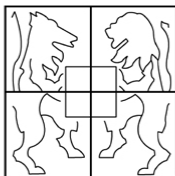


INSTITUT D'ÉTUDES POLITIQUES DE PARIS



SCIENCES PO

**EVALUATION OF THE IOM ASSISTED VOLUNTARY
RETURN AND REINTEGRATION OF GHANAIAN CHILD
VICTIMS OF TRAFFICKING FOR LABOUR EXPLOITATION
IN YEJI FISHING COMMUNITIES / REPUBLIC OF GHANA**



INTERNATIONAL ORGANIZATION FOR MIGRATION

JUNE 2005

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List of Abbreviations & Acronyms

ACHD	African Center for Human Development
APPLE	Association of People for Practical Life Education
CRS	Catholic Relief Services
CT	Counter Trafficking
DCE	District Chief Executive
DSW	Department of Social Welfare
ECOWAS	Economic Community of West African States
GNCRC	Ghana NGO Coalition on the Rights of the Child
GOG	Government of Ghana
IDAF	Integrated Development of Artisan Fishers
IEP	Institut d'Études Politiques de Paris
ILO	International Labour Organization
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
MMYE	Ministry of Manpower, Youth and Employment
MOU	Memorandum of Understanding
MOWAC	Ministry of Women and Children Affairs
NBSSI	National Board for Small Scale Industries
PRM	Bureau of Population, Refugees & Migration of the US State Department
UNICEF	United Nations Children's Fund
WAJU	Women and Juvenile Unit of the Ghana Police Service

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Executive Summary

The IOM project entitled “Assisted Voluntary Return and Reintegration of Ghanaian Child Victims of Trafficking for Labour Exploitation in Yeji Fishing Communities” was formally evaluated by the IEP Team from April to June 2005. Following extensive document review, four members of the team travelled to Ghana between 22 April and 1 May 2005. During the mission the team conducted various interviews with beneficiaries, field staff and other stakeholders.

The evaluation’s overall objective is “to measure the appropriateness and performance of IOM’s Yeji Trafficked Children Project’s strategy and ability to provide services and implement activities in line with its objectives, and to evaluate IOM’s role as a leading agency in assisting child victims of trafficking”. This project involves the rescue, rehabilitation, return and reintegration of trafficked children from fishing communities at Yeji. The original project target was to assist 1,213 school going age children engaged in fishing along the Volta lake at Yeji to reunite with their families in different parts of the country.

The project began in December 2002 but underwent a change of management in January 2004. This had significant consequences for the project as the new project manager substantially expanded the project objectives and adapted the strategies used. The original project goals of awareness creation, creation of a database, poverty reduction among parents/guardians, and creation of return and reintegration programs were of obvious relevance to the overall objective of fighting child trafficking. However, it is possible that their focus may have been too narrow, in that some pertinent objectives were overlooked, for example awareness creation among the parents/guardians who traffic their children. For the most part however, the updated objectives remedied these original oversights e.g. counselling for the rescued children was introduced. As for strategy, many weaknesses in the initial project design were addressed as the project entered more recent stages. This is evident in the way one of the major problems with the project was addressed, i.e. reintegration assistance to the parents/guardians.

It became apparent that the original strategy of distributing in-kind assistance to the parents/guardians was not sustainable for poverty reduction. The one-off provision of goods such as rice and sugar was intended to lead to income creation through petty trading. However, this strategy did not have the intended result, as for the most part the goods were used for personal consumption and distributed among community members. Under the new project management, steps were taken towards creating reintegration assistance based on micro-credit. This approach necessitated training of the parents/guardians in basic business skills. However the training workshops were not sufficiently adapted to the level of education of the parents/guardians. Therefore, many parents/guardians were unable to develop business plans suitable for micro-credit loans, and found themselves without reintegration assistance even though their children had been returned to them.

In order to address this problem, it is recommended that micro-credit should be provided before the return of the children, and to this end, training of the parents/guardians in micro-credit management should take place as early as possible. Previous time-lapses between the return of children and the delivery of assistance could be addressed in this way. Because the fishermen already possessed business experience, the same problems in developing alternative

commercial activities were not encountered; this highlights the failure to adapt the training workshops to the educational level of the parents.

Another problem with the reintegration assistance is the failure to include alternatives for parents/guardians who are unable to come up with a suitable business plan and for those community members who have not trafficked their children. The restriction of the micro-credit schemes to parents/guardians of trafficked children could be construed as rewarding child trafficking and was the source of some envy between those parents/guardians who trafficked their children and those who did not. Therefore, alternative methods should be conceived to involve the whole communities in poverty reduction schemes. This would entail a shift in the project outlook from an ex post treatment of the problem to an ex ante prevention strategy.

The manner in which the strategy evolved as the project progressed may reflect that aspects of the initial strategy were poorly chosen, and that insufficient research was carried out. However, the ability of the project to adapt to the field constraints is commendable. It is recommended that previous experience of the IOM in counter child trafficking operations and other organisations such as the ILO involved in counter trafficking be fully utilised. As well as a failure to properly research appropriate counter trafficking strategies, the project also expanded too quickly to properly integrate and remedy the shortcomings of the initial strategy. The pace of both geographical and quantitative expansion should be slowed down so that the lessons learned during previous phases of the project can be fully integrated.

Capacity building should be included as a clear objective of the new phases of the project, in order to involve the local actors and cooperate with international organisations located in Ghana. As the upcoming phases of the project are defined, the existing capacities of other organisations should be taken into account at every stage, so as to identify all possibilities of cooperation and thus maximise the overall impact of the project. The capacity of IOM to deal with specific beneficiary concerns regarding their business plans could be greatly increased by the creation of a database of NGOs working in the area. Such a database would allow the monitoring staff to efficiently respond to technical queries outside their areas of expertise and to provide beneficiaries with useful contacts in other organisations.

Overall, 537 children have been released as a direct result of the IOM project out of the 1,213 targeted in the original project document. Their medical needs have been comprehensively addressed, they are attending school on a regular basis and are now freed from the worst forms of child labour. However, their future is highly reliant on their parents/guardians aptitudes to design and manage sustainable income generating ventures.

1. Background

1.1. Situating Child Trafficking in Ghana

Ghana is located in Western Africa, bordering the Gulf of Guinea, between Cote d'Ivoire and Togo. Although the country is rich in natural resources, poverty is widespread, with over

31%¹ of the population living on less than \$1 a day. Ghana has been heavily dependent on international assistance. Unemployment and inflation are high, respectively 20% (1997 est.) and 13% (2004 est.). The country also faces serious environmental issues such as drought, deforestation and insufficiency of potable water, and is a high risk zone for many infectious diseases such as hepatitis A, typhoid fever, malaria, yellow fever and schistosomiasis.

Child trafficking in West Africa

Child trafficking is a serious problem in West Africa. A UNICEF report on the issue in 2002, concerning 8 countries in the region identified child trafficking as a “continuous problem with deep socio-economic and cultural roots” and as “a situation linked to long term development”. However, this report dealt primarily with cross border trafficking. In Ghana, trafficking also occurs within national borders.

