leaders. As of February 2020, representatives of the group participated in the National Assembly of the Consultative Council for Girls, Boys and Adolescents (CCONNA) of the Ministry of Women and Vulnerable Populations (IO4). As a result of this event, CCONNA decided to prioritise the SEC issue on its agenda. Between April and August 2020, a group of leaders from Carabayllo have created and broadcasted a radio spot on Radio Comas – with outreach in Northern Lima – to prevent OSEC during the pandemic.

In May 2020, the Adolescents in Action Creating Hope (AACE) youth organisation – integrating the youth participation axis of the Carabayllo Mental Health Board – advocated with the Commission of Female Adolescent Leaders of Lima and the Management of Women of the Municipality of Lima on the protection of the right of children during the current pandemic. In June 2020, AACE joined various children groups in Peru to launch a statement on the structural problems that girls and boys face in the country in the Covid-19 context. In July and August 2020, AACE joined forces with other youth organisations in the Carabayllo district to design a campaign to disseminate the results of an opinion poll of more than 1,000 children on the violation of the rights of children during the pandemic.

## Effectiveness: Children Empowerment Iquitos and Lima

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

**IO 1** – At present, children know more about SEC and protection options than in 2016. Yet, their mothers are their most important protectors. Older children are less aware of possible protection options.

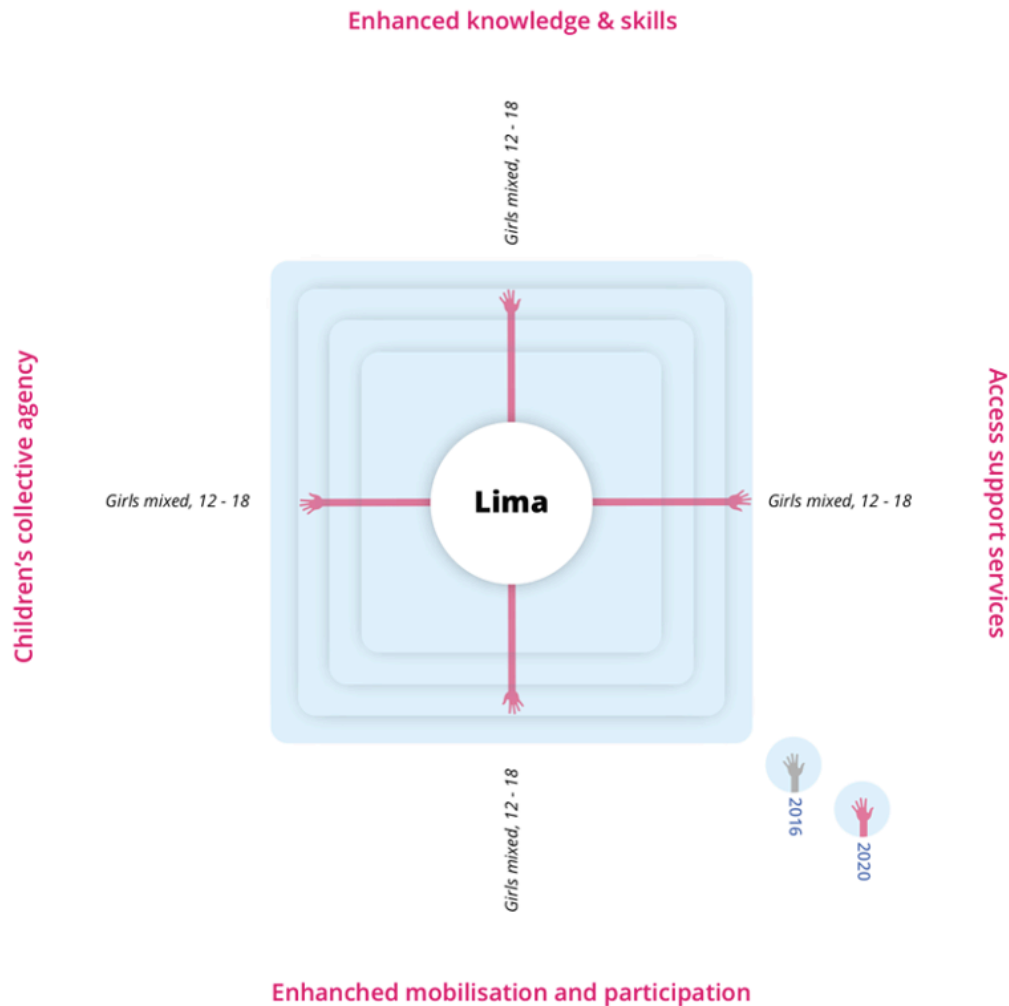
**IO 2** – Children have access to a wider range of professional services, such as specialised health services, especially through schools. They have access to information about their rights through DEMUNA or MIMP. The children receive much training on rights and leadership to guide others and become leaders on this issue.

**IO 3** – At present, children are looking for more support than in 2016. They seek such support mostly from their parents, girls especially – from their mothers. Older children also look for support from a teacher. Children have trust issues with the police because of the tremendous corruption they observe. Children hold back risks/cases from their families for the fear of harm the perpetrators could bring to their loved ones. Children see DEMUNA and MIMP treating them well.

**IO 4** – Here, compared to girls, the boys have increased their participation in raising awareness and defending their rights. The younger children participate more in their communities, mobilise their peers and disseminate information. The older children collaborate directly with the schools and the NGO CHS Alternativo.

## Effectiveness: Children Empowerment Iquitos and Lima

Scores of CE measurement, 2016 and 2020



### Explanation of CE measurement

In addition, CE measurement with children was conducted in Lima, although there is no baseline data exist for this group. The findings are as follows:

**IO 1** – The girls are well informed about their sexual and reproductive rights and its relation to SEC. They know how to act in a case of SEC, but are not fully aware of the protection mechanisms, although they do know about the agencies involved.

**IO 2** – The girls have access to public professional services and specialised services in the schools.

**IO 3** – The girls talk freely about the issue within their family and with their peers. Their preference is to approach their parents to alert them of a SEC case. The girls need to be accompanied to report to official agencies. They feel that the police is difficult for them to reach.

**IO 4** – The girls are involved in activities within their community and give training to other adolescents. The campaigns in which they participate are organised by the NGO and government bodies such as MIMP and DEMUNA.

### Comments/additions from the programme team

**IO 1** – We observe that the expected level for knowledge and skills has been reached and are surprised about the level reached by the younger age group. We expected a higher level of development in mobilisation and participation and agency, especially in Lima. We see that the unique creative and participatory methodology with school teachers had the desired effect. We also notice that the well-structured way of working with school teachers has made it possible for the 12-14 yrs old adolescents to become well-informed and skilled.

**IO 2** – In Iquitos, there is a protection committee that supports the achieved activities and access to services. We stress that to empower the children and adolescents, the actors in charge of services at the community level need to be more active. We see that there has been a systemic change in providing services: the sustainability is built by the work on protection committees and the families.

– read more on the next page –

*IO4-* In Lima, there has been a self-organisational process of capacity building and interventions that differ from those in Iquitos. In Lima, the children have their organisation to make their own decisions, while in Iquitos such a process has not been (yet) put in place. In Lima, although they are well empowered at the organisational level, they still need support and technical assistance with the procedures to approach authorities and other external key actors. Moreover, for the peer-to-peer replication, we believe that they need to develop capacities in “soft” skills such as leadership.

#### 4.11 International programme

The international programme – i.e. the work of ECPAT International on the private sector and with CSOs and intergovernmental bodies – was captured within the ToC of the Thailand country programme at the start of the DtZ programme. After reflection and evaluation in 2018, it has become an independent programme, with its own ToC approved in January 2019. In essence, the international programme’s ToC focuses on the changes in the private sector pathway of the DtZ “mother” ToC, translating the desired changed into the language that speaks to this programme (see IOs below). In addition to the prominent private sector pathway, the international programme’s ToC shows its envisaged contributions to (a) DtZ CSO partners, specifically the guidance for them to engage with the industry, and (b) international and regional intergovernmental bodies applying policies, plans of action, and protocols to effectively address SEC.

ECPAT International has been the sole implementer of this programme, while closely collaborating with the DtZ partners at in-country levels. A large bulk of the international programme’s work has been on raising awareness on the SECTT and promoting industry standards launched in 1998, namely the CoC for the Protection of Children from Sexual Exploitation in Travel and Tourism (The Code).

The international programme has built its work on the core publication of the [Global Study](#) on SECTT, which brought this gross violation of children’s rights into the light and set out [recommendations](#) that require concerted action and provided a roadmap for it. The key event that launched more at-scale work in the DtZ programme was the International Summit on Child Protection in Travel and Tourism, organised by the Colombian government institutions and ECPAT Colombia in Bogotá in June 2018.

The progress made along the pathways of the international programme ToC – stemming from this high-level commitment and supported by the continuous dedicated attention of the DtZ programme – is seen mostly in IO1 and IO2 as follows:

##### *IO 1 – Industry sectors enter into dialogue with CSOs regarding prevention of and detecting SEC and develop child protection standards.*

Advocacy work at the global level with the World Tourism and Travel Council (WTTC) representing the travel and tourism private sector globally has been successful. A first positive sign was that WTTC – at its Global Summit in April 2018 in Buenos Aires – decided to include SECTT as a topic on their agenda. WTTC has subsequently actively participated in panels and sessions of the International Summit on Child Protection in Travel and Tourism in June 2018 in Bogotá and it has formed a Human Trafficking Taskforce comprising eighteen leading travel and tourism companies, which was launched at WTTC Global Summit 2019 to help the industry prevent and combat human trafficking, including of children for sexual purposes. Finally, WTTC has invited the DtZ programme to speak at the plenary session and co-organise a side event between the private sector and CSOs on preventing SEC during the Global Summit 2020, scheduled on 22<sup>nd</sup>-23<sup>rd</sup> April 2020 in Mexico, which was postponed until further notice due to the Covid-19 pandemic.

In June 2018, at the International Summit on Child Protection in Travel and Tourism, the China Chamber of Tourism committed to raising awareness about child protection among all 6,000 of its members and customers. In July 2018, after participating in the training of the DtZ programme in

Bangkok, Dusit International – one of the largest international hotel chains based in Thailand – applied to become a member of The Code.

In July 2018, the training provided by the DtZ programme to the Global Sustainable Tourism Council (GSTC) – which manages the global baseline standards for sustainable travel and tourism and acts as the international accreditation body for sustainable tourism certification – has been followed up with a discussion to sign an official MoU for the DtZ programme to partner with GSTC and review the accrediting indicators linked with child protection. In 2019, the GSTC signed the MoU with ECPAT and The Code, including the revision of the GSTC destination criteria for private sector companies.

By 2020, the advocacy work that started in March 2018 with hospitality training schools – particularly IECD (South-East Asia) – has gradually led to the development of a guide for trainers working with tourism and hospitality students on child protection in travel and tourism. The guide is undergoing final review and will be published by IECD in late 2020.

*IO2 – Targeted private sector industries – the tourism industry, and at least two other sectors – develop a child-friendly relevant CoC or child protection standards and develop child protection policies on preventing the SEC.*

The Code welcomed 58 new companies as members in 2018, including Uber and American Airlines, thanks to reporting about which cases of SEC have been successfully prevented. In 2019, membership of The Code has further increased, reaching 372 companies.

In June 2018, during the 74<sup>th</sup> Annual General Meeting of the International Air Transport Association (IATA), a resolution denouncing trafficking in persons, and committing to a number of actions related to anti-trafficking initiatives was unanimously approved. ECPAT's advocacy work with several representatives of IATA for the implementation of child protection measures – specifically meetings and contacts during the “Madrid Transition Meeting” in 2017 and in January 2018 – has reportedly contributed to this resolution approval.

In January 2020, the revised criteria of GSTC were published. The Code has been included as a practical measure to implement GSTC criteria. In April 2020, the GSTC organised a webinar for its members on preventing SEC, delivered by ECPAT and The Code. Moreover in early 2020, as a result of successful targeting of a rapidly growing Meetings, Incentives, Conferences, Exhibitions (MICE) sub-sector of travel and tourism, event planning companies PRA<sup>98</sup> and SITE Florida/Caribbean<sup>99</sup> became members of The Code. Furthermore, in April 2020, Booking.com made an official application to become a member of The Code. The way to this was paved by the initial discussions with ECPAT Netherlands in September 2019 and a subsequent meeting in February 2020 on possible membership structures.

*CSO pathway: Support in establishing a dialogue with the Private sector*

It should first be mentioned that many DtZ partners have become LCR and supported The Code member companies with training and technical assistance in the DtZ countries (see the private sector pathways in case countries for more information). Overall, 90% of The Code member companies are based in countries where LCRs are present, which demonstrates a key role of the CSOs in engaging the private sector. Notably, CSOs becoming LCRs was possible through the guidance provided by the international programme.

Further, through the organisation of regional meetings, webinars and a working group, the DtZ programme has continued to provide support to the country programmes to sensitise companies and assist them in developing ethical policies related to SEC. This support resulted in a publication

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98 [www.pra.com](http://www.pra.com)

99 <https://sitefloridacaribbean.org/>

on effective ways to engage the private sector (2019) and translation of Global Study documents in Bahasa, Thai, and Spanish.

#### *Intergovernmental pathway: Work with international governmental bodies*

Starting with the raising awareness at the 2017 Global Assembly of the World Tourism Organization (UNWTO) in Chengdu, China, and at the closing ceremony of the International Year of Sustainable Development in Geneva in December 2017, the DtZ programme continued to advocate with UNWTO for the conversion of the Code of Ethics for Tourism into an international convention. The convention was first expected to be adopted at the UNWTO General Assembly in April 2018, but it was postponed to the next General Assembly. On 15<sup>th</sup> September 2019, during the General Assembly, the UNWTO approved the transformation of the Code of Ethics for Tourism into an international convention, known as the UNWTO Framework Convention on Tourism Ethics, which offers a binding tool for the travel and tourism sector to protect children from SE.

#### *Intergovernmental pathway: work with regional governmental bodies*

At the regional level, the DtZ programme supported the Regional Action Group of the Americas (GARA) in Latin America, and ASEAN Inter-Parliamentary Assembly (AIPA) and the Southeast Asia and South Asia Initiative to End Violence Against Children (SAIEVAC) in South Asia.

In November 2019, GARA – which gathers the Ministries of Tourism from the region – took the decision to include in its plan of action a commitment to incorporate national reporting mechanisms into a global reporting platform and contribute to research on child protection codes of conduct in the region. This was possible thanks to the DtZ programme's inputs as an observer to the meeting, as well as the overall work of GARA.

In September 2017, during their General Assembly, AIPA passed a resolution on formulating and implementing a project on strengthening legal frameworks to protect children from SECTT in the region. In June 2019, during the 10<sup>th</sup> AIPA Caucus meeting, parliamentarians from ASEAN countries unanimously adopted the SECTT 24-point legal checklist, a tool designed to guide national legislation to further protect children from exploitation. The checklist aims to harmonise country-level laws proposing concrete measures towards ending SEC in the region.

Since August 2017, with the DtZ programme support, in Sri Lanka SAIEVAC has been in the process of developing and approving the regional strategy to end the SEC. The official adoption of the strategy was expected in 2020. On 12<sup>th</sup> June 2020, the UN Virtual Forum on Responsible Business and Human Rights – organised by the United Nations Development Programme (UNDP) and UNICEF – hosted a session by the DtZ Alliance, during which the representatives of UNICEF Cambodia, ECPAT, SAIEVAC, GSTC, and Sampan Travel from Myanmar discussed the restart of tourism in the Asia-Pacific region while managing its adverse impacts on child rights.

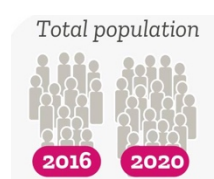
Finally, the DtZ international programme has been continuously raising awareness with its online resources. Following the call for action from the International Summit on Child Protection in Travel and Tourism of 2018, ECPAT launched a website that serves as a repository of research and resources on SECTT and the widespread reach (with over 1,000 subscribers and 100,000 views a year) of a quarterly newsletter. This is coupled with the awareness-raising through The Code website, which had over 253,207 views by over 26,000 users from 180 countries during the period from January to June 2020 (85% of which were new users). It is believed that there is increasing public awareness about the issue, as a result of this and complementary social media outreach.

## 5 SUMMATIVE FINDINGS AND CONCLUSIONS

In this section, we present summative findings on relevance and effectiveness, derived from the country-specific descriptions presented in the previous chapter. The section further continues with the findings and conclusions on sustainability and efficiency in terms of the alliance dynamics.