Child trafficking in Ghana

A memorandum prepared by the Minister for Manpower, Development and Employment (MMDE) in preparation for the Human Trafficking Bill explained the problem of child trafficking in Ghana. According to this document “It is common practice for parents/guardians to give away their children to be looked after by relatives and friends on request.....This is an age old practice which under present economic conditions has degenerated to children being sold or mortgaged by their parents/guardians under false pretences”. Another reason for this internal child trafficking, particularly within the fishing industry, has been the creation of Lake Volta.

Lake Volta and the Fishing Industry

Lake Volta was formed in 1965 when the Akosombo Dam was constructed across the Volta River to provide irrigation water for farmland and to generate hydroelectric power for Ghana, Togo and Benin. The dam created a vast reservoir, covering approximately 8,502 sq km and forced the relocation of approximately 80,000 people to new dwellings on higher ground. The Volta Basin covers about 45% of the country’s total land surface and is the world’s largest artificial lake. Fishermen who had once lived along the river in the Central Region were forced to migrate to isolated fishing communities along the lake edge so as to continue their trade. These villages around the lake generated a high demand for cheap labour.

Child Trafficking in Other Industries

Child trafficking also exists in other industries in Ghana, such as cocoa farming. This demonstrates that the upheaval of the fishing industry engendered by the creation of Lake Volta is not the only determining factor of the phenomenon. No data as to the nature or the extent of the problem nationwide and across various industries exists at this point. The carrying out of such a study is one of the future activities envisaged by the IOM project in Ghana.

¹ See The World Factbook 2004 published annually by the Central Intelligence Agency of the US Government.

The Position of the Government of Ghana

In recent years, as international awareness of the issue of child trafficking has increased, the government of Ghana has begun to tackle the problem. Ghana is party to several international treaties concerning child trafficking². Although there is currently no specific national law which prohibits human trafficking and Ghana has not ratified the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, progress towards the suppression of child trafficking has been made. The Economic Community of West African States (ECOWAS) organized a meeting of experts on trafficking in persons in Accra, Ghana, in October 2001. Ghana was a signatory of the ECOWAS declaration on the Fight Against Trafficking in Persons³ of December 2001. Following the signature of this declaration, two Ghanaian ministries, MOWAC (Ministry of Women and Children's Affairs) and MMDE organised a national forum on the issue of child labour in February 2002. It is at this point that the IOM became involved in the issue of child trafficking in Ghana. Child trafficking also falls under the mandate of two other international organizations that are active in the region: UNICEF and the International Labour Organization (ILO).

1.2. The IOM Project

IOM Assessment of Child Trafficking in Yeji

IOM was invited to the MOWAC/MMDE child labour forum as an expert in the field of trafficking in persons. On this occasion, a study on child trafficking in the Yeji region of Ghana performed in June 2001 by a consultant from the AHRDC on the request of the GNCRC⁴ was brought to the attention of the IOM. The study, which identified child trafficking in the Yeji area as a critical situation that needed urgent action, acknowledged several causes of child trafficking in the region including rural poverty, high demand for cheap and submissive child labour and disintegration of traditional family systems and social networks. In order to assess the depth of the issue, the IOM office in Accra, together with two local NGOs working in the field of child trafficking⁵, organised a fact-finding mission to three fishing communities in the Yeji area. The mission revealed the existence of about 1,200 trafficked children in the three visited communities.

Project Budget

The initial project budget was calculated to amount to US\$ 560,607, but was reduced to US\$ 350,000 in order to attract donor interest. The IEP does not have any information as to how this transformation was carried out and what impact such changes had on project design and objectives. The project was officially launched on December 2002 after having received the

² Ghana ratified the Convention on Rights of the Child (CRC-OP-AC) on 2 September 1990 and signed the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography on 23 September 2003.

³ The meeting adopted a Political Declaration against Trafficking in Human Beings, especially women and children, as well as a sub-regional Plan of Action. Both documents were prepared by the ECOWAS-ODCCP Expert Group which met in October 2001 in Ghana. They were adopted and proposed to the Heads of State Conference by a Ministerial Meeting held on 17 December 2001.

⁴ The report "*A Study on Children in Yeji Fishing Communities*" was performed by Emilia Oguaa (AHRDC) with the assistance of Jack Dawson (APPLE), at the request of the GNCRC in June 2001.

⁵ Namely APPLE and IDAF.

requested funds of US\$ 350,000 from by US State Department, Bureau of Population, Refugees and Migration (PRM). This was to cover the initial project duration, 1st of October 2002 to 31st of December 2003. At the end of 2003, the budget was increased by US\$ 200,000 and the project duration was extended to December 2004, which was subsequently extended to June 2005. Accordingly, the budget was increased to US\$ 730,000. These increases facilitated the extension of the project to the Central Region of Ghana and elaboration of strategies and activities such as counselling for children. This issue will be discussed in section 3.2., Management and Performance.

Project Design

The overall objective of the project was defined as “to assist the Government of Ghana contribute to the global counter-trafficking initiatives, especially in children” with a specific focus on “contributing to the Government of Ghana fight against trafficking in children for the worst forms of child labour exploitation through identification, return, reunification and reintegration of children victims into their communities of origin”. The IOM project began in December 2002 and was initially projected to last for fifteen months. However, as mentioned in the previous section, the project was then extended and has continued up to the present.

Project History

This section is designed to give a statistical and chronological overview of the project evolution. This may be used as a point of reference throughout the evaluation. The project proceeded in a series of three-month phases, namely:

Phase 1 (October – December 2002): Awareness creation, sensitization & consensus building in the fishing communities.

Phase 2 (January – March 2003): Identification, registration and documentation of the information provided by the fishermen and the children. 290 fishermen and 1,002 trafficked children were registered by engaging in focus groups discussions, administering questionnaires, and conducting interviews. Data was compiled on both groups, including the biological, social and economic relationship between the fishermen and the children. Preliminary data was compiled on the children’s parents/guardians and families.

Phase 3 (April – June 2003): Needs assessments of the three target groups, placing particular emphasis on the parents/guardians. Parents/guardians of the first 150 subsequently rescued children were identified, as was the level of assistance necessary to enable them to take care of their children.

Phase 4 (July – September 2003): Transportation & reunification. 150 children were taken to IOM’s transit camp in Yeji and later reintegrated into their communities of origin.

Phase 5-6 (October 2003 – March 2004): Reintegration assistance. Assistance was provided to both the parents/guardians and the fishermen. In the meantime, another group of 78 children was helped. All 228 freed children were placed into schools or apprenticeships and the associated fees were paid for one year. At the same time, the parents/guardians and the fishermen received skills training, provisions, and implements to assist them in their respective trades.

Phase 7 (April – June 2004): Monitoring & rescue missions. Monitoring forms were designed for all beneficiaries to ensure the assistance was being used properly. Due to difficulties of

mobility, only 21 parents/guardians (out of 99 in total), 15 children (out of 228) and 13 fishermen (out of 32) were monitored. A new rescue mission led to the release of 70 additional children. They were transported to the Yeji transit camp for a period of one month and received medical treatment and psychological assistance by the representative of the DSW. The 70 children were transported to their community of origin, New Bakpa, on 23 June 2004. An IOM-sponsored workshop was organized for the purpose of enhancing collaboration among project partners working to prevent and combat CT in Ghana (62 participants, considered a success).