### 5.1 Relevance

How has the overall programme environment changed in DtZ programme countries since 2016, including the prevalence of SEC and other macro-indicators defined during the baseline: total population, population below 1.90\$ per day, GII, child marriage, TiP tier and the state of civic space?



In all ten DtZ programme countries, the **total population** has been increasing on average by 5%. The natural population growth has been augmented by massive migration during the last five years. Among the DtZ countries, the most strongly affected are LATAM countries. Due to Venezuela's continued humanitarian crisis, during 2015-2019, the number of Venezuelan migrants in Colombia increased from 110,000 to 1.6 million (including 220,000 children),<sup>100</sup> while between 2016 and 2019, more than 700,000 entered Peru. The scale of migration is difficult to handle for the recipient governments and large numbers of Venezuelan migrants end up living in poor conditions, increasing – among others – migrant children's vulnerability to SEC.



While the population has increased, the economic growth – when present – has not translated into a reduction in poverty and inequality. On the contrary, **poverty** (measured by the percentage of the population living on less than \$1.90 a day at 2011 international prices<sup>101</sup>) has been increasing by as much as 21% in some countries (India), and in the range of 2-8% in others. While the international poverty line has reflected a general picture in the country, location-specific reports have revealed that in rural/poor/marginalised communities the poverty has been higher than the national average. The trend of marginalised groups falling deeper into poverty has been further challenged with Covid-19 measures, e.g. after two months of the lockdown in India, it was observed that 122 million people – around 75% of the small traders and daily wage labourers – had lost their jobs. The United Nations Economic Commission for Latin America and the Caribbean has predicted a negative growth of at least five per cent in Bolivia, with an increase in poverty of around four per cent, equivalent to almost half a million Bolivians. The economic instability of the population has been (and will continue) directly affecting children, making them increasingly vulnerable.



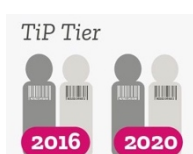
Further, a comparison between 2016 and 2020 data of the **Gender Inequality Index** – the percentage of potential human development lost due to gender inequality, measured in three aspects of human development: reproductive health, empowerment, and labour market participation – enables observing that the disparity between men and women in DtZ programme countries has remained more or less the same as during the baseline. It ranges from 0.04 (high equality in Colombia, close to 0 indicating a situation where women and men fare equally) to 0.50 (poor equality in India, halfway to 1, indicating a situation where men or women fare poorly compared with men in all dimensions). On top of this measurement, there are reports of changing socio-political contexts affecting gender equality, especially endangering the position of women and LGBTQI in countries where political changes have taken a turn towards more centralised power/control. During the programme duration, an overall increase in violence has been seen in some DtZ programme countries, as demonstrated in the previous chapter.

<sup>100</sup>UNHCR, March 2020

<sup>101</sup> <https://databank.worldbank.org/source/world-development-indicators>

SEC prevalence has not decreased since 2016, as demonstrated by available data – albeit which is inconsistent for faultless comparison – for three out of four case countries presented in the "country pages" of Colombia, Indonesia, and Thailand. Moreover, according to the DtZ Alliance research for their new programme,<sup>102</sup> Covid-19 has enhanced the vulnerability of children to SEC, due to the following factors:

- Disruptions of and reduced access to services for child protection and vital support and health services;
- Deteriorating home situations such as loss of parental care due to death, illness or separation, placing children at heightened risk of neglect, violence and exploitation;
- The shutdown of the travel and tourism industry, resulting in job losses and increased household poverty;
- Increase in OSEC;
- Systemic gender inequalities and injustices exacerbated by the pandemic.



In comparison with the baseline, only two out of ten countries – Thailand and the Philippines – have improved their **trafficking in persons (TiP) ranking**, i.e. the ranking of governments based on perceptions of their efforts to acknowledge and combat human trafficking, published annually in the TiP Report by the US State Department's Office to Monitor and Combat Trafficking in Persons. By 2020, there are two countries in tier 1 (the highest ranking): Colombia, which has remained in this tier since 2016, and the Philippines, which moved from tier 2 in 2016. As for the lowest ranking among the DtZ countries – tier 3 – Nicaragua has worsened its position by moving from tier 2 in 2016 to tier 3 in 2020 due to lack of action in 2019-2020 in areas of prosecution/conviction of traffickers and identifying fewer victims.<sup>103</sup> Meanwhile, Thailand moved from tier 3 in 2016 to tier 2 watchlist in 2018 and tier 2 in 2020, as the Royal Thai government has increased efforts to address human trafficking, including coordination with foreign governments to deny entry to known sex offenders.<sup>104</sup>

Further, some DtZ countries have been struggling with their continuous efforts and are now on the tier 2 watchlist. One of them is Bolivia, which went down from tier 2 in 2016 to tier 3 in 2018, and after a serious effort in investigating and convicting traffickers as well as an identification and referral system for victims, it went up to the tier 2 watchlist in 2019. Another is the Dominican Republic, which was downgraded to the tier 2 watch list due to neglect/lack of serious effort in several areas in 2019, among them reporting on the outcome of investigations into cases of official complicity in trafficking and conviction of fewer traffickers than previous years. Peru has been in tier 2 without a change since 2012, still demonstrating efforts that keep the country in this tier in 2019, such as convicting an increased number of traffickers, identification of victims and opening of a new shelter for trafficking victims.<sup>105</sup>

Although not meeting the minimum standards for the elimination of TiP, some of the DtZ programme country governments have been demonstrating serious efforts to remain in TiP tier 2. In February 2019, the Indonesian government renewed its commitment to continue to halt all forms of violence against children during an international conference in Stockholm, Sweden. Following this, the President of Indonesia instructed relevant ministries and institutions to carry out massive reforms in the system that deals with cases of violence against children.<sup>106</sup>



As for the prevalence of **child marriage**, a comparison of 2020 child marriage data with 2016 shows an overall positive development in terms of the decreasing percentage of girls under the age of 18 getting married, whether formally or informally. Government policies and practices have had an impact in many DtZ

<sup>102</sup> Down to Zero, 2020. Down To Zero: Building Back Better In Times Of Covid-19 FIGHTING SEC ON THE RISE.

<sup>103</sup> <https://www.state.gov/trafficking-in-persons-report-2020/>

<sup>104</sup> <https://www.state.gov/reports/2019-trafficking-in-persons-report/>

<sup>105</sup> <https://www.state.gov/reports/2019-trafficking-in-persons-report/>

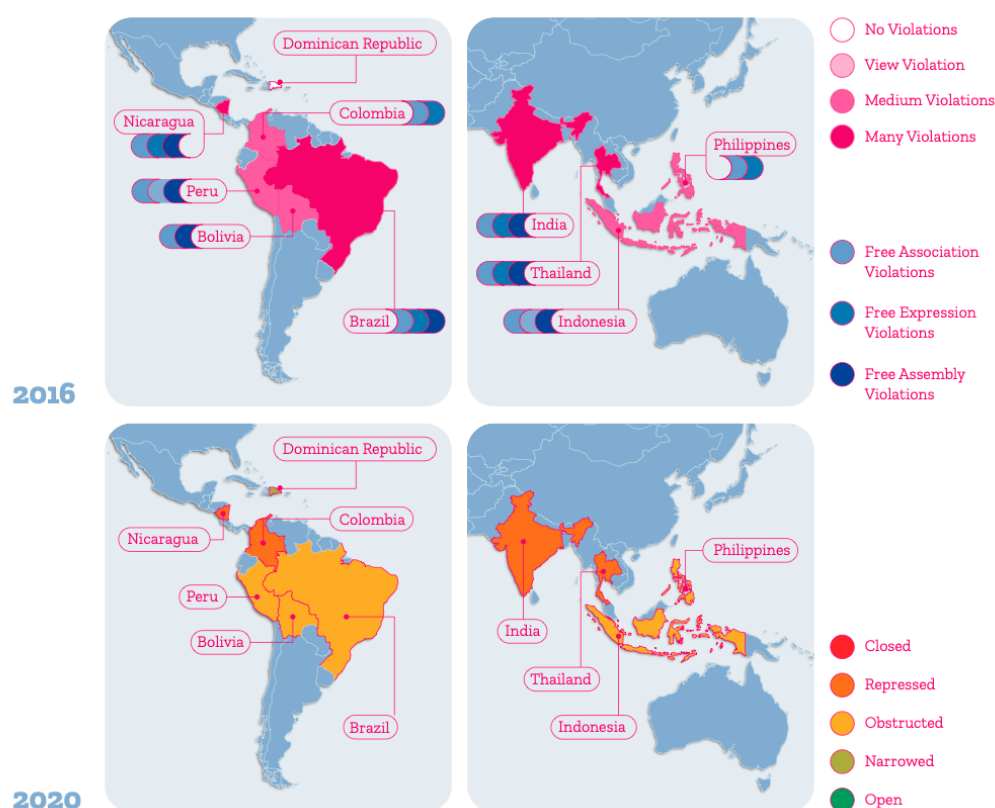
<sup>106</sup> <https://www.state.gov/trafficking-in-persons-report-2020/>

countries, where India has seen the largest decrease from 47% in 2016 to 27% in 2020, followed by Brazil reducing the percentage of under-age girls marrying by 10% from 36% in 2016, and Nicaragua, where this percentage went down by 6% from 41% in 2016. Indonesia is proudly at the lowest level of child marriage – 11% in 2020 – and it continues to devote attention to the issue, e.g. by the government of Jakarta establishing regulation No. 05/2020 to further reduce the number of under-age marriages.

Nonetheless, in 2020, most DtZ countries have child marriage prevalence in the range of 20-40%, with the highest percentages in Colombia (41%), Nicaragua and the Dominican Republic (around 35%), Brazil and India (around 25%), Bolivia, Thailand, Peru, and the Philippines (around 20%).

The final macro-indicator of **civic space** – defined as the respect in policy and practice for the freedoms of association, peaceful assembly, and expression – has been worsening as per ratings by Civicus. During the DtZ programme work, in many countries further shrinking of civic space has become an increasing concern. In 2016, four out of nine countries for which Civicus data exists<sup>107</sup> – Brazil, India, Nicaragua, and Thailand – have been reported as having serious violations of three freedoms: of association, peaceful assembly, and expression. In five remaining countries, two out of three freedoms were violated, leaving sufficient space only for freedom of assembly (Figure 12).

Figure 12 Civic space of the DtZ programme countries rated by Civicus, 2016 and 2020



In comparison with 2016, in 2020 three of the ten countries – India, Nicaragua, and Thailand – have joined Colombia in rating their civic space rated as “repressed” (the second-highest rating on the five-point scale).<sup>108</sup> By 2020, the civic space of six DtZ countries – i.e. all of the remaining countries but one – has been rated as “obstructed” (the middle rate in five-point scale). Only the Dominican Republic has shown mild concerns for restricting civic freedoms, i.e. “narrowed” civic space.

<sup>107</sup> No 2016 data available for the Dominican Republic.

<sup>108</sup> Based on Civicus constant analysis of multiple streams of data on civic space, each country is assigned a rating as follows: (i) open, (ii) narrowed, (iii) obstructed, (iv) repressed, and (v) closed. See <https://monitor.civics.org/Ratings/>

### How has the programme identified and addressed the needs of the key stakeholders?

In answering this question, we follow the programme's logic, which places children's needs at the centre. The country pages have indeed shown that the programme has worked in the areas where children are at highest risks or surviving SEC, among them in red light areas. There are also examples (notably in Colombia, India, and Peru) of the DtZ Alliance reaching out to children outside of the programme areas due to migration-related increased needs. Some countries (among them Indonesia and Thailand) have been expanding on addressing OSEC as online exploitation has become more topical.

Furthermore, the programme has been keeping its relevance by monitoring and reacting to behavioural changes in communities, governments, LEAs, and the private sector in support of the programme's goal. Country teams have been annually reflecting on the progress towards the ultimate desired changes of these key stakeholders, and – as needed – adjusting their ToCs to further specify targeted actors. A notable example here is the Colombia country team adding the communities pathway to their ToC when their work in La Guajira revealed deeply-rooted beliefs about early marriage and SEC in the indigenous Wayuu communities. The DtZ Alliance has also been making use of opportunities in its environment. Examples of this include (i) support in the establishment of the Children Advocacy Centre in Chiang Mai following the Thai government's decision to open such centres for closer collaboration between LEAs and NGOs in SEC prevention; and (ii) meeting a request from the government of Brazil to develop a curriculum and train the military police recruits in Salvador and Bahia on child rights, GVB, and SEC.

Table 3 Difference in macro-indicators, 2020-2016<sup>109</sup>

Macro indicators	Total population	GDP per capita US\$	Population below 1,90 US\$ per day	Gender Inequality Index	Child Marriage	TiP Tier
India Diff 2020-2016	101.600.000	699	0,2%	-0,062	-20,0%	0
Indonesia Diff 2020-2016	11.700.000	506	-10,3%	-0,043	-3,0%	0
Thailand Diff 2020-2016	1.400.000	805	0,0%	-0,003	-1,0%	-1
Philippines Diff 2020-2016	5.700.000	643	-5,2%	0,005	2,0%	-1
Bolivia Diff 2020-2016	400.000	486	-2,2%	0,002	-2,0%	0
Brazil Diff 2020-2016	5.500.000	-1.317	-0,2%	-0,071	-10,0%	0
Colombia Diff 2020-2016	3.300.000	563	-0,4%	-0,064	-1,8%	0
Dominican Republic Diff 2020-2016	600.000	5121	-0,4%	-0,024	-1,0%	0
Nicaragua Diff 2020-2016	500.000	-90	-7,8%	0,006	-6,0%	1
Peru Diff 2020-2016	1.000.000	594	-0,6%	-0,025	0,0%	0

To conclude, the macro-indicators (see Table 3) have shown that the overall programme environment in DtZ geographic focus areas since 2016 has changed in terms of the population growth and migration in the LATAM region, accompanied by the marginal increase of GDP per capita in most countries (with the exception of Nicaragua and Brazil) but not a reduction in poverty and inequality. The disparity between men and women has stayed the same, while in some countries the position of women and LGBTQI has worsened. SEC prevalence has also not decreased, but rather it has further been exacerbated with the ever-increasing use of online communication and other risks brought by the Covid-19 pandemic. The positive changes in the programme environment include the reduction of the prevalence of under-age girls marrying in eight programme countries, the governments of two countries (Thailand and the Philippines) improving their efforts to combat human trafficking, and one (Colombia) sustaining its performance to remain in TiP tier 1. Nonetheless, the prevalence of SEC is still high, as is also the case with child marriages (between 30 and 40% in Colombia, and the Dominican Republic), and six countries show an only marginal improvement in addressing human trafficking to remaining in TiP tier 2 and one (Nicaragua) has worsened its performance.

The programme's work therefore has remained relevant. The DtZ Alliance properly identified and addressed the needs of the children at risk and surviving SEC. The programme has adjusted its interventions and pathways of ToC to remain relevant and used opportunities as they arose.

<sup>109</sup> The colour coding of the table is as follows: blue stands for an improvement of situation in 2020 as compared with 2016 and pink for a worsening.

Meanwhile, doing work as CSOs has not become easier. In 2016, four countries have been reported as having serious violations of civic space (all three freedoms violated), five as being restricted (two of out three freedoms violated). In 2020, civic space in four countries is rated as "repressed" and five as "obstructed."

## 5.2 Effectiveness

What changes can be identified related to the four targeted actors? What do these changes show in terms of progress from 2016 towards ultimate outcomes of the programme? How did DtZ contribute to these changes? According to targeted actors, how have their lives changed as a result of the DtZ programme (or not)? Which of the changes were expected and unexpected?

### 5.2.1 Key changes in and contributions to children empowerment

Signs of progress derived from the CE workshops – enriched by the programme monitoring data – illustrate that all countries have succeeded in protecting and empowering children towards developing their agency, albeit to a different degree and with a different emphasis on various groups of children. Below are summative findings derived from the detailed account of the progress that **each country programme** made along the children pathway in the studied location(s), described in Chapter 4 and summarised by Figure 2. While these accounts do not directly attribute knowledge, awareness and skills of children to the programme, since the children are from the programme areas, the description below implies DtZ's contribution to the changes in children's CE levels. Moreover, albeit indirectly, the comparison of the baseline and end-line measurement should show the indirect effects on CE levels of the comprehensive work with all key actors, namely children, communities, government and LEAs, and the private sector.