Phase 8 (July – September 2004): Monitoring & rescue missions. Another rescue mission was carried out in July, during which 50 children were brought to the Yeji transit camp. A partnership that had been forged with the ACHD, a local NGO working on an anti-CT project, was reinforced at the June 2004 workshop and led to an agreement to use each other's facilities to rehabilitate trafficked children en route to their home villages. On 5 August 2004, the 50 children were transported to the ACHD's rehabilitation centre at Sogakope in the Volta Region and were eventually reunited with their families on 23 August. An additional rescue mission was carried out in early August, resulting in a new group of 82 children being taken to the Yeji Transit Camp and reunited with their families on 27 August. Thus a total number of 132 children were rescued in this phase, making a grand total of 430 since the project's inception.

Phase 9 (October – December 2004): Preparations for additional rescue missions. This phase was concerned with three objectives: to finish monitoring all direct target beneficiaries; to further rehabilitate and reintegrate the 132 children or guardians in the preceding phase; and to prepare the ground for additional rescue missions to be carried out. All 430 children and their respective parents/guardians and fishermen were monitored by the end of 2004. The project team managed to enrol all 132 children in schools or apprenticeships, pay the associated fees for a minimum of one year, and distribute school supplies. The project activities were extended to the Northern Region to sensitise, identify, register, photograph and screen fishermen in several new communities.

Phase 10 (January – March 2005): New rescue mission. 114 children were rescued from the Northern Region and brought to the Yeji Transit Camp in early February for two weeks. 107 of them were identified as actual trafficked children and were sent to the ACHD's rehabilitation centre in Dansoman, Accra for further rehabilitation. They were reunited with their families on 28 April 2005.

The current phase is therefore the 11th phase of IOM's counter-trafficking efforts in Ghana.

2. Evaluation Scope & Methodology

After a thorough review of significant documentation, such as the Project Description and Quarterly Reports, the IEP team prepared questionnaires for field interviews, from which the bulk of information for this evaluation was gathered. Four members of the IEP team conducted interviews with IOM management and field staff, project beneficiaries and stakeholders from 22 April to 1 May 2005. However, several hindrances to the scope of analysis must be noted:

- The selection of documentation given to the IEP team and interview candidates was taken by IOM personnel.

- All interviews with parents/guardians and most interviews with fishermen were translated by IOM staff.
- There was limited access to information regarding the initiation of the project since most personnel at IOM Accra and other invested agencies have not been there since the inception of the project.

Once the necessary information had been gathered, the IEP team used standard evaluation criteria to organise the evaluation into four sections, namely: Relevance & Validity, Performance & Management, Capacity Building, and Impact & Sustainability. Within each section the team makes reference to quantitative and qualitative indicators gathered either from the documentation review or the field interviews. The recommendation section is based primarily on an overview of the entire project as well as the input of several interviewees.

3. Project Evaluation

3.1. Relevance of goals & strategies to the overall project objective

3.1.1. Relevance of goals to overall project objective

Strengths	Weaknesses
Updated objectives remedied many oversights of original project document.	Element of partnership/capacity building absent from original project objectives.
Ability of project to adapt to realities encountered.	Project goals considerably narrowed from original recommendations of GNCRC report – rehabilitation of children and livelihood of fishermen excluded.
Positive engagement with the communities.	
Strategies designed to improve economic situation of beneficiaries, identified as a major cause of trafficking.	Insignificant use of previous IOM experience in the CT field.
Monitoring aims to prevent incidence of re-trafficking in combating difficulties incurred.	The choice of micro-credit was perhaps too sophisticated a system, failing to allow for the low education level of participants.
Strategies efficiently adapted according to constraints noticed during implementation of the project.	Given that the groups are composed of individuals with different trades, this hinders coordination efforts among participants.

Overall objective

The overall objective of the project was to assist the GOG in its counter trafficking initiatives, specifically to contribute to the GOG’s fight against child trafficking through identification, return and reintegration of trafficked children involved in the worst forms of child labour into their communities of origin. Therefore from its origin, the project was conceived as a contribution to government action without an emphasis on partnership or capacity building of stakeholders. It is suggested that an objective of local capacity building or partnership would

have been relevant to fighting child trafficking and would be commensurate with standard IOM strategy in the area of counter child-trafficking⁶.

In this regard it is noted that the updated project objectives remedied this issue, containing the specific objective of “strengthening the capacity of national and local stakeholders to tackle the issue of child trafficking by involving them in implementation of project activities related to reintegration and micro-credit assistance, while transferring skills, knowledge and expertise that will enable them to own all project results and achievements”.

Original project goals

The project had five main goals i.e. awareness creation among fishing communities, creation of a databank of trafficked children, reduction of poverty levels among the parents/guardians of trafficked children and the creation of a return program and reintegration program for the trafficked children.

As mentioned in section 1.2., a major influence on the project was the report prepared by Emelia Oguaa of the ACRHD and Jack Dawson on behalf of the Ghana NGO Coalition on the Rights of the Child (GNCRC) in June 2001, in which child trafficking in Ghana was identified as a critical situation that needed urgent action. This report identified several clear causes of the problem and included several recommendations for action. However, not all of the report recommendations were adopted as goals for the project.

While the five chosen goals are of undisputed relevance to a counter trafficking operation, it is possible that some useful recommendations of the report were overlooked, e.g. the report calls for awareness creation in the communities of origin whereas the first goal of the project of awareness creation is limited to interventions in the fishing communities. Also the report recommends the organisation of the fishermen into cooperatives, whereas the project goals focus on poverty reduction only among the parent/guardians and not the fishermen. Of course, IOM could not have taken on all of the report recommendations e.g. the improvement of water supply and road access to the villages.

However, it remains true that the goals of awareness creation among the fishermen and poverty reduction among the parents/guardians may have had too narrow a focus.

It is encouraging to note that when the project objectives were updated after the project had begun some of these weaknesses were remedied e.g. an objective related to providing alternative livelihoods for fishermen was included, and so reducing demand for child labour was specifically tackled. Also, the goal of rehabilitation⁷ of children was included, which had been absent from the original goals.

However, the updated project objectives still limit awareness creation to fishing communities and do not include the communities of origin, and therefore fail to tackle the problem at its

⁶ See “Trafficking in Persons, IOM Strategy and Activities”, report of the Eighty-Sixth Session, 11 November 2003: “Responses to trafficking should be comprehensive and integrated...and should include the prevention of trafficking through awareness-raising and capacity building to enable governments and agencies, through technical cooperation, to manage the problem themselves”.

⁷ Rehabilitation is the process of helping children to readapt to normal life, e.g. by providing therapy, training, etc., whereas reintegration is the effective reinsertion of children into their native environment.

source. On the IEP mission, it became apparent that such sensitisation does in fact take place, it remains nonetheless absent from the project goals.

Use of IOM resources

It is unclear whether previous IOM experience in the counter child trafficking field was taken into account when selecting the project goals. Although the use of child labour in Ghana takes place in quite a specific context resulting from the creation of the Akosombo dam (discussed in background section), certain IOM expertise would still have been relevant e.g. in the rehabilitation and reintegration of children into their communities of origin.