#### **Children enhanced knowledge and skills**

Across the board (different age groups, girls and boys, children at risk and survivors), an overwhelming majority (94%) of children participants of end-line CE measurement workshops are largely or fully aware of SEC and its risks, including details of cultural and social dimensions (poverty, customs, etc.), while during the baseline only 30% showed the same level of understanding. In comparison with the baseline, when a vast majority (70%) of boys but only half (50%) of girls demonstrated a higher level of awareness and skills to identify the risks of SEC, during end-line girls caught up with boys in reaching a higher level of knowledge of SEC issues. In Asia, 50% and in LATAM almost 65% of the children have significantly improved their knowledge. The others' initial level of awareness and skills was already high.

One surprising finding is that – although similar to the baseline – older (15-18 years old) boys were more outspoken about how to protect themselves from SEC, and during the end-line older boys at risk showed less knowledge of specific SEC cases but a more general knowledge of different types of child abuse, as well as more concern for bullying and child labour.

During the baseline, children from LATAM were less aware of SEC (only 25%), compared with children in Asia (almost 60%), while the end-line shows a more equalised picture between regions, with a large majority of children being largely or fully aware of SEC forms, its risks and ways of protecting themselves. On the latter, child survivors' knowledge and skills are the best when compared with other groups.

The DtZ programme has contributed by raising children's awareness of SEC, its risks and protection from SE (see Figure 13 for specifics on the overall programme reach to children).

#### **Children access support services<sup>110</sup>**

Across the board, children have improved their knowledge of available services. From 40% in 2016, the percentage of children largely to fully accessing services has increased to 94% in 2020. In three out of five studied locations in Asia and six out of eight locations in LATAM, knowledge of children

<sup>110</sup> Directly linked to IO 1 of the children pathway: Children (in particular child survivors) access specialised services that protect them, help them rehabilitate, reintegrate and reduce their vulnerability to SEC

about services has improved to the highest level, mostly among older children (12-18 years old). In several cases, younger children in a mixed group setting have shown more awareness of available services. The strongest improvements are in knowledge of and access to protection mechanisms among older (12-18 years old) girls at risk (Boca Chica, Jakarta) and older (15-18 years old) boys at risk (Iquitos).

As during the baseline, the end-line shows that in terms of services and support, children largely rely on their family and NGOs. The situation has improved when it comes to access and trust in public institutions. On top of NGOs providing SEC-specialised services that were seen as the only providers of external support during the baseline, by the end-line children have improved their knowledge of public service providers and – especially in Asia – accessing those that they know of. In some shelters, possibly due to their focus on protection, children are less aware of life skills, recovery and reintegration as well as TVET services. In other cases, where children know about such services, some groups (younger children, i.e. 9-12 years old) are shy or do not know how to access them. In LATAM, greater confidence in accessing professional services is observed in programme areas where children play an active role in raising awareness among their peers.

The baseline study reported the police being the last place that children would go for support. This was explained by the widespread practice reported in 2016 in many DtZ countries of the police not taking children reporting SEC seriously and even treating them as criminals. The deep mistrust in the police together with seeing very few perpetrators being arrested and prosecuted was highlighted as the main reason for the low number of case reporting by the children. This end-line study reveals that across the board, most children now know they can report to police and many know how to do so. Nonetheless, children are largely apprehensive to do so directly because – as before – they believe that the police will not put confidence in them (against the word of the adult perpetrator), that the police are corrupt or there will ultimately be no justice done. Almost all children require an adult (DtZ Alliance, parents, neighbours) to report to the police, while older (15-18 years old) boys are more confident in being able to report directly.

The DtZ programme has contributed by providing/facilitating children access to services (see Figure 13 for specifics on the overall programme reach to children). The programme also contributed by working with governments to enable them to improve their services and with communities to set up functional CBCPMs.

### **Children enhanced mobilisation and participation<sup>111</sup>**

The baseline found a minimal level of mobilisation and participation of children, i.e. engagement with their peers in becoming advocates and conducting child-led campaigns for child rights and child protection against SE and abuse. Children at large, particularly children at risk, did not rely on peer support when dealing with risks of SEC. The baseline found this applicable noticeably in boys, explained by a strong stigma of homosexuality in relation to SEC, fear of being ridiculed and expected 'macho' behaviour that they must exhibit for social acceptance. Girls seemed to be more able to discuss SEC-related issues with each other, although this nascent peer support was only observed among girl victims in shelters.

As illustrated by Table 4, many changes took place since the baseline. In comparison to none at the baseline, 89% of children in 2020 are outspoken about SEC and flag SE cases. Especially children at risk have increased their engagement with their peers significantly (from "not talking about SEC" to "outspoken with friends and community members"). This engagement levels have increased especially in boys and girls at risk above 12 years old<sup>112</sup>. Somewhat lower but still a considerable

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111 Related to two IOs in the children pathway, namely IO2: Children engage their peers in becoming advocates and conduct child-led campaigns for child rights and child protection against SE and abuse and IO 3: Children take action on SEC and vulnerability, flag and report cases.

112 12-18 years old children in El Alto, 15-18 year old boys in La Guajira, 16-18 old boys in Boca Chica, 15-18 year old children in San Rafael del Sur, 12-18 year old boys in Iquitos, 12-14 year old girls in Jakarta, 15-18 old boys in Lombok, 14-19 year old girls and 14-19 year old boys in Bohol.

increase (from “only talking to close friends/family” to “outspoken with friends and community members”) is seen in groups of survivors that had a comparatively higher predisposition to peer support to start with.

Table 4 Changes in CE empowerment levels, from 2016 to 2020, per location, per group<sup>113</sup>

#	Country	# location	Location name	Groups	Age	Enhanced knowledge and skills	Access support services	Enhanced mobilisation and participation	Children's collective agency
1	India	1	West bengal	Girls survivors	15 - 18	⇒ 0	↗ 1	↗ 1	↗ 1
2	India		West bengal	Children at risk	12 - 18	↑ 2	↗ 1	⇒ 0	⇒ 0
3	Indonesia	2	Jakarta	Girls, mixed	12 - 18	↑ 2,5	↑ 2,5	↗ 1	↗ 1
4	Indonesia		Jakarta	Girls, at risk	12 - 15	↑ 2	↗ 1,5	↑ 2	↗ 1
5	Indonesia		Jakarta	Girls, at risk	15 - 18	↑ 2	↑ 3	↗ 1	↗ 1
6	Indonesia	3	Lombok	Girls, mixed	12 - 18	↑ 2	↑ 2	↗ 1,5	↑ 2
7	Indonesia		Lombok	Boys, mixed	12 - 18	⇒ 0	↗ 1,5	↑ 2	↑ 2
8	Philippines	4	Bohol	Girls, at risk	14-19	↗ 1	↗ 1	↑ 2,5	↑ 2
9	Philippines		Bohol	Boys, at risk	9 - 13	↗ 1	↗ 1	↗ 1	↗ 1
10	Philippines		Bohol	Boys, at risk	14-19	↗ 1	↗ 1,5	↑ 2	↑ 2
11	Thailand	5	Pattaya	Children, survivors	12 - 14	↗ 1	↑ 2	↗ 1	⇒ 0
12	Thailand		Pattaya	Children, mixed	12 - 18	↗ 1	↗ 1	⇒ 0	⇒ 0
13	Bolivia	6	El Alto	Children at risk, mixed	12 - 15	↗ 1,5	⇒ 0	↑ 2	↗ 1
14	Bolivia		El Alto	Children at risk, mixed	16 - 18	⇒ 0	⇒ 0	↑ 2,5	↗ 1
15	Bolivia		El Alto	Girls, survivors	10 - 15	↑ 3	↗ 1	↗ 1	↑ 2
16	Bolivia		El Alto	Girls, survivors	16 - 18	↑ 3	↗ 1	↗ 1	↑ 2
17	Brazil	7	Salvador	Children at risk, mixed	15 - 18	↑ 2	↑ 2	↑ 2	↑ 2
	Colombia	8	Bogotá	Boys survivors, 15 - 18	15 - 18	only baseline values			
18	Colombia		Bogotá	Children at risk, mixed	15 - 18	4	3,5	3	4
19	Colombia	9	La Guajira	Girls, at risk	15 - 18	⇒ 0	↗ 1	↗ 1	↑ 2
20	Colombia		La Guajira	Boys, at risk	15 - 18	⇒ 0	↗ 1	↑ 2	↑ 2,5
21	DR	10	Boca Chica	Boys, at risk	13-18	↑ 2	⇒ 0	↗ 1	↑ 2
22	DR		Boca Chica	Girls, at risk	12 - 14	↗ 0,5	↗ 1	↗ 1,5	↑ 2
23	DR		Boca Chica	Girls, at risk	16 - 18	↑ 2,5	↑ 2,5	↑ 2	↗ 1
24	DR	11	Barahona	Girls, at risk	12 - 14	↗ 1	↗ 1	↗ 1	↑ 2
25	Nicaragua	12	San Rafael del Sur	Children at risk, mixed	15 - 18	↗ 1	⇒ 0	↑ 2	↑ 2
26	Nicaragua		San Rafael del Sur	Children at risk, mixed	Mixed	↑ 3	↗ 1	↑ 2,5	↑ 2
27	Peru	13	Iquitos	Girls, at risk	12-14	↑ 3	↑ 2	↗ 1	⇒ 0
	Peru		Iquitos	Girls, survivors	15 - 18	only baseline values			
28	Peru		Iquitos	Boys, at risk	12 - 14	↑ 3	↗ 1	↑ 2	↗ 1
29	Peru		Iquitos	Boys, at risk	15 - 18	↑ 2	↑ 3	↑ 2	↑ 2
30	Peru	14	Lima	Girls, mixed	12 - 18	only end-line values			

As previously mentioned, apart from each other, children seek support from their own and friends' families neighbours, friends, child-friendly NGOs like DtZ Alliance partners and authority figures and agencies, the latter is more prominent in older children. Not all children seek support from their own families, notably children whose parents are sex workers (India) and children who distrust their parents (Bolivia). At present, girl survivors from the DtZ Asian countries express their needs and rights more articulately in the shelters and to their peers, and less to their families. In LATAM, most children have gained confidence in talking about SE with their families and peers, many in schools. Seeking support from each other has significantly increased including in younger girls but especially among survivors residing in shelters or at-risk children visitors of drop-in centres. In some cases, children have also increased their trust in the communities (Dominican Republic, Indonesia, Nicaragua).

<sup>113</sup> The first six columns of Table 4 contain information about CE workshops: the first column numbers all 30 end-line CE workshops conducted, the second specifies countries, the third numbers all fourteen locations of end-line CE workshops, the fifth specifies the gender composition of the groups that participated in these workshops, and the sixth column their age. Last four columns of Table 4 show the change in scoring of CE levels at the end-line compared to the baseline. These columns show arrows, whereby grey arrow represents no change from 2016 to 2020, yellow arrow – improvement by 0.5-1.5 points, and green arrow – improvement by 2 and more points.

Since the baseline, the situation remains the same whereby the boys are more outspoken on protecting themselves from SEC when asked but less likely to express their rights and needs to others. Nonetheless, especially in Asia, boys are more confident that they can express their needs and rights (Lombok) but aware of family honour that needs protection (West Bengal).

A significant improvement in knowledge of and confidence in (indirect) reporting mechanisms since the baseline is translated into action. Many children report through the DtZ Alliance. In Asia, particularly where children's agency is high and community and government are supportive (e.g. Lombok), boys report through CBCPMs. Older children show more confidence in organising support for reporting, being creative in finding routes of protection. Nonetheless, in most cases, children do not feel confident about bringing cases of SEC to the police due to fear, stigma, shame, and widespread corruption.

The DtZ programme has contributed by training children in reporting cases and raising a SEC issue among their peers (see Figure 13 for specifics on the overall programme reach to children).

### Children's collective agency<sup>114</sup>

Children's agency – which was virtually non-existent during the baseline – has grown to 83% of children either engaging with government/other actors or advocating for their rights as a group at the end-line. 73% of children groups have significantly strengthened their agency (moving up from "not organised" to "as a group engage with government and other actors"), while the remaining 27% – all older children groups – have considerably improved (moving from "not organised" to "establish groups to advocate together"). Where there is a visible improvement, both girls and boys act as peer educators on SEC, some volunteering or actively participating in DtZ programme awareness-raising activities. In Asia, living in shelters with the emphasis on protection does not provide survivors with the opportunities to organise, mobilise or engage with government and private sector. However, there is a strong desire in survivors to be change agents same as in children at risk, which when nurtured (India, Philippines) results in a higher level of mobilisation and even group advocacy. In LATAM, in most cases, the children defend their rights in groups, but they do not reach the level of self-organisation to advocate the government and the private sector. An exception is Colombia, where there is a very specific accompaniment from DtZ towards this achievement.

The DtZ programme has contributed by training children in educating their peers and advocating for child rights (see Figure 13 for specifics on the overall programme reach to children). The programme also contributed by facilitating children's meeting with other key stakeholders.

The significance of programme's contribution by using this multifaceted work is confirmed by contribution case 4 – *organised youth group EICYAC taking space to speak about their rights to public and private sector representative*. This case shows that to achieve ambitious changes at a higher level in the children pathway, on top of empowering and supporting children in their advocacy efforts, there is a need for parallel work with the (local) government representative, community leaders/multipliers and the private sector has been confirmed by the DtZ Alliance members from other countries during the ETE (online) regional meetings.

To conclude, in terms of reaching the ultimate outcomes of the Children pathway, the analysis of the ETE findings indicates that overall, **significant progress** has been made towards empowering child survivors and children at risk to act as agents of change. Across the board, children have improved their knowledge of and access to (protection) services, among them the greatest improvement is seen in boys and older girls at risk. The first instance of support remains to be the families and child-friendly NGOs, but the situation has improved when it comes to access to and trust in public institutions, more so in Asia. In some places, children are aware of risks and ways of

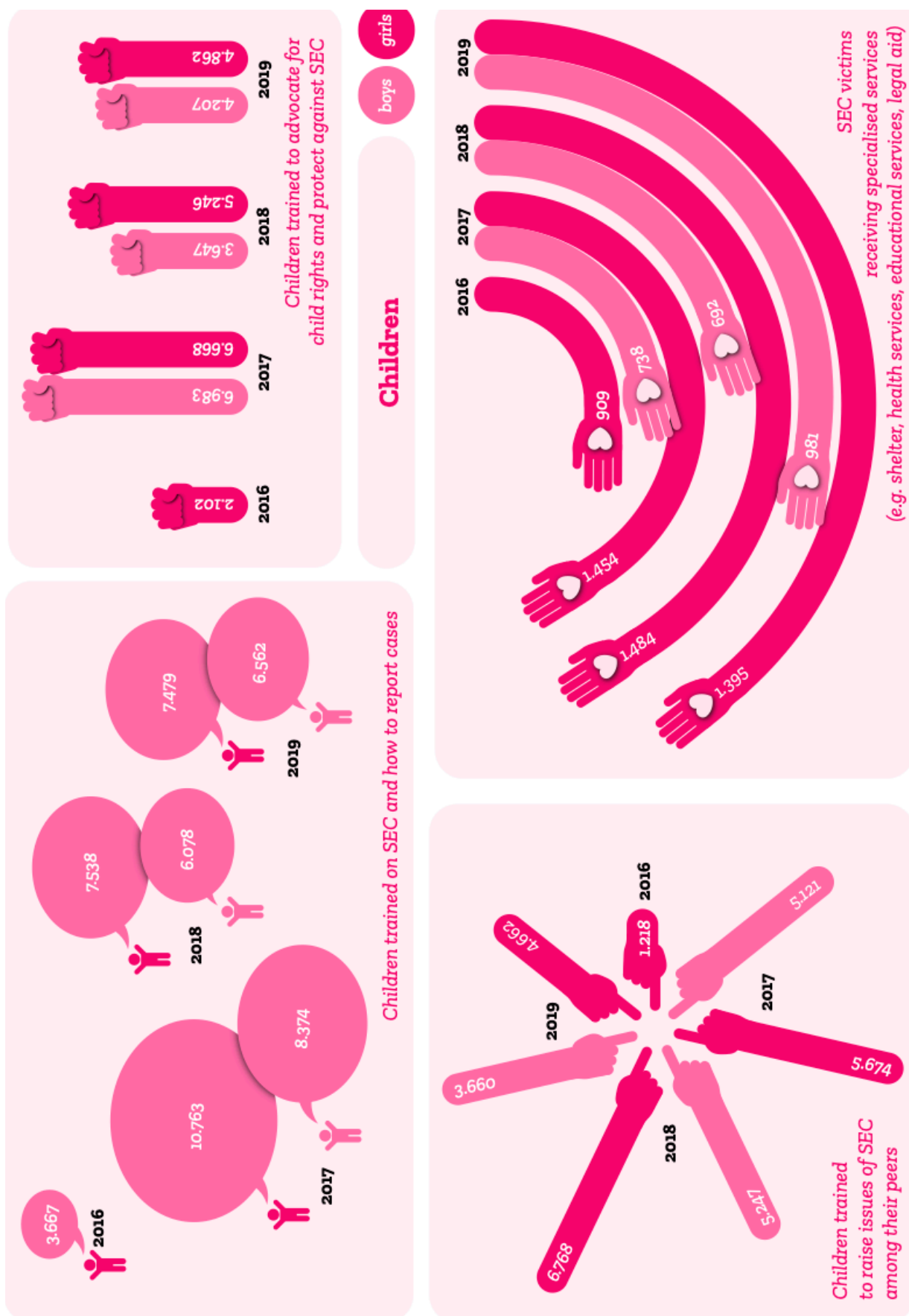
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<sup>114</sup> Directly linked to IO4 in the Children's pathway: Children participate as agents of change in decision-making within the family, community and (local) government regarding their rights, in particular their right to protection against SEC.

protection but have less knowledge of TVET, recovery, and reintegration. Most children know how to report to police and, if and when they overcome their hesitance, they do so albeit mostly through an adult (staff of the DtZ Alliance, parents, neighbours). There are many examples of children flagging the cases and risks to DtZ and/or CBPCMs, many – to LEAs through these mechanisms, and few – directly to (community-level) LEAs. Finally, children put trust in each other much more than in 2016 and are outspoken about SEC risks/cases. A stronger increase as seen among children at risk mobilising as groups. Children's agency is evident where both girls and boys act as peer educators, volunteer or actively participate in DtZ programme activities. Although not all across the board, there are many examples of children engaging with government or advocating for their rights as a group.

Figure 13 Data on programme reach, Children pathway

## 5.2.2 Key changes in Communities and programme contributions



To start with, the ETE acknowledges that achieving behavioural changes in communities is among the most difficult ones as they have deeper roots in traditional customs and practices. Having said that, below are summative findings derived from the detailed account of the progress along the communities pathway **in case countries**, described in Chapter 4.

### ***IO 1 – Community leaders initiate discussions within their communities on change of values, norms and practices that keep children safe from SEC.***

Continuing the trend identified during the MTR, community members are more aware of SEC as a crime, as a result of the programme presence and its activities (e.g. Jakarta, La Guajira). Among the leaders who engage with their communities members on SEC issues, educational institutions and leaders of traditional communities stand out (e.g. La Guajira).

The DtZ programme has contributed by raising awareness of community members with children at risk of SEC (see Figure 14 for specifics on the overall programme reach to communities).

### ***IO 2 – CBCPMs and referral systems for victims/survivors of SEC are in place and effective.***

In all DtZ countries, many more CBCPMs are in place than during the baseline. Moreover, the formal ones are becoming increasingly professionalised (e.g. Jakarta) and informal – knowledgeable and experiences in dealing with SEC (e.g. Lombok). Both are actively disseminating information about SEC widely to community members (Jakarta, Lombok, La Guajira) while more formal ones do more outreach work such as visiting community members, detecting early cases of SEC, paying routine home visits to the families of SEC survivors (e.g. Jakarta). In some cases, CBCPMs also advocate for and receive financial support from the government to address SEC (e.g. Jakarta, Lombok).

The DtZ programme has contributed by establishing referral systems and supporting child protection committees (see Figure 14 for specifics on the overall programme reach to communities).

### ***IO 3 – Communities report cases of SEC to the relevant authorities.***

When compared to the baseline, at present, the communities are not only more knowledgeable about but also less hesitant to report SEC cases. There are multiple instances of doing so in all DtZ countries. However, most of the cases are reported through the DtZ Alliance or CPCBM rather than directly to the police. Among the main reasons for this – and, in general, lower numbers of SEC reporting – are the insufficient amount of and capacity within the complaint mechanisms (e.g. Jakarta), community members disbelief in a positive outcome of the litigation (e.g. Jakarta), underlying low trust in the police (e.g. Chiang Rai), fear of reprisals from alleged perpetrators of SEC crimes while protection from LEAs is not guaranteed (e.g. Boca Chica). There is also a factor of the primary caregivers (parents/immediate family) either hiding SEC cases, putting children at risk or pimping them for SE (e.g. Jakarta).

Among the successful programme strategies to overcoming these obstacles are (i) the facilitation of linkages between CBCPMs at the local level and LEAs or relevant institutions at a higher level, which raises community members confidence in flagging/reporting cases (e.g. Jakarta, Lombok); (ii) reliance on schools/education institutions (e.g. Chiang Rai, Boca Chica) as well as media professionals (e.g. Barahona) that, after initial awareness-raising on risks and signs of SEC, proved to be strong allies in reporting cases and rescuing/protecting children.

On top of that, the DtZ programme has contributed to the achievements in this IO by providing families of child victims support services such as counselling (see Figure 14 for specifics on the overall programme reach to communities).

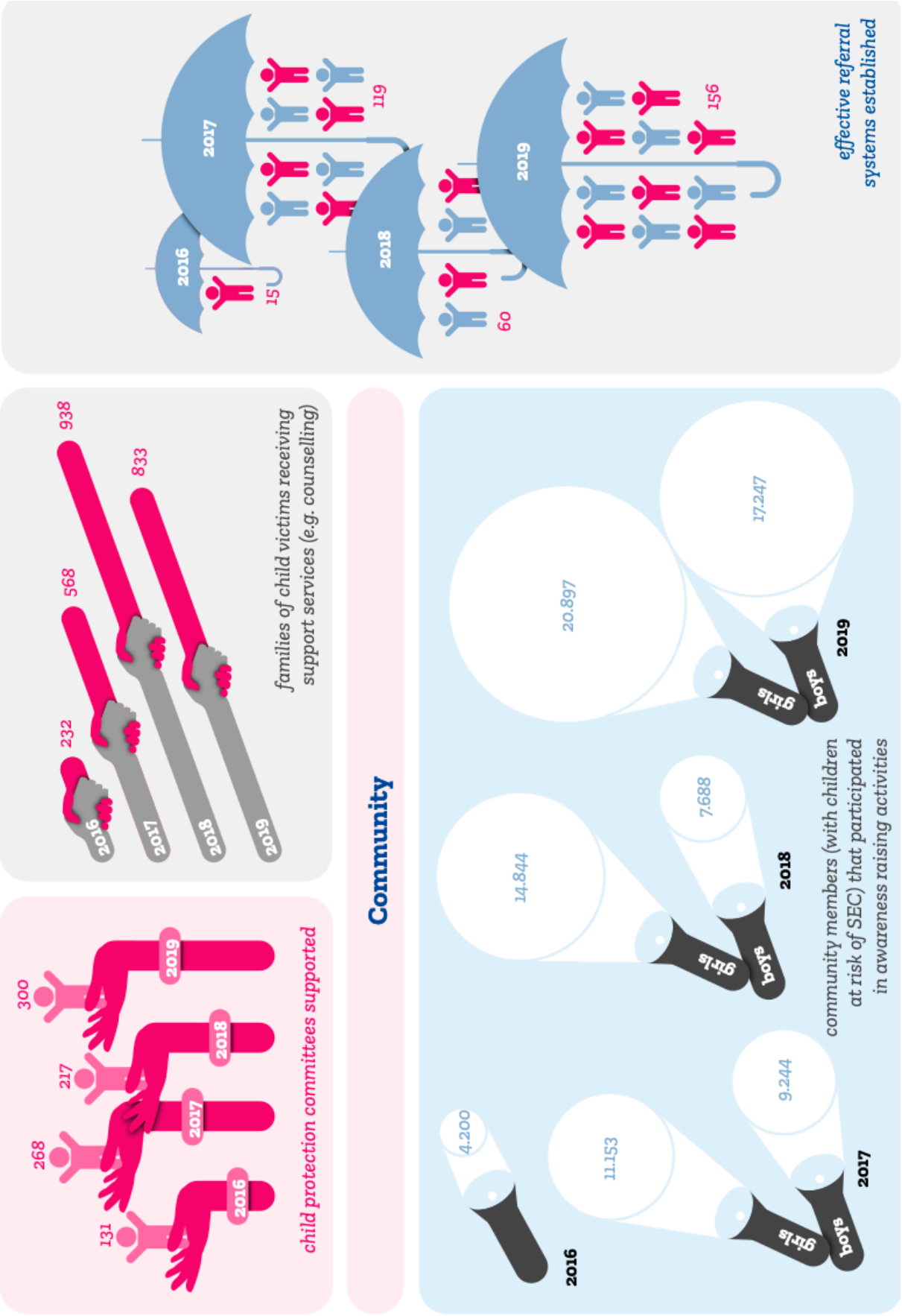
#### **IO 4 – Community leaders, religious and traditional leaders in selected countries publicly condemn values, norms and practices that contribute to SEC.**

This outcome is particularly challenging to attain, even when the ambition is translated into “less social tolerance towards SEC in targeted communities” (Thailand), which is why some programmes, after trying for years, have deliberately given up on reaching this result at scale. Having said that, there are strong examples of community leaders/opinion multipliers publicly demonstrating their determination to change existing practices for a safer environment for the children. Among these examples are: imams speaking in public about the lifestyles that may increase vulnerability to SEC (Lombok), Wayuu leaders discussing with the local business community protection of children from SE (La Guajira), female leaders organising as a network and demanding a process of SEC prevention during Covid-19 pandemic from the district public authority (Bogotá), female leaders actively participating in roundtables on making La Candelaria a Sustainable Tourist Destination (Bogotá).

A deeper dive into contribution case 6 – *Boca Chica community leaders being active in social monitoring of public policies* – further illustrates that under the ‘right’ conditions reaching this level of ambition requires knowing the environment and using the ‘right’ opportunity. The programme has used this opportunity – the neighbourhood councils opening up – with targeted and long-term support to dedicated community groups, including strategising (defining community group’s role) and operationalising the strategies (communication and advocacy tactics) as well as skills and confidence to play an integral role in protecting children from the SEC.

To conclude, in terms of reaching the ultimate outcomes of the communities pathway, the analysis of the ETE findings indicates that overall, **considerable progress** has been made towards targeted communities offering better protection to child survivors and preventing children from becoming (re-) victimised. Community members are more aware of SEC as a crime, knowledgeable about and less hesitant to report SEC cases. In many instances, they do so, through CBCPMs. Advantageously, there are many more CBCPMs in place, becoming increasingly professionalised and experienced in dealing with SEC. Insufficient amount of and capacity within the complaint mechanisms are behind low numbers of SEC reports. In some communities, these numbers are also caused by deep-rooted mistrust in the police, disbelief in attaining justice through litigation and fear of reprisals from alleged perpetrators. Furthermore, primary caregivers are not always helpful in reporting or even addressing SEC. Nevertheless, there are successful programme strategies to overcoming these obstacles, mainly through findings ‘champions of change’ and connecting community groups/CBCPMs with LEAs at the community level. There are few but strong examples of community leaders/opinion multipliers publicly demonstrating their determination to change existing practices for a safer environment for the children.

Figure 14 Data on programme reach, Community pathway



### 5.2.3 Key changes in Government and LEAs and programme contributions

The changes of these two pathways are interrelated, as those in the government pathway pursue the development of public policies and guidelines to address SEC, while at least a larger part of the implementation is related to facilitation of reporting, investigation, and prosecution of SEC cases. With this in mind, below are summative findings derived from the detailed account of the progress along the government and LEA pathways in **case countries**, described in Chapter 4. It should be noted that in contrast to the children, community and government and LEA pathways, not all DtZ Alliance partners target LEAs, which is a part of the explanation for the fewer signs of progress in this sub-pathway.

#### **IO 1 – Government officials enter into dialogue with CSOs and agents of change about SEC.**

The progress noted by the MTR on a dialogue between the government and the DtZ programme has continued, advancing to coordination/collaboration (e.g. in Jakarta and Chiang Rai) and support in service delivery to SEC survivors (e.g. shelters or rehabilitation services in Bangkok and Chiang Rai). The governments are also seen to set up multi-disciplinary teams with participation of NGOs for comprehensive SEC response (e.g. CAC in Chiang Rai and intersectoral table in Bogotá).

The DtZ programme has contributed by raising the awareness of governments on SEC including through media campaigns and training government officials on SEC (see Figure 15 for specifics on the overall programme reach to governments and LEAs).

#### **IO 2 – Governments develop action plans to address SEC.**

The MTR observed that during 2018 fewer action plans to address SEC have been made and explained it with governments having made such plans during first years of the programme (i.e. plans are not re-made every year). On top of this observation, which still stands, the end-line finds numerous examples of local governments developing action plans in the second half of the programme (2019-2020). Among these examples are: the district and local government entities articulating actions to make SEC and human trafficking visible, in commemoration of the International Day against Human Trafficking (Bogotá), the local mayor's office creating an agenda for SEC prevention (Bogotá), public officials developing multiple actions to prevent human trafficking and SEC (La Guajira).

The DtZ programme has contributed by lobbying government offices responsible for children's well-being (see Figure 15 for specifics on the overall programme reach to governments and LEAs).

#### **IO 3 – Governments allocate/increase budget to address SEC**

Governments are seen to allocate budget to actions against SEC at both national (e.g. budget to scale-up the OSEC Trust & Safety Training for CSOs in four provinces of Indonesia) and local levels (e.g. allocating funds to enable SEC prevention and protection work of local children's centre in Lombok). A deeper dive in the contribution case 1 – *Kuta village government allocating funds for years to enable SEC prevention and protection work* – has revealed that attaining this level result lies in synergetic work with communities, local government, and children. Effective collaboration with government starts with finding the 'right' entry point (in this case, the establishment of village protection agency), and supporting it (in this case, in increasing public awareness, outreach and handled SEC cases). The key contribution here is a successful deliberate strategy to include traditional spiritual leaders in addressing SEC and bringing empowered children in touch with community leaders at the local forum.

#### **IO 4 – Governments develop/improve policies and guidelines in relation to SEC**

Case studies show that improving policies at the national level takes a long time to achieve, as exemplified by a multi-year work (since 2018) of DtZ Alliance on the draft Child Online Protection Act, which – despite being expected to be adopted in 2019 – still remains a draft (Thailand). Other examples of successful contribution to national-level change in policies include the development of the national strategic plan to handle online child protection in Thailand (2019) and the Riohacha

Tourism Directorate prioritising SEC prevention processes in its action plan (2020). Programme experiences show that on top of policy-influencing processes being lengthy, they are also unexpected. An example of this is in Indonesia, including DtZ Alliance support of child victims during case prosecution into the ministry-developed protocol, albeit not due to direct lobbying efforts<sup>115</sup> but rather through the advocacy of another NGO alliance working on children's issues.

There are signs of governments improving guidelines with support of DtZ Alliance, such as government offices monitoring the age before issuing marriage certificate (Lombok) and the change described in the contribution case 7 – Barahona Provincial Directorate organisations starting implementation of the law, the route for filing complaints and the protection system, as well as the provision of psycho-social support services to cases of SEC. A deeper dive into this contribution case reveals that, again, a high-level result as this requires multifaceted work, with a basis of gained reputation and supported by favourable changes in the programme environment (i.e. ministry's and OAG's interest to professionalise their services). Among the direct programme contributions are: forming and supporting the community groups that monitor/follow-up of the SEC complaints, capacity development of the organisations belonging to the provincial directory on respective laws and procedures.

### ***IO 1 – LEAs apply child-friendly protocols.***

The ETE follows the MTR's observation that more signs on this IO have been seen during first years of the programme than since 2017, assuming that although not reported on continuously, the introduced/improved child-friendly protocols are still in use, especially likely in LEAs where much rotation in leadership and staff did not take place. Nonetheless, there are examples of positive changes in LEAs practices, especially due to cooperation with the DtZ programme, such as police ensuring accompaniment of a child by a professional social worker and legal companion and the court having special facilities to ensure the safety and comfort of a child (Lombok).

The DtZ programme has contributed by training LEA officials on SEC (see Figure 15 for specifics on the overall programme reach to governments and LEAs).