The absence of rehabilitation of children (as opposed to reinsertion) as an original project goal may reflect an absence of research into previous IOM counter child trafficking programs.

Similarly, it is unclear whether the experience of other organisations involved in combating child trafficking was taken into account, e.g. in the area of rehabilitation, several organisations⁸ have experience in encouraging child participation in their own reintegration, an element which was absent from the IOM project.

3.1.2. Relevance of strategies to overall project objective

Awareness-Creation and Consensus Building

The strategies pursued at this initial phase, which is designed to make the fishermen aware of the harm caused by child trafficking, incorporate going directly to the fishing communities in Yeji and holding an initial sensitisation meeting with the chief, elders, fishermen and other community members. During this sensitisation meeting, the community is informed about the dangers encountered by the children in their daily fishing activities and the negative impact of education deprivation, done with a view to persuading them to return the children to their parents/guardians with the assistance of IOM.

The sensitisation process was then extended to the parents/guardians as the project evolved. This particular method is important for a number of reasons:

- The practise of child trafficking in Ghana, at the time of writing, is not illegal, and thus gaining the consensus of the fishermen is instrumental in the act of procuring the children peacefully and consensually from Yeji. Furthermore, the fishermen hold the information as to the parents' location.
- Secondly, gaining the consensus of the community has a positive impact in that gaining their trust in this way may prompt them to recommend the scheme to neighbouring communities. Engaging the village chiefs is also important in this respect.

⁸ See for example the ILO publication “Actualising Child Participation in the Recovery and Reintegration of Trafficking Survivors” available at: http://www.hawaii.edu/global/projects_activities/Trafficking/Tine_Staremore_paper.doc

- Relative to the overall objective, sensitisation may help the reduction of the practise at large if a sizeable number of people are reached. Extending sensitisation to the sending villages in the more recent stages of the project is important in this respect.

Identification & Documentation

This phase is designed to collect social, biological and economic data, the information being given by the fishermen and the trafficked children. This is done by means of 3-page forms and in depth interviews. As the project evolved, the organisation of group photos was added. This research strategy is important for the following reasons:

- Given the scope and number of participants in the project, a comprehensive documentation system is necessary to organise operations efficiently. The introduction of updated forms, which includes economic and social data, as well as details on the nature of agreements made with parents, is a positive step in facilitating these procedures.
- This procedure is also important in helping to root out potential fraudulent cases, where the children may be the fishermen's own, which constitutes another form of trafficking.
- In relation to the overall objective, more detailed data on the challenges facing the beneficiaries will help to tailor the strategies adopted in combating trafficking as a whole.

Needs Assessments

This phase involves analysing the needs of the project beneficiaries in order to see how these may be best met by IOM. The approach used in this strategy has also evolved in that more detailed forms are now used. The 'negotiation' forms for fishermen have been replaced with more targeted and detailed needs assessment forms. In addition, needs assessment is conducted with the parents/guardians with a view to providing them with micro-credit, which replaces the system of in-kind assistance offered during the earlier phases of the project. Skills workshops are also organised to help the parents/guardians choose a business activity and attain necessary capacities to pursue this successfully.

Each beneficiary has individual needs, be they medical or economic, and hence individual forms and interviews are important in ensuring that these needs are met correctly and efficiently.

Skills training is a vital part of the process, as many of the beneficiaries may be lacking or have a low level of education. Their chosen business project may have more chance of success when selected in the context of a workshop.

Done correctly, needs assessment helps to ensure the success of the new activities of project beneficiaries, thus helping to achieve the overall objective.

Micro-Credit Assistance & Training

As part of this phase assistance was provided to the project beneficiaries. Parents/guardians received micro-credit and training while fishermen received training and assistance.

Movement to micro-credit from in-kind assistance for parents/guardians took place in the later stages of the project. This involves organising the parents/guardians into groups (not based on a common activity) and giving them each individual loans. A group leader is appointed to make sure that individuals make the repayments. When these are made, the next installation may be given. If one group member does not make a repayment, the others do not receive their repayments. As part of this phase, further skills training was provided.

Assistance and training for the fishermen is an important element in persuading them to release the children and to compensate any resulting financial difficulties due to returning the children which may prompt further trafficking. Furthermore, encouraging and training them to diversify their businesses may also contribute to reduce the incidence of trafficking in this area if the fishermen can raise their profits in other trades.

Training the parents/guardians is essential to compensate for low skill and education levels. In addition, it is also explained in this phase the assistance is to be used for the good of the children, a necessary strategy given that the in-kind assistance was poorly managed.

Raising the standard of living aims to help to prevent re-trafficking, poverty having been identified as one of the principal causes of this practice.

The replacement of in-kind assistance for parents/guardians was undoubtedly necessary, but perhaps micro-credit was too advanced a concept for a target population with limited educational and business experience. Nevertheless, IOM were commended by certain stakeholders for introducing a 10% interest repayment level rather than usual levels of 15-20%.

Monitoring

During this phase, the team carries out monitoring on the activities of the project beneficiaries. This involves visiting the beneficiaries and conducting interviews with them on an individual basis and asking questions in relation to any problems they may be encountering. The forms used for this purpose were updated to make the process more efficient.

This phase is important in ensuring that the assistance is being used to its correct end. In relation to the parents, it is important to engage regularly with them to ensure that any problems they are having will not compromise the success of their business venture, and by default, their children's welfare.

These measures are important in relation to the overall objective in that it aims to prevent re-trafficking. Thus by ironing out the difficulties experienced by fishermen and parents, they will not be driven to buy or sell children respectively.

It is important to note that the strategies were selected from the outset as those most appropriate to achieve the goals. However, experience in the field showed the limitations of some of these strategies, an issue which was addressed as the project evolved. This will be examined in the following section.

Lessons Learned
The narrowness of the goals was, for the most part remedied in the updated project goals which were much more comprehensive in their scope.
The ability of the project to adapt its objectives in response to the realities of the project is encouraging.
Important developments in the needs assessment strategy were made, namely replacing negotiation with standardisation & training for fishermen, and in-kind assistance with micro-credit for parents/guardians.
More detailed identification, needs assessment and monitoring forms assist in a more efficient system tailored to the needs of each individual.
Skills training for the beneficiaries is vital in ensuring the success of their projects.

3.2. Management & Performance

Strengths	Weaknesses
Sensitisation process especially at local level in order to explain not only the project goals but also the general phenomenon of forced labour.	Consistent time lapses in the assistance distribution especially to the parents/guardians.
Successful relationship with chiefs.	Insufficient individual assistance in the development, evaluation and realisation of the business plans under the IOM assistance scheme.
Children appropriately taken care of and prepared for the return to their families in the rehabilitation camps.	Same assistance, management and training approach for fishermen and parents/guardians despite important differences in educational and business background.
Standardized approach to assistance (i.e. needs assistance and distribution).	
The new project manager has been praised by many stakeholders as very innovative and open to advice which improved the overall performance of the project.	

In order to evaluate these two criteria, the IEP team first considers management; how the IOM implements the strategy in a practical context throughout the various stages of the project. Second, the performance is studied by looking into the effectiveness and efficiency of the actions taken. This analysis is subdivided into 5 sections.

3.2.1. Awareness creation & sensitisation

There have been two main campaigns to achieve the goal of awareness creation. Firstly a nation wide campaign through radio and TV spots, and secondly the local awareness creation through meetings and talks in the concerned regions identified by IOM. Although no statistical information is at hand to measure the effectiveness of the first campaign, it seems to

have been relatively successful. Most notably, the IOM cooperation with ILO to promote the national law prohibiting and criminalizing child trafficking has been effective. The second campaign is by far the most important in regard to its relevance and direct influence on the project. It seems that IOM is very successful in making and sustaining good contact with the chiefs, thus respecting traditional societal customs.

As previously highlighted, the awareness creation in the communities is based on community-wide meetings where IOM presents and explains the issue of child labour. These events are normally well attended and most of the participants seem to understand the negative repercussions of child trafficking.

3.2.2. Assistance to project beneficiaries

Fishermen

The distribution of assistance is a fundamental aspect for the success of the project. With the change in management, IOM began a more efficient policy of needs assessment which replaced the individual negotiation system with fishermen. A certain delay in distributing the assistance to the fishermen has been reported but no specific complaints were brought to the IEP team. No specific information was gathered by the IEP team as to how the budget attributions are decided on by IOM.

The IOM offers skills training workshops to the fishermen so that they can successfully diversify their business activities. The cost of such a workshop is US\$ 200. While these workshops are an essential element of the project, they would be more beneficial if the fishermen were given access to one-to-one consultations.

Parents

The assistance given to the parents/guardians is intended to improve their economic situation, thus ensuring that they do not re-traffic their children. Furthermore, this works to better the condition and opportunities available to the released children.

The parents/guardians are offered workshops designed to provide skills training and explain the project mission. However, the poor educational background and business experience of the parents/guardians leads to considerably lower success rates than those of the fishermen. Their specific needs in terms of in depth consultation, explanation and possibly even education cannot be fully satisfied with the one-day IOM workshops. Under the project management, the parents/guardians are now provided with a micro-credit loan of a US\$ 100 per household which increases depending on the number of the children returned to them.

IOM's strategy is to withhold assistance until a comprehensive business plan has been presented by the parents. Unfortunately, this results in rather long periods of waiting for the parents, who in many cases do not understand the delay, as illustrated by their repeated complaints. The trust base upon which the project is built may be undermined from these delays.

3.2.3. Return and reinstallation

The released children are first gathered temporarily in a transit camp where they are prepared for the transition from working in the fishing communities to going back to their families and in particular attending school. Throughout their stay at the camps, the children's behaviour is checked for irregularities to root out fraudulent cases of fishermen's children. They are then transported to a rehabilitation centre where the group stays for four to eight weeks. The cost per child for transportation as well as for the time spent at the camps is US\$ 35.

This stay prepares the children to return to their families by providing medical and basic psychological care, as well as improving their social skills by encouraging them to play team games and activities. Once taken out of their labour situations, practically all of them suffer from previously latent health problems which are quickly addressed by the medical staff, the cost per child being of US\$ 20.

During their stay in the rehabilitation camp, the children are also taught basic hygienic skills and discipline, such as how to use a tooth brush or raising their hands to ask a question. The IEP team found this to be very well adapted to the needs and realities of the children's situations.

IOM field staff and ACHD staff hold a large number of different responsibilities, including looking after the children and supervising their activities, transportation to the hospital, counselling and basic medical first care, cooking and facility management, and administrative tasks. While the staff manages their workload in a professional manner, more training and maybe even specialisation might become necessary as the scope and number of participants increases.

3.2.4. Reintegration

After the rehabilitation camps, the children are brought to meet their parents/guardians at a reunification ceremony. It is important to note that they are returned in accordance with IOM's agenda without taking into consideration whether the parents/guardians have received their assistance or not. The children are expected to attend school once they are returned to their families, and so the IOM provides school supplies and pays for two years of school fees.

The IEP team witnessed that the children have reintegrated well socially with their peers and have not demonstrated many behavioural difficulties. Only the oldest children are not automatically sent to school but are given the option of receiving a professional training.

Reintegration is a crucial phase where IOM can only put the structures in place, while external factors such as the willingness of the community to participate fully or accept the returning children are beyond the full control of IOM. However, effective and timely skills training and delivery of micro-credit is instrumental in determining the success of the reintegration process.

3.2.5. Monitoring of beneficiaries

The monitoring interviews with the beneficiaries that are conducted, as discussed earlier, are an opportunity for IOM field staff to get information regarding the progress of the

beneficiaries and provide appropriate assistance to those who may be facing difficulties, such as animal welfare and business concerns.

The scheduling of these interviews is somewhat arbitrary due to operational constraints, such as locating the beneficiaries who may be attending market. Monitoring of the children incorporates evaluating their progress in school, in addition to their family situation. This is important to ensure that the children are being adequately cared for by their parents.

Lessons learned
<p>The time lapses in the distribution of the assistance to the parents/guardians is undermining the trust base on which the program is built which will be addressed by shortening these delays.</p> <p>The rehabilitation camp became part of the process in order to better prepare the children for returning to their families and school attendance. In addition, a counselling program at these rehabilitation camps was introduced to address the impact of trauma suffered in the fishing communities.</p> <p>In order to prevent non trafficked children (namely fishermen’s own children) from participating in the program, the children are closely monitored during both the identification and rehabilitation processes. This includes taking their photographs as well as observing their interactions with the other children.</p> <p>Observations of the low success rate that the parents/guardians marked under the initial assistance scheme led to the subsequent change to micro-credit.</p>

3.3 Impact

Strengths	Weaknesses
<p>Most of the fishermen and some parents/guardians are engaged in alternative sustainable trades.</p> <p>Children are reintegrated into their communities; they are attending school and educational rates have increased overall in communities.</p> <p>Awareness created in fishing and sending communities through direct workshops with beneficiaries and sensitisation of traditional opinion leaders.</p>	<p>Time lapse between reception of assistance and children arose from:</p> <ul style="list-style-type: none"> - Parents/guardians misunderstand their own responsibilities and the role of IOM - Initially unsuitable forms of assistance - Weak training programs <p>Delays in delivering assistance hamper the program’s credibility among the present and future beneficiaries.</p> <p>Others parents/guardians in communities may still be trafficking their children.</p> <p>Unsolved disputes between IOM and beneficiaries and/or stakeholders weaken IOM’s reputation.</p>

Fishermen

The overall consequences of the project on the fishermen were generally positive, as they were generally receptive to the sensitisation process and awareness creation. The fishermen who agreed to participate with the IOM received assistance in a timely manner as well as minimal workshop training to expand their businesses, and released their trafficked children. The workshop training helped a few of the fishermen diversify into other trades, for example poultry or cattle rearing; however, the IEP team found that those who were unable to diversify would benefit greatly by increased supervision by the IOM staff.

Several fishermen complained that they were negatively affected by the project because in some cases the parents/guardians of released children who had not yet received the assistance accosted them to demand additional help. However, in all, the IEP team found that the fishermen benefited from the project continue to help the sensitisation process by transmitting awareness to other community members.

Parents

The IEP team observed that most parents/guardians had difficulty in understanding both the lessons of the workshops as well as the goals of the project itself. Also, since the children were returned before their parents/guardians received assistance, this placed an additional burden on the parents/guardians to support their children.