### ***IO 2 – LEAs facilitate the reporting of SEC cases and receive and file reports of SEC cases.***

In all case countries, the situation has not changed much since the MTR observed that facilitation of reporting is rather low and that it explains the lower results in reporting cases (see respective remarks in sections on the children and communities pathways). However, in two case countries, the enabling factors have changed since 2016: in Indonesia, all local governments have allocated budgets and set agendas on child protection and human trafficking and in La Guajira, Colombia, SEC case reporting has been stimulated with setting up a designated agency, the Centre for Integral Assistance of Victims of Sexual Abuse. The increasing numbers of reports illustrate that when survivors recognise the institutional support and security measures are available to them during the investigation process, the number of reporting increases. Having said that, the police are still not seen handling SE cases well. Moreover, in a community setting, LEAs themselves fear retaliation of tourist companies benefiting from SEC (e.g. in Lombok) and worse, corrupt officials accept bribes for protection of venues where sex trafficking occur. There are also examples of successful collaboration between the programme and the police facilitating case reporting e.g. carrying sweepings in the red zone since April 2017 (Jakarta).

### ***IO 3 - LEAs actively investigate cases of SEC.***

Significant progress, due to the programme's contribution is seen in Thailand and Colombia. In Thailand, a designated department on investigations has developed a database of SEC suspects and is using a Case Monitoring System produced by DtZ Alliance while the police conducted investigations and crackdown of gangs forcing children into SE in Bangkok. In Colombia, the OAG has opened hundreds of trafficking cases, resulting in prosecuted and conviction of some while the police have arrested more than 2,000 suspects of exploitation, including SE, of children.

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<sup>115</sup> After collaborating on SOP, changes in direction of the ministry resulted in cancelled approval of worked-on protocol.

A deeper dive into contribution case 5 – *police and judicial officials initiating investigation processes on reported SEC cases and achieving captures of sexual exploiters in La Guajira* – shows that the programme achieved this with a use of a multi-dimensional approach of awareness-raising, lobbying, facilitation of setting up relevant institutions and hands-on support to LEAs.

#### **IO 4 – LEAs diligently prosecute perpetrators of child sexual abuse and SEC.**

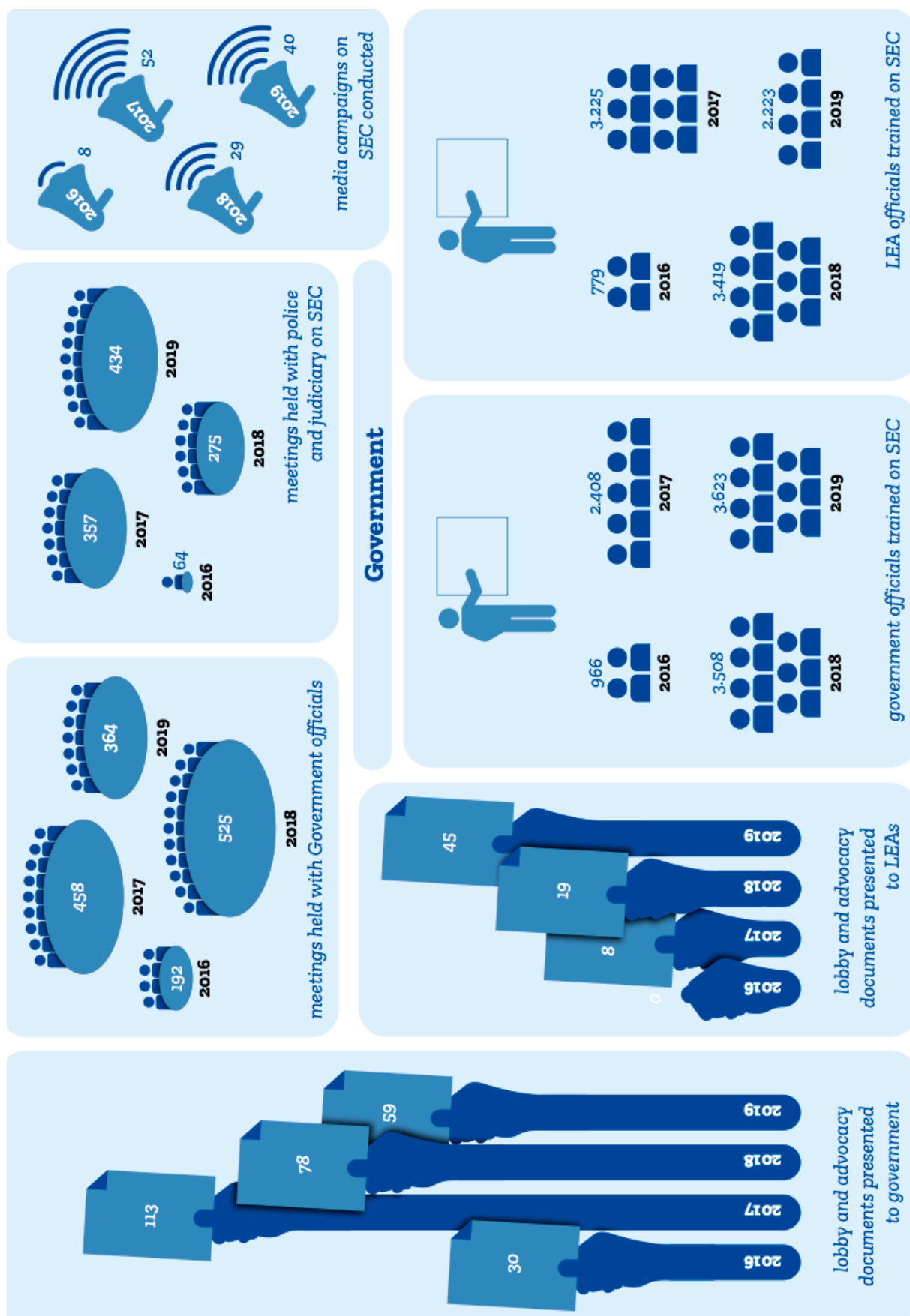
Since the MTR observed that reported and investigated case get stuck in prosecution, the situation has improved in one out of four case countries: Thailand. Meanwhile, in Colombia, a concern of the low conviction rate has remained, given that only 6,116 of 85,000 cases investigated during 2005-2018 have resulted in a verdict. Here, the main challenges remain in the judicial process, which delays the swift prosecution due to the lack of personnel and case overload. By contrast, in Thailand, DtZ programme has seen fruits of its support in the arrests and prosecution of the child sex offenders, translated into compensation for victims. A deeper dive into contribution case 3 – *SEC survivors being compensated after litigation of human trafficking cases* – illustrates that achieving the highest level of LEA pathway requires a long-term and multi-sided pursuit of changes in LEAs and justice system. As in other cases, the reputation based on expertise and being a long-term player helped the DtZ Alliance to successfully develop their technical assistance in fact-finding and assist in the investigation of cases while the favourable environment in terms of increased collaboration between LEAs themselves and considerable additional investment in their capacity development made the amplification of results possible.

To conclude, in terms of reaching the ultimate outcomes of the government pathway, the analysis of the ETE findings indicates that in **some countries significant progress** and in **others moderate progress** has been made towards governments and the judiciary system applying policies, plans of actions, budgets, and protocols to effectively address SEC.

In the government pathway, since the MTR, dialogue between the government and the DtZ programme has advanced to coordination/collaboration and support in service delivery to SEC survivors. There are still – although fewer than before – plans to address SEC are developed at the sub-national (Colombia). Governments are seen to allocate budget to actions against SEC at both national and local levels (Indonesia). Changes in national policies take a long time to achieve (Thailand) or are attained in an unplanned/unexpected way (Indonesia). There are signs of governments implementing policies and guidelines (the Dominican Republic and Indonesia).

In the LEA pathway, there are a few examples of positive changes in LEAs applying child-friendly protocols, especially due to cooperation with the programme (Indonesia). Facilitation of reporting by the police remains at a low level, despite the more enabling environment in Indonesia and Colombia. Lack of capacity, support from other LEAs, and corruption within the police remain key causes for this. There are (few) cases of police successfully facilitating case reporting with the support of the DtZ programme. Significant progress, due to the programme's contribution and prioritising anti-trafficking measure is seen in investigating SEC crimes in Thailand and Colombia while the investigation is only translated to conviction and compensation for survivors in Thailand. Among the reasons for the success here are increased capacity of relevant government agencies, inter-agency collaboration and political support of prosecution processes.

Figure 15 Data on programme reach, government and LEA pathways



#### 5.2.4 Key changes in the private sector and programme contributions

It should be noted when the programme started, working with the private sector while addressing SEC was relatively new for most of the DtZ Alliance members, apart from ECPAT. Another introductory observation is that – similar to the LEA pathway – not all DtZ Alliance partners work with the private sector, due to unwillingness of the companies to enter into a dialogue or due to the partner's focus on other pathways. Below are summative findings derived from the detailed account of the progress along the private sector pathway in **case countries** described in Chapter 4.

##### **IO 1 – Target industry sectors enter into dialogue with CSOs and the public regarding the prevention and reporting of SEC.**

To start with, the extractive industry in Colombia, as well as companies in some tourist destination like Boca Chica (Dominican Republic) and Pattaya (Thailand), have been unresponsive to programme's attempts to engage them in addressing SEC, therefore these places saw no follow-up in changes along the private sector pathway.

On other places, the progress seen by the MTR finding has continued after 2018. Companies engaging in a dialogue with the DtZ programme has produced tangible results. Due to programme's work, eight online content-creators in Thailand became aware of OSEC and IT companies and government have co-developed "Safe Internet for Children" programme including training module to support the police in handling child exploitation cases in Indonesia. Positive changes in the tourism sector have continued such as mobilisation of the private sector in the process of certification of La Candelaria town as a Sustainable Tourist Destination (Colombia) and the tourist-heavy private companies in Lombok putting up "Stop SEC" signs in their premises (Indonesia).

A deeper dive into contribution case 2 – *companies raising awareness on SEC prevention in Lombok and Batam* – demonstrates a long way that the programme needs to travel to influence changes in the private sector at the local level. It involves identification of the 'right' entry – in this case, a well-placed branch coalition – continuous advocacy to ensure follow-up, and finally, mobilisation of the sector at the local level.

It should be noted that the sensitisation from the DtZ programme has made a significant contribution to this IO, especially with the Global Study on SECTT, published in 2016 and translated into Bahasa, Thai, and Spanish in 2018-2019. This document served as a gate-opener for CSOs to work with companies in the travel and tourism industry as it contains a wealth of information about the scale of the problem, but also recommendations for concerted action as well as a roadmap. The study and other supportive material provided by the DtZ International programme has been used in-country programmes in different ways, e.g. in Colombia to strengthen the position of programme partners in lobbying for the adoption of CoCs.

##### **IO 2 – Targeted private sector industries develop CoCs for the protection of children and youth against SE and its reporting.**

The MTR reports only a few examples of the private sector representatives having developed a CoC by 2018. By contrast, the end of the programme sees many of them committing to the prevention of SECTT through the certification of The Code and carrying out numerous staff training with the support of the DtZ programme. Examples of this commitment are reported from around 100 hotels in Bogotá, 13 in East and North Jakarta and more in Lombok, 21 in Chiang Rai and the largest hotel in Barahona.

Here, the international programme has made a significant contribution. Through the organisation of regional meetings, webinars and a working group, the programme has continued to support the country programmes in their engagement with companies. Through DtZ International programme guidance, many DtZ partners have become LCR and supported The Code member companies in the DtZ countries with training and technical assistance. Overall, 90% of The Code member companies

are based in countries where LCRs are present, which demonstrates a key role of the CSOs in engaging the private sector.

***IO 3 – The private sector effectively implements and monitors within their sector, relevant CoC or MoUs for child rights safeguarding, including the protection against and reporting of SEC.***

There are clear reported changes demonstrating implementation of CoC/MoUs. Among these are tourism development branch organisation supporting village agency in providing a space for children to prepare their SEC-awareness theatre performances (Lombok) and the hotel sector providing street vendors safe spaces to offer their craftwork (La Guajira).

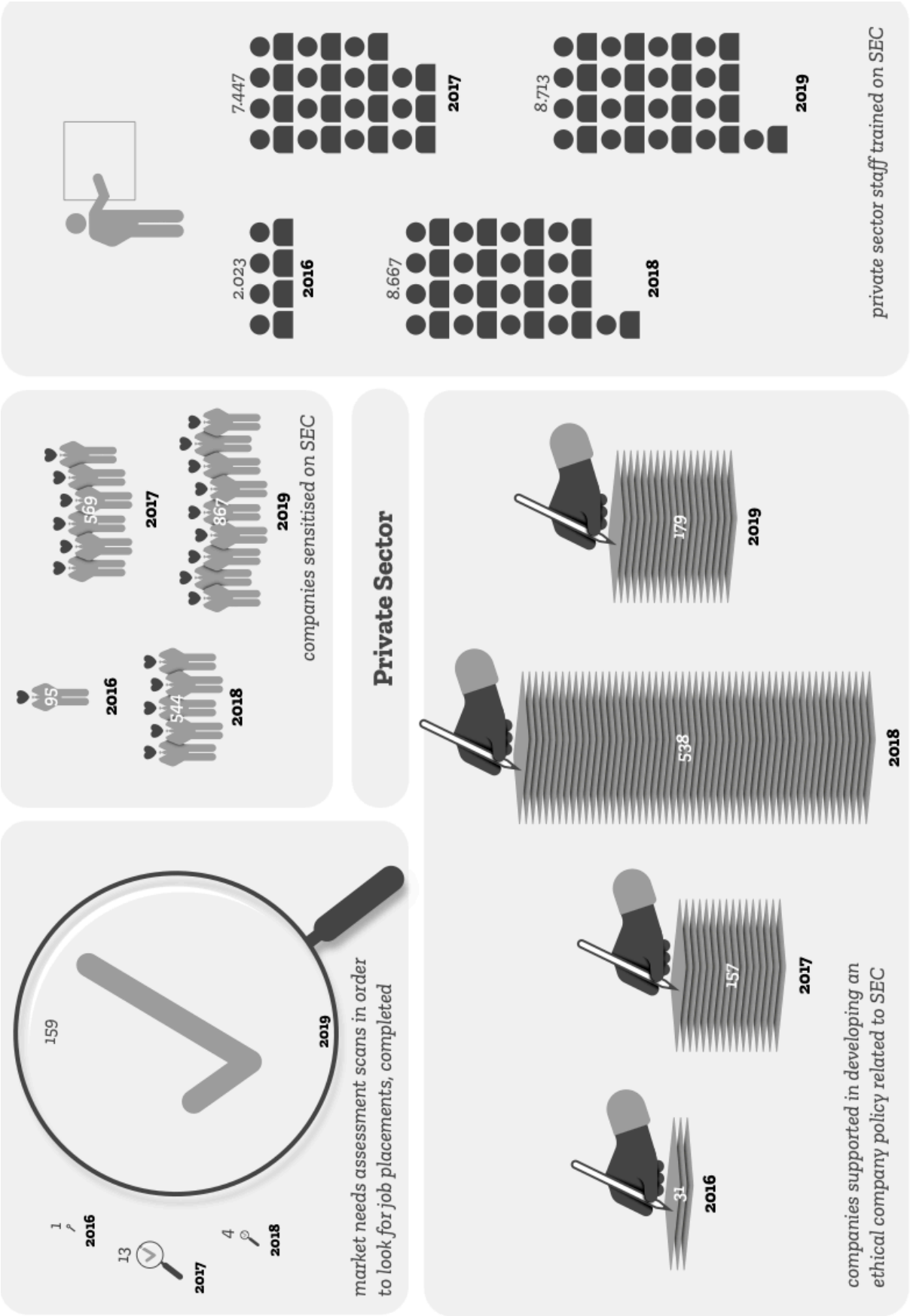
***IO 4 – The private sector publicly promotes the protection of children from SEC and – where able – supports the reintegration of survivors by engaging in technical skill training, traineeships and job placements.***

The ETE – in line with the MTR – finds nondescript progress in the economic empowerment of youth by providing them opportunities for education or jobs. However, there are examples of companies preventing SEC or protecting children from it. Among these are: (i) Facebook and Google taking down online content marked as containing SEC risk from DtZ partners in Thailand, (ii) two (small) hotels and one restaurant in Barahona checking relation of an adult accompanying an underaged girl in their establishment, and (iii) tour operators certified by The Code in La Guajira receiving a positive evaluation of the annual audit concerning the implementation of child protection policy.

The programme has worked towards the changes in this pathway with a combination of training and sensitisation of companies in tourism and transportation sectors, lobbying for child rights, for development a CoC or joining The Code, and market assessments to identify the most potential job opportunities for children (see Figure 16 for specifics on the overall programme reach to the private sector).

To conclude, in terms of reaching the ultimate outcomes of the private sector pathway, the analysis of the ETE findings indicate that in locations where DtZ programme works in this pathway, **considerable progress** has been made towards international, national, and local businesses, including the informal sector, actively engaging in the protecting children against SEC. While in some places the private sector has been unresponsive to programme's attempts to include them in efforts of addressing SEC, in others companies continue to engage in a dialogue with the programme, raising their awareness of SEC, showing signs of commitment and producing content for reaching wider audiences (online content regulation by ISPs). In contrast to the MTR, in 2019-2020 many companies in tourism industry joined The Code with support from the country and international programmes. There are clear indications of signed MoUs/CoCs being implemented and while there is non-descript progress in the economic empowerment of youth, there are examples of companies (from very small to international) addressing SEC in their daily operations.

Figure 16 Data on programme reach, the private sector pathway



### 5.2.5 Enabling environment and programme's adaptation to it

How were they related to enabling environment; How did programme adapt to them?

The DtZ Alliance has faced interruptions due to changes in the programme environment, among which two most important are related to (a) increasing poverty and inequality and (b) elections/political changes.

Interruptions related to increasing poverty and inequality have been seen (i) in India when due to demonetisation imposed by the Government of India in 2016 has communities and the private sector actors had to attend to their subsistence needs; (ii) in the Philippines, where due to the high inflation rate (yearly average of 5.2%) in 2019 the communities shifted their priorities to the livelihood and away from SEC-related concerns; (iii) in Nicaragua, where in 2018 the closure of SMEs, the loss of more than 157 thousand formal jobs, and the increase in the costs of the basic needs has negatively affected the protection of children's rights. The programme has responded by adjusting its schedules and budgets to compensate for under-spending or over-spending in the following year.

In some cases, foreseen (elections) and unforeseen changes in the highest political power have affected the programme in several ways. Some processes have slowed the programme down. Among the examples are: (i) 2018 the Local Self Government (Panchayat) elections in West Bengal that stood in the way of DtZ Alliance carrying out Panchayat training, (ii) the turnover in the Ministry of Women Empowerment and Child Protection, Indonesia in 2018 that has temporarily halted involvement of the ministry in the programme; (iii) wait for the newly elected government in the Philippines in 2016 to appoint officials relevant for the programme collaboration and the local government units to free themselves from 2019 Philippine general election campaigns that delayed work with the government; (iv) the high officials' turnover and the change of priorities in the public agendas due to November 2019 crisis in Bolivia, that suspended support for the economic reintegration of victims of SE; (v) in the last months of 2019, preparations for the 2020 general election kept the community leadership and government officials preoccupied with the political agenda, leaving less space to collaborate with the programme; (vi) the confrontation between the Ministry of Education and the Parents in Action group asking to suspend the application of the Gender Equality approach in the National Curriculum in 2018 in Peru that has delayed the programme's work on the issue of equal opportunities in educational, family, work environments and on the vulnerability of violence and sexual harassment. Moreover, some processes endangered safety of programme operations like the communal riots and political unrest following 2019 Loksabha (General Assembly) Elections in West Bengal.

Some changes in government were more detrimental, like 2016 change of presidency in Brazil resulting in the cancellation of several bills and policies related to the rights of children, weakening of government actions and budget availability linked to countering SEC and making lobbying and advocacy efforts with the government at all levels extremely challenging.

Similar to responding to an increase in poverty/inequality, the programme has responded to the political changes by adjusting its schedules and adjusting budgets to compensate for under-spending or over-spending in the following year. Furthermore, in some instances, the programme has to re-direct its attention like in the Philippines, where human right violations and difficulty for NGOs to work with some administrations have stood in the way of facilitating child participation in local structures in Cebu and Bohol provinces. The world-famous tourist hot spot Boracay has been closed per request of the President since 26<sup>th</sup> April 2018, also bringing about stricter permit requirements. This made the DtZ programme work in the area difficult and the activities have been moved to another (new) area, namely Siquijor.

The DtZ Alliance has made use of positive changes in the programme such as (i) decriminalisation of homosexuality by India's Supreme Court in 2018 and the amendment to Protection of Children

from Sexual Offences (POCSO) Act (2019) that has increased the maximum sentence for all offences as well as made the punishments more stringent; (ii) establishing the implementation of the gender policy in the education system by the Ministry of Education of the Dominican Republic in 2019; and (iii) in 2018-2019 in Peru approving legislation addressing SEC with a business perspective that moves the perpetrator, approving a mandatory CoC for tourism service providers and modification of the criminal code to protect with special emphasis girls and boys from the crime of SE.

The programme also made use of other changes in the programmatic environment to collaborate with governments and other actors on addressing SEC. Examples of this are: (i) the alliance working with the Government of Indonesia in the framework of their 5 years strategic plan, including in the issue of SEC; (ii) fruitful collaboration on increasing government's efforts towards addressing SEC with the Minister of Social Development and Human Security and the Director-General of the Department of Children and Youth appointed following elections of 2019 in Thailand; (iii) in the Dominican Republic, building synergies with a project to prevent and respond to OSEC financed by WeProtect Fund in 2018, implemented by Plan and UNICEF, along with the OAG, the National Council for Children and Adolescents (CONANI), and other national actors.

### 5.3 Efficiency in terms of partnership dynamics

Which management arrangements contributed most to the dynamic partnerships? How has the programme learned and adapted to keep the programme and partnership relevant, effective and sustainable?

In this section, we present findings related to how management arrangements and practices have contributed to the dynamics of the partnership, including adaptations that illustrate learning during the lifespan of the programme. We have organised these findings according to the five dimensions of the alliance thermometer that were also used during the MTR in 2018<sup>116</sup> and are described in Chapter 2 of this report. This section also specifies which programmatic – planning, monitoring, evaluation, and learning (PMEL) – tools and practices have contributed most to the dynamic partnership and the effective programme.

#### 5.3.1 Strategy

The original programme document reflects the initial vision of the DtZ partnership. At the inception of the programme in 2015, the level of participation of partners in programme countries was limited, due to time constraints and uncertainty about the success of the funding proposal. This means that the original strategy certainly reflected the inputs from country partners but was not yet experienced as 'joint.' However, upon approval, substantial and repetitive efforts were made to compensate for this. This started by in-depth involvement of country partners in the development of country ToCs in 2016 and continued through joint annual programmatic reflections and adaptations. Here, OH review meetings and annual regional learning events are named among the programmatic (PMEL) tools and practices that have contributed most to the dynamic partnership.

As a result, in most countries, country partners now confirm perceiving the DtZ programme as a joint strategy that they own and are part of, be it that this sentiment is largely confined to the strategy in their respective countries. All partners are aware that their country programme is part of a larger global partnership, but in the majority, they consider the global partnership as relatively distant, given that contact is channelled through bilateral contact with respective alliance partner only. Besides, country partners recognise that the DtZ programme needs to be adapted to context and culture. This is already difficult enough within countries with large distances and differences, which explains the priority given to having a joint country strategy.

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116 1) Strategy, 2) Connection and collaboration, 3) Steering structure, 4) Processes, and 5) Learning and innovation.

The exception to this is the four LATAM countries where ICCO plays a coordinating role<sup>117</sup> and partners are referring to the programme as a regional movement, reflecting a joint vision that transcends their individual countries. This is partly caused by the longer history they have of working together with ICCO, fewer partners (one in each of the four countries), but also the fact that there have been frequent and consistent contacts among the same partners. It can be theorised that in these four countries, the partners have had saved energy that would otherwise go in establishing relations with others at the national level (like other DtZ Alliance partners have done) and could quicker/more easily work with each other at the regional level.

Overall, among the important contributing factors that explain the increasing and sustained sense of ownership over the country programmes are: (1) a consistent application of joint reflection and planning processes, (2) a culture of joint decision-making based with space for different opinions and recognition of complementarities, and (3) the understanding that the multiple pathways make a comprehensive programme to which each partner can add value without having to work on all pathways.

In conclusion, the partnership clearly made progress towards joint strategies at country level, creating and sustaining a stronger sense of ownership and belonging to the partnership among country partners. At the global level, the programme reflects a joint strategy of the five alliance members, but not so much ‘owned’ by country partners, who understandably are more preoccupied with their country strategies. Programmatic (PMEL) tools and practices that have contributed most to the dynamic partnership are country-specific ToCs, annual OH and regional meetings.

### 5.3.2 Connection and collaboration

During the MTR progress, the sense of cooperation was illustrated using the model in the figure below. A distinction was made between cooperation at the global level (between the five DtZ



Source: Forms of Cooperation and Roles, Capacity Works

Alliance partners) and regional/country level. At that time, it was concluded that the sense of cooperation was strongest at the global level, while it was also observed that collaboration among the four “ICCO-countries” in LATAM had evolved further than in most other countries. At the global level, well-established coordination mechanisms were in place, while the majority of countries reported collaboration taking shape through knowledge exchange and coordination.

During the MTR, the alliance partners also expressed the resolution to take collaboration to the next level. The responses of partners in 2020 illustrate progress towards this ambition from the country to the global level. At country-level signs of operating as a strategic alliance can be observed in the harmonisation of efforts and joint use of resources (e.g. the development of joint websites, joint campaigns, and increasingly distributing pathway-specific responsibilities based on

comparative strengths). At the regional level, the partners in the four ICCO-countries clearly demonstrate progress towards becoming a strategic alliance, referring to themselves as a regional movement rather than separate organisations. Similarly, at the global level, alliance partners confirm progress in collaboration towards becoming a true strategic alliance, recognising that their potential to influence local, regional and international agendas as a collective is stronger.

117 Bolivia, Colombia, Nicaragua, and Peru.

Partners explain this progress as a process in which they are given the time and opportunities to get to know each other better, increasing mutual understanding and trust, within a climate that allows for constructive criticism. At the same time, they acknowledge that such a process does not happen on its own, as it requires time, dedicated skills continued and serious commitment, getting better at balancing individual and collective interests, and overcoming geographical distances and cultural differences. Most partners consider the advantages of being an alliance as being greater than its disadvantages, although there are certainly still voices who illustrate that progressing towards a full-fledged strategic alliance continues to be a struggle.

Overall, it appears that the DtZ alliance has invested substantial time and efforts that resulted in visible progress towards operating more as strategic alliances, be it relatively separate at global and country level. This journey is not yet completed, and continuous deliberate efforts are needed, not only to complete it but also to sustain the progress made so far.

### 5.3.3 Steering structure

The steering structure of the DtZ programme is outlined in its programme document, assigning one of the alliance members as *lead in coordination* for each of the programme countries. This would ensure efficient and consistent steering at country level, but also allows for different arrangements per country, while creating a 'narrow' connection between country partners and the global alliance. As a result, the global steering structure is seen as complex and was not immediately clear to country partners, while they also perceived the steering experience as a rather remote entity. Besides, communication was experienced as rather top-down. Over time, the global steering structure has become clearer and the global to country communications have become more balanced, but a sense of remoteness to the global structure remains.

Country partners express varying levels of appreciation with the steering structure and the lead partners, with India working with FG and the four LATAM countries working with ICCO being the most positive. Having regular contact with the same people, clarity in guidance and timeliness of information in the right language are cited as important factors for helpful programmatic steering.

A critical aspect in the steering structure relates to the separation between programmatic and financial steering, whereby programmatic steering is more geared towards the country partnership as a whole and financial steering towards the individual partners. This makes the financial steering being perceived as less transparent, while budgeting and fund allocation are seen as sensitive processes that require optimal transparency to avoid sentiments of unfairness. The varying reactions of country partners illustrate that their satisfaction with financial steering and accountability differs from country to country.

Finally, partners from India complimented the partnership with clear and rapid programmatic and budgetary adjustments in responding to the Covid-19 crisis.

Overall, the steering structure is clear and functional, whereby the choice of working through one lead partner per country increases clarity and efficiency of steering, but at the same time creates distance between country partners and the broader alliance. This arrangement also allows for different steering mechanisms per country, which explains the varying and sometimes critical remarks of country partners, in particular when it concerns financial steering. Here, the programmatic (PMEL) practices that have contributed most to the dynamic partnership are: country partners having direct bilateral contact with the alliance partner and rapid programmatic and budgetary adjustments during emergency such as Covid-19.

### 5.3.4 Processes

The MTR observed quite some criticism related to the processes that had been put in place for programme management and implementation. Criticism related to processes being insufficiently balanced (top-down/instructive) with emphasis on reporting rather than steering without clarity about the use and usefulness of reported information. Besides, financial experiences were

experienced as slow, and monitoring and evaluation (M&E) processes as not sufficiently clear and consistent, while collaborative processes were more focused on stimulating knowledge exchange than supporting implementation.

In 2020, clear progress towards improved processes is reported, although still, some criticism remains with remarkable different levels of appreciation among countries. Positive remarks relate to planning and monitoring processes that have become joint efforts under a single ToC with pathways using similar arrangements to measure progress. In addition, communication, reflection and learning processes are perceived positively in the majority of cases, although still perceived as too limited by some. This is seen to illustrate the deliberate attention for quality and efficiency, with the partnership living up to its potential by taking advantage of its collective expertise and experiences. Furthermore, the emergence of joint 'implementation' processes (campaigns, websites) is seen as progress towards improved partnership processes.

The critical remark, primarily to financial processes, have remained, not so much on the speed of financial transactions but more to the earlier-mentioned separation between programming and financial processes, the regular changes in financial reporting processes and the limiting reporting formats.

Despite clear differences per country, overall, the DtZ alliance seems to have made reasonable progress in creating processes that help and stimulate the partnership in programme management, implementation and learning. More work on aligning financial management to programming and harmonising financial reporting within the alliance could have been supportive to a dynamic partnership.

### **5.3.5 Learning and innovation**

From the outset, learning has been one of the core collaboration areas, implemented through a joint learning agenda, designed to respond to learning needs by tracking and sharing best practices. During the MTR, the learning component of the DtZ alliance received the highest appreciation, with partners praising the deliberate and diverse learning efforts, encouraged by a conducive learning climate and a shared sense of importance attached to learning. Indeed, in 2018, DtZ Alliance has published results of its systematic learning: "Empowerment of child victims and children at risk of sexual exploitation" and "Best practices of collaborations between CSOs with the travel and tourism industry" (for the Global Summit). At the same time, during the MTR, the appreciation of the innovation aspect was less positive, but this primarily reflected a lack of clarity about how the alliance defines innovation and what therefore qualifies as an 'innovative approach.'

Considering the above, it is remarkable that in 2020 learning and innovation has been self-assessed by the DtZ country teams with a lower score on average. Looking in more detail at what has happened in terms of learning and innovation, it does not seem that learning efforts nor results have much reduced. The alliance continued its systematic learning and produced two more knowledge products: "Effective ways to engage the private sector: Guidance for CSOs working on child protection" (February 2019) and "Bridging the Gaps, a toolkit for supporting boys affected by sexual exploitation and abuse"<sup>118</sup> (September 2020). And, the analysis of best practices of working with the private sector is being finalised (December 2020). Country partners still refer to a variety of learning efforts and cite a range of learning examples including broadening the scope of work by adding pathways related to communities and children, strengthening of the connection between private sector and communities, the inclusion of violence against women and LGTBI, and adaptations in response to the Covid-19 pandemic. At the same time, they still describe the learning climate as open and constructive and reconfirm the importance of continued learning and innovation.

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<sup>118</sup> <https://www.terredeshommes.nl/en/latest/bridging-the-gap-sexual-exploitation-and-abuse-of-boys>

Nevertheless, and informed by learning experiences to date, country partners express themselves critically, among others related to the absence of particular learning priorities (e.g. fundraising, working with the private sector, contextualisation of approaches), the limited relevance of learning (more than just sharing experiences) and the importance of having learning effects that last. Other observations relate to the need of sufficient resources for learning in the region, the need to be more inclusive (all countries/partners independent of the lead partner), the importance of identifying and sticking to common learning questions, and the ability to combine qualitative with quantitative information for knowledge building. Finally, the importance of clearly defining needs and expectations is stressed as a precondition for effective learning and innovation.

Based on this, it is clear that learning is still considered a core area of working in partnership. It appears furthermore that the initial emphasis on learning in the DtZ alliance has resulted in rapid maturation of how learning is perceived and experienced. This means that the initial enthusiasm and satisfaction of being exposed to learning opportunities has evolved into more serious and demanding learning expectations. This implies that partners increasingly look for learning processes that are well-considered and carefully designed to ensure strong, relevant, and lasting learning effects.