The impact of the project on the parents/guardians from the original assistance program launched in the Volta and Central Regions was minimal. For the most part, the assistance was squandered. They had unclear expectations of IOM's mission and its role in helping the communities. The IEP team conjectures, based on the information from community members, that the funds were mismanaged by the parents/guardians because their responsibilities in the process were not made clear to them and so they were not adequately prepared to use the funds in order to expand or create a business venture.

The new assistance plan has not yet been launched; however the workshops and training sessions have begun in the Central and Volta Regions. The expected benefits of the program are that the parents/guardians will come up with their own business plan and form groups, which will watch and support each other. However since group members are not involved in the same trade, their aptitude to support each other both financially and technically is doubtful.

Moreover, the IEP team witnessed that parents/guardians seemed confused about the process of paying back the loans, which suggests that comprehension has not greatly improved in this new phase of the project. Also, the skills training which is a fundamental aspect for the sustainability of the loans did not appear to be adequate for the parents/guardians to create a business.

Furthermore, the IEP team finds it significant that according to International Needs, most parents/guardians do not meet the standard requirements to be accepted for micro-credit loans; therefore, the success rate might be expected to be low. Also, the field staff does not have training or experience in micro-credit and might have difficulty in helping the parents/guardians if and when they have problems.

Children

The impact of the project on trafficked children, whose ages range from two to sixteen years, is positive overall: their health needs have been comprehensively addressed and they have been provided with counselling before returning to their parents. They are now attending school and appear to be well integrated among the youth of the communities after a period of adaptation.

This being the main goal of the project, the IEP team acknowledges IOM achievements and exhorts the IOM to deliver assistance to their parents/guardians and ensure its sustainability in the long run. The future of the children is highly reliant on the sustainability of IOM assistance: previous unsuccessful loans described above may tempt less responsible parents/guardians to make their children work again in order to support themselves at home.

Although child labour is a widespread practice in Ghana, and having children work while simultaneously attending school is better than the alternative of trafficking, one might expect IOM's supported families to exemplify how families can prosper without resorting to any child labour.

Schools

Systematically sending the returned children to school raised the standard of education in the communities: non-targeted parents/guardians chose to send their children to school and paid for uniforms and school fees as well. However, this positive indirect impact of the project resulted in an additional pressure on teachers and school facilities, especially in communities that received numerous children such as New Bakpa and Dove.

The IEP team also heard about disputes between some schools and IOM about payment of school fees. Such arguments, if not solved swiftly, could hamper education of targeted pupils.

Nationwide impact

National media campaigns are difficult to evaluate since no statistics are available; however, the sensitisation of opinion leaders and chiefs has proven effective and one could expect it to have paved the way for the pending law and facilitated IOM's further activities. The IEP team received the impression that the nationwide awareness creation campaign has been successful overall.

Parents/guardians of non trafficked children

The parents/guardians of children who have not been trafficked are facing the same difficulties as the other parents. Therefore, raising awareness without incentive to the community may prove to be inefficient: teachers and community members hinted that parents/guardians within targeted communities continue to traffic their children into other industries for economic reasons.

In addition, though no outright hostility has been witnessed by beneficiaries or stakeholders involved in the project, envy between the parents/guardians receiving assistance and those who are not applicable because they have not trafficked their children has been mentioned in focus group discussions. This envy can be triggered by the fact that parents/guardians are to a certain extent rewarded for trafficking their children, whereas parents/guardians who tired to keep their children are not.

Lessons Learned

Parents/guardians should be made responsible for the assistance they receive. Though this process can be relatively long, IOM should ensure their overall comprehension of their responsibilities in the project before giving them back their children. It is not easy to effectively design a sustainable alternative “business plan” while bearing the additional economic burden of returned children.

Suitable ways of assisting less educated parents/guardians have to be found. IOM cannot assume all parents/guardians have/can learn the skills required to come up with a micro-credit project.

Community members who did not traffic their children were excluded from the assistance program resulting in some resentment within the community.

3.4 Capacity Building and Sustainability

Strengths	Weaknesses
Second Project Manager recognised the necessity of including capacity building among objectives. Recent stakeholder meetings help them better coordinate activities together.	Capacity Building neglected as an objective in the beginning of the project. Cooperation with NGOs who have more local expertise in the field continues to be minimal.

3.4.1. Capacity building

Objectives

The original project document excluded capacity building as one of its goals. It has been said that this was primarily due to the Project Manager’s decision to retain complete control of the IOM funding for the project.

However, the updated IOM project includes a number of objectives concerning capacity building of the local stakeholders, since this is considered an essential element of the project to ensure its overall sustainability. The updated objectives are the following:

- Sensitise and train law enforcement officials (MOI)
- Consult and involve education, health and agriculture officers
- Transfer skills and knowledge related to child trafficking
- Train national and local officials in all aspects of programme
- Form community watchdog committees/vigilance programmes (MOI)

IOM hopes to attain these objectives by coordinating activities with MOWAC⁹, MMYE¹⁰, and local stakeholders in order to unite these various actors and better synchronize their activities. This will primarily be achieved through signing MoUs¹¹ and cooperation agreements.

Difficulties

The recent attention given to capacity building, beginning with the arrival of the new Project Manager, has faced several challenges, including:

Government bodies lack the necessary means to execute operations. For instance, they do not have enough trained personnel, sufficient means of transport/vehicles or computers. Hence, their implication in the project needed financing which was not included in the original conception of the project, nor is it feasible for IOM to provide such funding or resources on a large scale. Furthermore, a clear division of responsibilities among the various stakeholders is yet to be created.

Cooperation with some organisations could have been very expensive. The rural bank asked for an elevated interest rate to be paid by the parents/guardians in order to give them technical assistance related to micro-credit. The IOM estimated that this was too costly, consequently the bank will only disburse the funds and will not give technical assistance. The IOM is hoping to find means to persuade the banks to provide technical assistance free of charge, using arguments such as: firstly, it is their duty to the community and, secondly, since banks need a certain amount of members to stay up and running, the parents/guardians would be important to the viability of the banks.

The project itself and its mission prevent certain types of cooperation, for instance, with the NGO International Needs, which primarily works with the allocation of micro-credit to abused women. The project of the IOM is not set up in such a way to fall within the mandate of International Needs since IOM deals with all parents/guardians of trafficked children and therefore cannot establish strict criteria by which to accept or reject potential micro-credit recipients. However, despite the differing project goals, IOM began consulting their advice regarding micro-credit loans about a year ago, and this partnership has proven to be very beneficial for the project.

Achievements

IOM has made important progress in coordinating and organising meetings among different actors. Indeed, they have proven themselves to be a leader in the attempt to integrate the various child trafficking programs and communicate with the other stakeholders in Ghana. However, this communication process is still at an early stage.

As a first step towards coordination, it was decided at the debriefing session in Sogakope of June 2003, to continue holding similar exchanges with stakeholders. This will inform them of the project's progress, and thereby the situation of child trafficking in general. As a result, the

⁹ Ministry of Women and Children Affairs

¹⁰ Ministry of Manpower, Youth and Employment

¹¹ Memorandum of Understanding

IOM contacted MOWAC, ILO/IPEC¹², MMYE, and GNCRC¹³ in order to inform them of the Yeji project. In addition, further documentation was made available to them.