To conclude, overall, we see that management arrangements and practices have matured, helping the DtZ alliance becoming a more vibrant and dynamic strategic partnership. Progress towards the development of a jointly owned strategy is particularly obvious at the country level. Growth in connections and collaboration is visible at both the global and country level, with increased signs of harmonisation and joint use of resources in implementation. The steering structure is clear and functional, but it has also created and sustained a certain level of separation between the DtZ alliance at the country and global levels, which are primarily connected through the *lead in coordination*. Remarkable process has been made in improving management and implementation processes, although the most sensitive processes related to financial management are seen as separate from programming and remain a cause of concern. Finally, the aspect of learning and innovation is being perceived with increasing criticism. However, this reflects the increasing maturity of learning expectations, whereby simply making learning efforts is no longer sufficient and learning investments are judged by their professionalism and rate of return in terms of relevant and lasting learning effects.

Programmatic (PMEL) tools and practices that have contributed most to the dynamic partnership are country-specific ToCs, annual OH meetings, regional learning events, country partners having direct bilateral contact with the alliance partner and rapid programmatic and budgetary adjustments during emergency such as Covid-19.

## 5.4 Sustainability

Which of the programme results are likely to be sustained after 2020 and what are the conditions under which they can be sustained?

Although the DtZ programme has reached several of its 2020 outcomes and progressed far in reaching others, these achievements need attention to be sustained. This section addresses the ToR question on sustainability by (i) highlighting the results most likely to be sustained after 2020; (ii) outlining the general underlying conditions for that; (iii) describing the (developed) capacity of DtZ Alliance members as a condition for sustainability.

### 5.4.1 Results most likely to be sustained after 2020

Since the ToC of the Alliance formulates its results in terms of behavioural changes on the key actors, we follow the thesis of the behavioural science that sustainable development can be achieved through behavioural changes. With this thesis, the ETE argues that the programme results that are most likely to be sustained post-2020 are those where behavioural changes of key actors have become closest to the description of DtZ 2020 (ultimate) outcomes. In other words, the sustainability of the DtZ programme achievements is likely to persist in places where the following, or the changes closest to it, are observed. These changes are:

- (a) **Children** groups that are engaged with their peers, families, communities, government agencies, and companies to raise awareness on, ask for prevention and claim protection from SEC. This is true for all but three groups whose empowerment was measured. See the detailed account of the achievements and additional information on children's empowerment in Chapter 4.
- (b) **Community** groups that are mobilised and experienced in using their unity to take action to prevent and report SEC as well as request support from government agencies and companies. These groups are seen, from four case studies, Jakarta and Lombok (Indonesia), Chiang Rai (Thailand), and Barahona (Dominican Republic) reporting SEC cases through CBCPMs. Other groups are seen to address SEC by speaking publicly like imams in Lombok, others – by entering in dialogue with the business community like Wayuu leaders in La Guajira, and some – actively monitoring the implementation of public policies like community leaders in Boca Chica. However, the numbers of SEC reporting and public support of the cause are low. For the detailed account of community groups' behaviour in four case countries, see Chapter 4.
- (c) **Government** agencies that have gained skills and experiences in preventive activities (outreach) and handling SEC cases, strengthened by relevant policies, plans of action, budgets, and protocols to effectively combat SEC. These results are seen in Thailand at the national level, in developing laws for criminalising OSEC; in Indonesia at the local level (Lombok), in allocating funds to enable SEC prevention and protection work; in Colombia at the local level (Riohacha), in prioritising SEC prevention processes within the framework of compliance with the action plan; and in the Dominican Republic at the local level (Barahona), in the provincial state organisations filing complaints and providing psycho-social support services to SEC survivors. For a detailed account of government agencies behaviour in four case countries, see Chapter 4.
- (d) **LEAs** that gained skills and modern technologies to investigate SEC cases, including OSEC and have institutional support/backup to protect themselves as well as rely on the prosecution. Such changes are seen in Colombia, where the police and judicial officials successfully investigated captured of sexual exploiters in La Guajira. The same change is seen in Thailand, but going further – the judiciary successfully prosecuting offenders and compensating SEC survivors. For details on this, see contribution cases 5 and 3 Chapter 4.
- (e) **Companies** (in tourism and transportation sectors) that are engaged in monitoring and adjusting their daily operations to prevent and report SEC. Such changes are seen in Thailand, where Facebook and Google actively respond to DtZ partner analysis of online content marked as containing SEC risk and take it down; in Riohacha, where hotels provide safe space for vulnerable Wayuu women and children to sell their craftwork and tour operators apply ethical guidelines in correspondence with The Codes; and in Barahona, where several small companies

checking the age of their visitors. For the detailed account of companies' behaviour in four case countries, see Chapter 4.

On top of this, the analysis of all contribution cases shows, that one additional behavioural change is a key for sustaining programme results: the presence of connections between the actors who are displaying the desired behaviours. In other words, the changes attained by the programme are most likely to be viable in places where community group/CBCPMs, government agency/service, LEA, company engage with each other and children to discuss and find ways for addressing SEC. Moreover, an achievement is less likely to be sustained if it is observed in only one actor's behaviour as described in higher-level IOs (i.e. IO3 and IO4) and ultimate outcomes, e.g. children reporting SEC cases. Other actors exhibiting a supportive behaviour e.g. LEAs following up or government services accessible for survivors or family members reporting cases, increases the likelihood for the sustainability of the achieved results.

### 5.4.2 Conditions for sustaining programme results

The analysis of conditions is based on the COM-B model,<sup>119</sup> which defines **capability (C)**, **opportunity (O)** and **motivation (M)** as main pillars for enabling a behavioural change (B) of key actor. Therefore, we consider the strength of these pillars when looking at the likelihood of achieved behavioural changes to be sustained. For this purpose, the ETE has translated the COM-B model's concepts into recognisable and relevant factors and surveyed the programme partners to get insight into which of them are more important for the sustainability of DtZ programme results.

According to the survey, to sustain the programme results, the first condition is to have sufficient **technical capacity** of actors in government and the private sector pathways, but also in CSOs working on child rights. This primarily refers to relevant knowledge, skills and attitude to work on prevention, detention, facilitating reporting, litigation, rehabilitation of children and work with children's families. Unquestionably, when it comes to the capacity of government agencies and LEAs, a key condition and the most acute challenges are to ensure a sufficient number of (qualified) staff and reduce staff rotation. Another condition related to capacities is the **capacity to translate gained skills, knowledge, or technology into practice**. This speaks more to the institutional ability to develop/put in place the systems and practices that can support staff in putting their newly developed capacities to use. Finally, apparent but often forgotten condition is **earmarking funding to implement the skill, knowledge, or technology**.

All contribution cases reveal that **opportunities** provide "entrances" for change and need monitoring and adaptive programming for utilisation of opportunities as it has been done by the DtZ programme and demonstrated by the contribution analysis.

Conditions to keep the **motivation** where it is present, especially in engaged government and the private sector actors include: ownership of the strategies, continuous attention from watchdogs and/or periodic assessment of progress in line with (internationally-) agreed criteria, support from CSOs to use complementarity knowledge and mandate with clear boundaries for action, supportive legal and policy frameworks that defines the obligatory actions and protects from perpetrators (especially relevant for investigation and litigation processes).

Finally, a systematic reflection on the key programme assumptions has revealed that not all could be relied on for attaining, multiplication and sustaining of the desired behavioural changes. See Table 5 for the overview of assumptions with indications of whether they hold as a condition for pursuing of sustaining the changes, per programme pathway.

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119 Mayne, John (2017). The COM-B Theory of Change Model. Capability is defined as the individual's psychological and physical capacity to engage in an activity. It includes having the necessary knowledge and skills. This is what is usually included under capacity change/IOs in ToC models. Motivation is defined as those brain processes that energise and direct behaviour, not just goals and conscious decision-making. It includes habitual processes, emotional responding, as well as analytical decision-making. Opportunity is all of the factors that lie outside the individual and make the behaviour possible or prompt it. It is usually captured as the "enabling environment."

Table 5 Assessment of DtZ programme assumptions in terms of reliable conditions for achieving /sustaining change

Assumptions	Holds as a condition?
<b>Children pathway</b>	
(a) Information from peers is most effective, especially if children share similar experiences.	Almost in all cases and across all groups.
(b) Children will be able to and want to make choices in their best interest and to direct their own lives, creating fewer risks of becoming a victim of SEC.	Unless their parents are putting them at risk or actively pimping to enter/stay in SE.
(c) Children are willing to leave exploitative situations.	Same as above.
(d) Children who are survivors of SEC and who are adequately rehabilitated, reintegrated and empowered will be less vulnerable to re-victimisation.	Does not hold for survivors from poor/marginalised communities whose parents are not aware or disinterested in dangers of SEC; but does hold for cases where survivors have accessed vocational training and could live a life independent from their parents, e.g. by earning their own income.
(e) When provided with the right tools, skills, knowledge and support, children can become effective agents of change.	Almost in all cases, but works better for older children.
<b>Community pathway</b>	
(f) Social norms, values and economic aspects that feed SEC in communities selected for this programme can be changed in five years sufficiently to become examples of protective environments.	Does not hold in urban areas and at scale but works in rural setting/a minority group with strong traditional ties, if its leaders (religious/spiritual leader or elderly) are interested in the topic.
(g) Social mobilisation of community leaders supports a safe environment for children, reducing the risk of SEC.	
(h) Community leaders can influence parents of vulnerable children and child victims, these children themselves, the community at large and local government officials.	
(i) Alternative livelihood options are available to provide real opportunities for parents and children to fight against SEC.	Does not hold as in most cases, alternative livelihood opportunities are not present. Needs deliberate attention.
(j) CSOs are willing to work together SEC issues and have sufficient funds/other support to do so. At the same time, the gender/women's movement recognises the special needs of children and makes this part of their agenda.	Not always. In general, there is a difference in approaching SEC in the women's rights organisations and children's organisations. Needs deliberate attention.
<b>Government pathway</b>	
(k) After the political change, there will remain a status quo in terms of political will.	Does not hold, as political will changed before and definitely after elections or another form of change in power.
(l) A supportive government will be able to mobilise sufficient resources to lay the foundation for quality prevention, protection/rescue and rehabilitation programmes as well as law enforcement.	Holds. Support could be stimulated by int. e.g. to trafficking in-person issue and commitment to global goals (with subsequent high-level fora monitoring/reporting) e.g. CRC.
(m) By showing governments the magnitude of the problem, developing experience-based proposals and practical alternatives, and exposing attitudes of	Hold when supported by political will.

society towards SEC and child victims, they will be more motivated to address the issue with sufficient capacity and resources.	
<b>Private sector pathway</b>	
(n) The private sector is willing to take action against SEC if they are aware of their own industry's involvement in SEC, the responsibility to protect children against SEC and possibilities for action, and see it as a mid- or long-term "investment" that will improve their positioning, image and, consequently, benefits.	The logic holds true, although smaller/informal companies especially in the travel and tourism industry that benefit directly from SEC need additional effort to be convinced.
(o) Private sector actors are willing to combat SEC even if their governments or the governments in the countries of action fail to do so.	Holds for large-scale hotels/international brands and chains or those interested in the int. reputation of having a CoC and front-runners.
(p) The signing of The Code by companies ensures the commitment of the sector to tackle the issue.	Mostly holds true.
(q) Companies are sensitive to the opinion of CSOs.	Did not hold true.

### 5.4.3 (Mutual) Capacity development

An important condition to sustain the changes are continued efforts of dedicated CSOs, among them members of the DtZ alliance. Therefore, the alliance members' capacity is among the factors/conditions that ensure DtZ programme results to remain beyond 2020. On analysis of this issue, the ETE solely relies on the data collected by the DtZ programme with Participatory Capacity (self-)Assessment Tool – PCAT. This self-assessment of partners' capacity<sup>120</sup> in five organisational dimensions has been carried out annually, in 2016-2020. Explanation of the specific indicators, per organisational dimension, can be found in Annex 7.

According to this data, all members of the alliance have improved their organisational competency in all five organisational dimensions. Analysis of PCAT baseline and end-line data reveals some differences in strengthened capacities along these five dimensions as illustrated by Table 6 and described below.

**C1: Governance:** Most partner organisations (around 70%) have started with key elements (i.e. registration, developed and shared Vision and Mission statement) in place, the rest – with few identified weaknesses. By the end of the programme, all partners had been registered and the majority (around 85%) had clear Vision and Mission statements that are well-known by all staff and board, as well as internalised and applied in planning.

**C2: Financial management:** Partners organisations have improved significantly on financial systems, processes and capacities. The main improvement has been in the competency of finance staff. While 18% of partner organisations rated their qualifications and experiences as "starting/emerging" at the baseline, 73% were highly confident in their staff's full ability to manage organisational finances in 2020. Similarly, a substantial improvement has been seen in having documented and applied financial procedures – from 23% at the baseline considered "emerging" to 68% rating it as "prime." Finally, although, by 2020, many organisations (64%) have improved in regularly auditing their accounts and having a clear system of following up audits' recommendations, only half are fully satisfied with implementing these systems.

<sup>120</sup> Rating of specific aspects under each capacity has been applied as follows, in order from lower to higher: (1) **starting**, the earliest stage of development with all aspects undeveloped or non-existent; (2) **emerging**, exhibiting some capacity, (3) **progressive**, demonstrating achievements; all structures in place and recognised by others, and (4) the **prime** stage, fully functioning and sustainable, with all elements defined and institutionalised.

**C3: Programme development and monitoring:** Similar to C2, partners have made significant progress here. By 2020, among the strongest elements of this capacity – i.e. rated as being in a “prime” state – are seen systematically linking the vision/mission and programme activities (86%) and using analysed data (reports) for decision-making (77%). The weakest element is having resources to continue to work without external (financial) support. Although the security in continuing without DtZ projects has improved since 2016, from 32% of organisations either not even having a strategy/just starting on it, to 64% “progressing” on acquiring such resources in 2020, only 23% of partner are fully satisfied with their situation with it. Meanwhile, most organisations have been improving on comprehensively and consistently monitoring their results and having centralised records accessible to all.

Table 6 Analysis of difference between baseline and end-line scores (PCAT) for 22 partners in all countries<sup>121</sup>

Capacities		PCAT scores		(1) "starting" and (2) "emerging"		(3) "progressing"		(4) "prime"	
				2016	2020	2016	2020	2016	2020
C1: GOVERNANCE									
1.1	Registration			0%	0%	32%	0%	68%	100%
1.2	Existence of V-M statement			9%	5%	18%	9%	73%	86%
1.3	Internalizing of V-M statement			5%	5%	18%	14%	73%	82%
C2: FINANCIAL MANAGEMENT									
2.1	Financial guidelines or manuals			23%	9%	32%	23%	45%	68%
2.2	Budget control authorization system			14%	9%	32%	23%	55%	68%
2.3	Professional capacity of accounting officers and systems			18%	5%	36%	23%	45%	73%
2.4	External financial audit			14%	5%	50%	32%	36%	64%
2.5	Implementation and follow up audit recommendations			18%	0%	41%	50%	32%	50%
C3: PROGRAMME DEVELOPMENT AND MONITORING									
3.1	Link between program/activities and V-M			0%	0%	32%	9%	64%	86%
3.2	Strategies for sustainability of project results			32%	9%	59%	64%	9%	27%
3.3	Existence and use of a quality monitoring plan			32%	9%	36%	41%	32%	50%
3.4	Collection of monitoring data			18%	9%	45%	50%	36%	41%
3.5	Documentation and record keeping systems			32%	9%	50%	50%	18%	41%
3.6	Report writing			5%	5%	32%	18%	64%	77%
3.7	Involvement of beneficiaries in evaluation			18%	5%	73%	45%	9%	45%
3.8	Using lessons learnt			9%	0%	45%	41%	45%	59%
3.9	Learning from evaluations			18%	9%	36%	32%	45%	59%
C4: QUALITY OF RESULTS AND EFFECTIVENESS OF									
4.1	Efforts to up-hold CR, including child participation			5%	0%	41%	18%	55%	82%
4.2	Gender considerations among beneficiary group			0%	0%	59%	45%	41%	55%
4.3	Reintegration of beneficiaries into the general society			5%	0%	50%	36%	41%	59%
4.4	The organization has a child safeguarding policy			14%	5%	41%	14%	41%	82%
4.5	Putting the policy into practice			27%	14%	32%	23%	41%	64%
4.6	Collecting Data on Child Protection			14%	5%	27%	27%	59%	68%
C5: POLICY INFLUENCING & NETWORKING									
5.1	Understanding children’s needs and rights in relation to government and international donor’s policies			0%	0%	18%	5%	82%	95%
5.2	Contribution to policy impr. on children needs and rights			5%	0%	45%	23%	50%	77%
5.3	Relations with Private Sector and the Media			27%	0%	36%	59%	36%	41%
5.4	Cooperation with the government			5%	0%	32%	23%	64%	77%
5.5	Collaboration and partnerships with other CSOs			0%	0%	27%	14%	73%	86%
5.6	Level of involvement in networks on children’s issues			14%	5%	36%	23%	50%	73%

**C 4: Quality of results and programme effectiveness:** Around half of the organisations have started with having a strong mandate and track record in upholding child rights as well as gender-mainstreamed approaches. By 2020, more than 80% of partners have reached the same level. Moreover, while 41% of partners have a comprehensive child safeguarding policy (or in a nascent

<sup>121</sup> Data analysed only for countries where both baseline and end-line PCAT scores are available.

form) in 2016, by 2020, it became 84%. In 2020, around 65% of partners are actively implementing child safeguarding policies and collecting data on child protection.