The IOM set up a workshop for representatives between MOWAC, MMYE, DSW¹⁴, ILO, and UNICEF so that they could all coordinate their various activities and ensure that they were not overlapping. Furthermore, during this conference, they came to the consensus that there was a need for more information regarding the extent of the child trafficking problem as well as the areas most significantly affected by it. It is for this reason that they decided to pool their resources to create a baseline research study that will be discussed further in the “Foreseen Cooperation” section.

Also, the IOM tried to involve local stakeholders in the project during the different phases of the project. For instance, from 2003, IDAF¹⁵ was asked to organise training programme for fishermen, and NBSSI¹⁶ will be involved in organizing skills training for fishermen. Since these forms of cooperation have only recently been elaborated upon, they are still very limited and can be hoped to be built upon.

The cooperation foreseen

The project has established certain forms of cooperation that are to be achieved in the future, two of which being particularly important:

IOM hopes to sign more MoUs, such as that with MOWAC. These documents have been prepared by IOM and will disperse responsibility among different actors within the country. This is an important achievement because it represents one of the first steps towards a more significant contribution by the stakeholders.

As mentioned earlier, there is a cooperative project between UNICEF, ILO, MMYE, DSW, MOWAC and IOM for a baseline research project on the incidence of child trafficking in the sending and receiving communities. The research project will collect data concerning child trafficking in Ghana. Furthermore, there are plans to launch an in depth study on child trafficking in the Central Region between UNICEF and IOM. These studies will hopefully prove to be significant aids to analysing the extent of the problem and the strategies that must be adopted to reduce and eventually eradicate child trafficking in the region.

3.4.2. Sustainability

The sustainability of this project lies fundamentally on the success of the parents/guardians to manage the micro-credit assistance in an appropriate and profit-generating manner. In order to avoid the re-trafficking of children, parents/guardians must have a viable alternative to support both themselves and their children.

Although the fishermen may no longer need the trafficked children if they successfully diversify their trade, the temptation to sell children into other industries is an ever-present

¹² International Labour Organisation

¹³ Ghana NGO Coalition on the Rights of the Child

¹⁴ Department of Social Welfare

¹⁵ Integrated Development of Artisan Fishers

¹⁶ National Board for Small Scale Industries

reality for all parents/guardians within the community. Even if the micro-credit program is successful for the parents/guardians of trafficked children, there is no assistance given to other parents/guardians within the community who may be tempted to traffic their children.

In fact, the IEP team heard reports from community members that it is possible that non-targeted parents/guardians have continued to traffic their children into non-fishing related industries even after the sensitisation processes had begun in their villages. This raises a general concern of the sustainability of the anti-trafficking objectives.

On a national level, the awareness creation appears to have had a positive impact because child trafficking is an issue that is being raised not only through the media, but also by community members and opinion leaders. It is important for the IOM to ensure that their credibility is not tarnished because of delays with their assistance and that they can demonstrate to parents/guardians that there are legitimate alternatives to trafficking their children.

Finally, the law against child trafficking, which should be passed this summer, will hopefully give more legitimacy to the project. Since the law enforcement in Ghana has to be educated about the importance of reducing child trafficking, the law cannot be expected to have immediate, or even medium term effects within the communities apart from providing symbolic legitimacy in the form of a strong statement of support from the Government of Ghana. This will improve the effectiveness of awareness creation and in turn, the long term sustainability of the project.

Lessons learned
IOM can gain from cooperating with other stakeholders in order to increase their own knowledge of the extent of child trafficking in Ghana.
Cooperation with local organizations will help ensure the sustainability of the project, so that they can take the lead after the IOM can no longer continue to follow up with the beneficiaries.
It is essential that parents/guardians successfully use the micro-credit assistance to develop a business/trade so that they are not tempted to re-traffic their children.
In order to prevent other parents/guardians from trafficking their children into other industries, it is important to consider assistance to other community members as well.

4. Recommendations

Based on the lessons learned detailed in the evaluation section, the IEP team proposes that the following strategic and operational recommendations be taken into account.

4.1. Strategic Recommendations

The IOM team acknowledges IOM and UNICEF recent commitment in setting up a baseline study on Child Trafficking in Ghana. Being one of the key requirements to define the most efficient policy, the IOM team recommends this to be implemented as soon as possible.

It is recommended that previous experience of the IOM in counter child trafficking operations and other organisations such as the ILO involved in counter trafficking be fully utilised, i.e. research into the strategies used by other organisations in areas such as rehabilitation and micro-credit should be carried out.

As it is essential to develop capacity building in order to ensure that the local stakeholders can carry on the project without IOM, it is preferable that the capacity building be done as early as possible. Capacity building should be included as a clear objective of the new phases of the project, in order to involve the local actors and cooperate with international organisations located in Ghana.

As the upcoming phases of the project are defined, the existing capacities of other organisations should be taken into account at every stage, so as to identify all possibilities of cooperation and thus maximise the overall impact of the project.

Regarding reintegration assistance, the grouping of parents/guardians in the new IOM micro-credit strategy falls short of the more comprehensive group based approach used by other micro-credit programs. Micro-credit schemes, as described by representatives of MOWAC and International Needs, generally follow one of these two possible guidelines. For the first, a group of people will buy a collective tool to help their industry, for example, a tractor, which they will all share and then repay the loan collectively. For the second, a group of people in more individualized industries, for example, bakers, take a collective loan and then divide the money amongst themselves to expand each of their individual businesses. In both of these scenarios, the group members are involved in the same trade and the group has only one bank account where the group leader will make repayment deposits. The responsibility to make repayments remains collective, and if the group defaults on the loan, none of the group members will be eligible for future loans. This increases the group incentive to work together and support one another.

The new IOM micro-credit strategy organises beneficiaries into groups; however, it delivers assistance to each individual since they each have their own bank accounts. In addition, the groups are not necessarily composed of people who are involved in the same industry, which reduces their possibility to coordinate and assist one another. The addition of group based micro-credit loans is still a significant step towards collective cooperation since all of the group members are held responsible for making repayments. Furthermore, the IEP team recognizes the physical and logistical constraints to coordinating such homogenous groups, however, every effort should be made to shift towards such an approach. .

Furthermore, since it has been hinted that non-targeted parents/guardians may now be trafficking their children due to economic duress, the IEP team suggests that these parents/guardians might be included in the micro-credit groups.

There is also a need to consider that not all parents/guardians have the skills to create a project or have the capacity to join a group therefore methods of support for parents/guardians who do not have the skills or capacity to conceive of a project or join a group should be investigated.

The IEP team has concerns about IOM current strategy consisting of constantly extending the geographical areas of interventions and in increasing the number of children rescued. Though IOM achievements have been substantial, lessons from previous phases might not have been fully integrated due to the speed of the project expansion. Therefore, it is recommended that

before extending the project further, IOM focuses on improving the current weak points of the project, specifically, micro-credit assistance to the parents.