**C5: Policy influencing and networking:** The alliance started with 70-80% of partners having a solid understanding of children's rights in relation to government and international policies as well as collaborating with other CSOs to hold duty-bearers accountable. By 2020, 85-95% of partners have the same capacities. The main improvement on policy influencing has been seen in developing relations with the private sector and media, from 27% having none or weak relations to 41% having strong ties and 59% progressing towards it. This is an important capacity to pay attention to, since – as mentioned in section 5.4.1 – having relations with companies increases the likelihood of sustaining programme results in the private sector pathway and – as mentioned in section 5.4.2 – the pressure from media is an important condition stimulate willingness to change among the key actors.

To conclude, the most likely results to be sustained post-2020 are those where behavioural changes of key actors have become closest to the description of DtZ 2020 (ultimate) outcomes, namely in places where (a) children groups are engaged with others to raise awareness on, ask for prevention and claim protection from SEC; (b) community groups are mobilised to prevent and report SEC as well as request support from government agencies and companies; (c) government agencies are skilled and experienced in preventive activities (outreach) and handling SEC cases; (d) LEAs are skilled and have modern technologies to investigate SEC cases as well as institutional support/backup to protect themselves and can reply on the prosecution; (e) companies are engaged in monitoring and adjusting their daily operations to prevent and report SEC. On top of this, the changes attained by the programme are most likely to be viable in places where the actors who are displaying the desired behaviours are connected with each other.

To sustain the programme results (i.e. attained behavioural changes), sufficient technical capacity on prevention, detention, facilitation of reporting, litigation, rehabilitation of children and work with children's families is needed as well as the capacity to translate gained skills, knowledge, or technology into practice. Sustainint these results also requires an apparent but often forgotten condition of earmarked funding. Opportunities to sustain results need monitoring and adaptive programming for their utilisation, and sustaining the motivation needs continuous attention from watchdogs and/or periodic assessment of progress in line with (internationally-) agreed criteria, support from CSOs and supportive legal and policy frameworks. A systematic reflection on the key programme assumptions has revealed, to attain, multiply and sustain the desired behavioural changes, some could not automatically be relied on but need deliberate action.

In terms of capacity that can feed the sustainability of results, all DtZ partners have improved their organisational competency in five organisational dimensions: (1) most partners have clear vision/mission statements that are well-known by staff and board, as well as internalised and applied in planning (governance); (2) finance staff competency, documenting and applied financial procedures has significantly improved, but also regular audits of the accounts (financial management); (3) partners systematically link their vision/mission with programme activities and practice evidence-based decision-making (programme development and monitoring); (4) most organisations have a strong mandate and track record in upholding child rights and using gender-mainstreamed approaches and majority – comprehensive child safeguarding policy (quality of results and programme); and (5) all partners have a solid understanding of children's rights in relation to government and international policies and have significantly improved their skills in developing relations with the private sector and media (effectiveness policy influencing and networking). Few remaining concerns are related to the scarce follow up on audits' recommendations to improve systems and procedures and insufficient resources to continue work without external support.

## 6 LESSONS AND RECOMMENDATIONS

Following the programme-wide conclusions of the end-line evaluation, we have outlined seven key lessons learned from the alliance and the DtZ programme. We have also developed a set of eight overall recommendations to assist the alliance and its individual members in its future endeavours to address SEC. Both the lessons and recommendations respond to a combination of observations related to the different evaluation criteria, as similar/connected responses are possible to consolidate the achievements and overcome the challenges that the alliance has been facing. This means that lessons and recommendations are not structured according to evaluation criteria but rather presented as an interrelated set starting from the core of the programme (its overall approach and work with key actors targeted), and ending with more management and support-related recommendations. In addition to the eight overall recommendations below, more country-specific recommendations have also been developed and are presented in Annex 8.

### **Key lessons learned from the alliance and the DtZ programme:**

1. When working with numerous partners in multiple countries and the international component, start by elaborating a programmatic ToC that defines clear concepts like a number of pathways and levels of change in each pathway. Quickly translate this ToC into country-specific ToCs with context-specific detail but aligned with the programme-wide ToC.
2. For effective steering, put in place annual learning events with all partners in a country jointly reflecting on their progress (in achieving outcomes) along the pathways of the ToC, presenting expected and unexpected signs of change observed in their programme areas and reflecting on the adjustments to be made in the country-specific ToC. For increased synergy and cross-learning, combine this with the regional exchange – preferably face-to-face – especially during the first years of the programme.
3. Strengthen children's agency by supporting them in becoming skilled at raising SEC issues among their peers and within their communities. Varied efforts might be needed to see children at risk, older children (older than 14 years) and boys communicate their concerns with each other, families, and external stakeholder compared with other groups. The latter group might take more time and effort to get there, which should be built into the programme accordingly. Given that this is not always the case, monitor different groups of children (age, gender, at-risk/survivors) and adjust programme efforts as necessary.
4. For increased effectiveness of programme strategies, combine work with children with efforts with other actors. For instance, combine strengthening children's agency with support to CBCPMs and government services at local levels (such as city neighbourhoods and villages). Connect these services with empowered children. Work with community leaders and facilitate the participation of children in local (decision-making) forums.
5. When primary caregivers do not help report or even address SEC, employ programme strategies to overcoming these obstacles such as findings 'champions of change' and connecting community groups/CBCBM with LEAs at the community level.
6. To demonstrate successful examples of LEAs effectively addressing SEC, collaborate with LEAs at the local level in applying child-friendly protocols, and support them in processing complaints and investigation.
7. To advance addressing SEC in the hospitality industry, stimulate companies joining The Code and link them with the local representative of The Code for continuous support.

### **Recommendations to the alliance and its members as well as others who continue work on SEC:**

1. Adopt an integrated approach combining multiple pathways with children and their families at its core.
2. Maintain a location-specific approach with an eye for related sourcing locations for tangible results.
3. Recognise the challenge in law enforcement and strengthen capacity and confidence capitalising on your own track record.

4. Develop and implement an international L&A programme that is organised separately but content-wise linked to the country programmes.
5. Complement the programme strategy of multiple pathways with a fitting and learning strategy for upscaling and institutionalisation efforts of others.
6. Professionalise the learning function among alliance members.
7. Continue working towards strengthened inclusive partnerships that strive to be more than the sum of their parts.
8. Align programmatic and financial steering mechanisms.

A further elaboration of each of the eight recommendations is provided below.

### **1. Adopt an integrated approach combining multiple pathways with children and their families at its core.**

The DtZ alliance has successfully introduced and demonstrated the value of working through multiple pathways, acknowledging that lasting change at scale cannot be accomplished by working only with one single target actor. Moreover, studies' achievements have demonstrated the power of combining work with several pathways. Therefore, the evaluation recommends continuing this integrated approach and pursuing change in the multiple pathways, while always continuing to work directly with survivors/at-risk children and their families as the starting point and core of the work. Complementing the work with children and their families, the alliance is encouraged to continue developing and undertaking interventions targeting the wider community, (sub-)national government including law enforcement and judicial agencies, as well as the private sector.

At the same time, each pathway will have to be context-specific and requires its own expertise, which may mean that additional capacity in the shape of new partners and/or dedicated capacity development efforts needs to be mobilised. This also asks for drawing upon best practices from the past and giving optimal space to survivors and children at risk who are motivated to act as change agents/opinion-multipliers in advocacy efforts against SEC among various targeted actors.

### **2. Maintain a location-specific approach with an eye for related sourcing locations for tangible results.**

Adopt a location-specific approach, combatting SEC where it occurs as its first and main priority. This is where the strength of most partners lies. At the same time, share lessons with others within or outside of the location and connect to broader national and international programme efforts that can provide additional back-up and trigger achieving change at the chosen location. The evaluation recommends continuing this location-specific bottom-up approach as the source of need and motivation and the place where the most direct and tangible results are obtained. This location-focus approach would also require covering other working (sourcing) areas where related prevention and re-integration efforts are relevant. The locations, therefore, inspire all efforts made at national and international levels to create as much direct benefit as possible.

### **3. Recognise the challenge in law enforcement and strengthen capacity and confidence capitalising on your own track record.**

When reviewing the impressive progress reported along most of the multiple pathways, the challenge of creating trusted and effective LEAs recurs several times. This illustrates that crucial law enforcement and subsequent judicial practices remain among the weakest links in the programme's success. We, therefore, recommend that this pathway gains stronger emphasis and more resources in future interventions. This should start by consolidating knowledge from the alliance's past experiences and developing tools and guidelines on solid analysis of the justice sector and key actor mapping to build the capacity of the alliance and find the right entrances for reform in addressing this pathway with increasing success. Continue with the capacity development efforts towards LEAs, collaboration on reporting and investigation as well as litigation and link up to other like-minded organisations/networks that have a successful track record in working with law enforcement and with key actors in the justice sector. Policy influencing to achieve prioritising

addressing SEC/anti-trafficking measures by higher political instances such as ministries and OAGs is also advisable, as it presents a more favourable environment for effective law enforcement.

#### **4. Develop and implement an international L&A programme that is organised separately but content-wise linked to the country programmes.**

The programme includes an international component targeting international tourism and transportation organisations to actively contribute to the fight against SEC. This component started in Thailand but failed to gain the attention and traction that it needed elsewhere to make a real difference among the targeted international actors. This was partly due to uncertainties about the funding status of this component and partly due to the reliance on partners that had their hands full with the implementation of country programmes.

Notwithstanding our understanding that other priorities took over, the evaluation recognises the value of this international programme and its results. Therefore, we recommend continuing/replicating the inclusion of the international component to complement the work at the country level. This component would concentrate on international lobby and advocacy work, targeting relevant inter-governmental organisations and multinational companies to speak up and act more clearly against SEC. Doing this successfully requires dedicated attention, specific competencies and relevant networks, which means that this responsibility needs to be clearly placed (an) additional partner(s) that are deliberately assigned, equipped and resourced to do this.

Although separately organised, content-wise the international programme needs to be clearly linked and integrated into the overall programme to avoid fragmentation or sub-optimisation of efforts. This means regular interaction with country programmes, whereby the international component would identify where the action of international actors is most needed to overcome bottlenecks that cannot be solved at the national level. In addition, the international component keeps national programmes informed about changes in international agreements or resolutions to ensure that these are promoted and honoured at the country level.

#### **5. Complement the programme strategy of multiple pathways with a fitting and learning strategy for upscaling and institutionalisation efforts of others.**

Upscaling preventive and protective action demonstrated by the programme combined with nationwide institutional development for effective legislation and law enforcement is needed to achieve complete and lasting progress in eradicating SEC. The evaluation feels that the partnership can contribute best to these processes by ensuring the continuous expansion and sharing of its own hands-on experiences with like-minded organisations/networks that concentrate on advocacy at the national and international level, especially in working with children and influencing governments, law enforcement agencies, and the private sector.

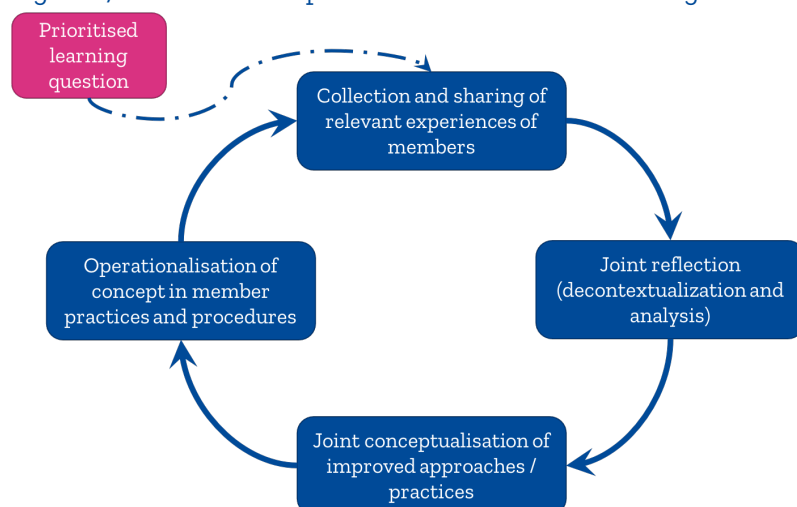
For this bottom-up process to be successful, we recommend that the partnership should complement its programme implementation strategy with a dedicated externally-oriented learning and dissemination strategy. Such a strategy would need to ensure that important lessons and best practices are identified, analysed in terms of success and fail factors, and decontextualised. In this way, experiences are converted in knowledge about how to successfully apply lessons in a different context, and insights in institutional development priorities that need to be addressed in addressing SEC.

#### **6. Professionalise the learning function among alliance members.**

During the MTR, in-country partners expressed strong appreciation for the spontaneous and organic exchange of learning experiences. In the first half of the programme, these served a clear and useful purpose for members in getting to know and understand each other. The more critical appreciation of learning efforts in the second half of the programme illustrates that the DtZ partnership has evolved in maturity with more demanding learning interests. The evaluation, therefore, recommends a further professionalisation of the learning function within the alliance.

This means that learning and innovation is more consciously designed and organised, deliberately following the phases of the collective learning cycle (see Figure 17) while applying state-of-the-art (blended) learning approaches and principles.

Figure 17 Visualisation of professionalisation of the learning function



The alliance might seek to hire a learning and knowledge management officer as part of the programme, who facilitates deeper learning across organisations, countries and regions along the lines of a jointly-agreed learning agenda (see recommendation 5).

It is also advised to update and make use of participatory assessment of children empowerment levels as it has been a unique part of research used by this programme. When updating the methodology, more background information on children can be collected (e.g. migrant, LGBTIQI) for the greater use of disaggregated data for CE analysis. To save costs, after updating the methodology, measuring CE levels could be included in the programme's ongoing (annual) M&E practices.

## 7. Continue working towards strengthened inclusive partnerships that strive to be more than the sum of their parts.

The DtZ alliance combines a unique group of dedicated and like-minded partners bound by their common goal to fully eradicate SEC. However, having a common goal does not mean that all partners are similar or share the same principles to guide their work. These differences may result in different opinions about the best possible approach, meaning that working together can sometimes be difficult. Members at the global and country level describe the culture of the alliance as open and respectful, allowing for these differences to be recognised and discussed constructively. This leads to some examples of coordinated task distribution, although much more of the potential that lies in the many complementary competencies in the partnership could be tapped.

To take the quality of cooperation and thus the performance of the partnership to the next level, we recommend a more deliberate effort in developing joint interventions and approaches, mapping complementarities to assign fitting roles and responsibilities, and identifying gaps for which new members are mobilised (potential tools are available in the FAN approach<sup>122</sup> and the GiZ Capacity WORKS management model<sup>123</sup>). This helps in ensuring that all qualities are available and used optimally to successfully pursue the alliance's multiple pathways. Besides, this keeps the alliance dynamic and innovative, as a constant evolution of membership is essential for adding new energy, ideas and power. This holds particular importance for partnerships that exist for the sake of influencing others.

<sup>122</sup> <https://www.linkconsult.nl/en/gereedschap>

<sup>123</sup> <https://www.giz.de/expertise/html/60619.html>

#### **8. Align programmatic and financial steering mechanisms.**

Programmatic steering of the partnership as a whole, while budgeting and financial steering takes place separately for individual members risks undermining the trust and thus the willingness to collaborate. We, therefore, recommend aligning these processes so that the planning of results and related activities is brought together with the allocation of resources as part of the same discussion. If resource allocation and reporting have to be organised per member for particular (donor-related) reasons, ensure that the process is fully transparent and based on agreed principles and criteria that are clear to all members.