When the Human Trafficking Bill is passed into law, although it will have a positive impact on the project, it is recommended that IOM distance themselves from the practical aspect of law enforcement efforts, i.e. arrests of fishermen. Although IOM should cooperate as much as possible with the police regarding information sharing, the danger exists that the beneficiaries will become confused about the role of the IOM and this could jeopardise further beneficiary involvement in the project.

By organising participatory meetings with parents/guardians before the return of their children, IOM would increase comprehension of the assistance provided. This would be achieved by allowing beneficiaries, opinion leaders, and community elders to make suggestions to address the issue of child trafficking, thereby ensuring that the beneficiaries' expectations are taken into consideration. By encouraging the parents/guardians to help mould the project, IOM would not only create strategies based on ground level input, but also empower the beneficiaries.

4.2. Operational Recommendations

Concerning training of the parents/guardians in business skills, it is recommended that this should be done at the earliest possible stage. If training is received at an early stage, more parents/guardians will then have defined business projects suitable for micro-credit and so the IOM will be in a position to provide effective reintegration assistance to them before the return of their children. This will avoid the undesirable time lapse which exists at present between the return of the children and the distribution of micro-credit to their parents.

It is recommended that a database of NGOs and institutions working in the area be created so as to encourage more inter-organisational cooperation. Ways to further cooperation with the local NGOs that are more specialized in specific industries should be identified. In this manner, IOM does not have to find skills training for every industry. For example, if a parent wants to specialize in cloth weaving then they can be referred to an organization that has expertise in the cloth weaving industry – both in the technical and the business aspects of the trade. Therefore, it is important for the IOM to build relationships with more organisations in the field and create a comprehensive database demonstrating this network of resources.

Specifically concerning the monitoring process, monitoring staff should then make use of this database during their one to one consultations with the parents/guardians and the fishermen regarding their businesses. Thus if the problems of the beneficiaries fall outside the expertise of the IOM, e.g. animal health and crop rotation, the monitoring staff should be able to refer the beneficiaries to an organisation specialised in that area.

Annex 1: Terms of Reference

Atelier International / Termes de Référence préliminaires

Intitulé et description du sujet d'étude

Evaluation of the IOM Yeji Trafficked Children Project's programmatic approach in Ghana through its implementation of current project activities and established synergies with partners.

Organisme

IOM in Ghana

The IOM office in Ghana is divided into six main departments or units: Operations; Medical; Counter-Trafficking; Project Development; Information Technology; and Admin/Finance. The Operations Department is primarily responsible for organising and handling logistical matters pertaining to the assisted voluntary resettlement and repatriation of refugees. Currently, there is a Cultural Orientation programme for Australia-bound Sierra Leonean refugees. Liberian refugees are also in the process of being voluntarily repatriated through a tripartite agreement signed by the Government of Ghana, UNHCR, and IOM. The Medical Department is currently carrying out a voluntary HIV-AIDS programme for a portion of those refugees, as well as ensuring and certifying their fitness to travel by providing them with comprehensive screenings, treatment, and vaccinations. In addition, IOM Ghana's Migration for Development in Africa (MIDA) programme has assisted five Ghanaian nationals currently based in Italy to transfer their resources, skills, and capital to facilitate the establishment or expansion of small or medium-scale enterprises, thereby complementing their investments in the agri-processing sector. The Counter-Trafficking Department is currently implementing the Yeji Trafficked Children Project (described below) and intends to initiate a second project to combat child trafficking in other areas of Ghana not covered by the Yeji Project.

Personne(s) responsable(s)

Main Point of Contact – IOM Ghana Joseph Rispoli, Yeji Project Manager (Accra)

Contact Details Telephone: (+233) 244975250

E-mail : jrispoli@iom.int

The Evaluation Officer of the Office of the Inspector General in Geneva will also be a focal point for technical assistance and for other questions related to IOM/Sc. Po collaboration. IOM Paris will also be available for any questions on IOM's work as well as for logistical assistance.

Contexte de l'opération

Yeji Trafficked Children Project

The Yeji Trafficked Children Project team has rescued, rehabilitated, returned, and reintegrated 544 trafficked children who had been working in hazardous and exploitative conditions as bonded labourers in fishing communities at Yeji located along the Volta Lake in Ghana. Nearly 1,500 children have been registered and photographed by the project team in

20 different fishing communities at Yeji and its environs. In addition, the project has extended its operations to the Northern Region, where 114 trafficked children fishing on the lake were registered and photographed in November 2004. The 181 parents/guardians or guardians who were reunited with their children and the 63 fishermen who released the children have received micro-credit assistance in the form of provisions, implements, and community revolving loan funds, in conjunction with skills and business training. Currently, the team is preparing for a mass information campaign to educate Ghanaians about the issue of child trafficking. The campaign will begin in earnest in March 2005 and be carried out throughout the duration of the project. It is also anticipated that 400 additional children will be rescued in 2005. The project is funded by the Bureau of Population, Refugees, and Migration (PRM) of the U.S. State Department.

Objectif(s) global de cette opération

Yeji Project Objectives

The overall objective of this project is to enhance the capacity of the Government of Ghana (GOG) and other national and local stakeholders to prevent and combat child trafficking for commercial labour exploitation in fishing communities in Ghana over the long term. IOM is achieving this objective by contributing to the GOG's fight against trafficking in children for labour exploitation through the rescue, rehabilitation, return, and reintegration of trafficked children into their communities of origin.

IOM Ghana's Yeji Project now assists the trafficked children, their parents, and the fishermen in four regions of Ghana through immediate and intermediate activities by:

- Reducing the incidence of child trafficking through awareness-creation and consensus-building campaigns in fishing communities engaging children in fishing;
- Providing micro-credit assistance and skills training to the fishermen who release trafficked children to enable them to engage in alternative livelihoods that do not involve the use of child labour;
- Reducing the poverty levels of the parents/guardians of the trafficked children by engaging them in income-generating micro projects to enable them to cater for their returning children;
- Coordinating a programme for the return of the trafficked children to their communities of origin;
- Assisting in the rehabilitation, reunification, and reintegration of the returned children into their communities of origin;
- Monitoring extensively all three groups of target beneficiaries to track their progress and assess the extent to which their most essential needs have been met through the project; and
- Strengthening the capacity of national and local stakeholders to tackle the issue of child trafficking by involving them in implementation of project activities related to reintegration and micro-credit assistance, while transferring skills, knowledge, and expertise that will enable them to own all project results and achievements.

Objectif(s) spécifique(s) du travail demandé

The overall objective of the evaluation is:

To measure the appropriateness and performance of IOM's Yeji Trafficked Children Project's strategy and ability to provide services and implement activities in line with its objectives, and to evaluate IOM's role as a leading agency in assisting child victims of trafficking.

Specifically, the evaluation will:

- Evaluate the relevance and validity of the choices of strategies and activities, in particular in terms of methodology, for achieving the overall objective of the programme;
- Appraise the appropriateness and performance of the programme's strategy since October 2002 until its current assumed forms;
- Analyze the cost-effectiveness and efficiency in reaching the programme objectives in light of each of its six main components (Awareness-Creation; Voluntary Assisted Rescue & Return; Rehabilitation; Reintegration; Monitoring; Capacity-Building);
- Analyse the comparative advantage IOM has demonstrated through its CT programme implementation vis-à-vis: the UN System, the NGOs, and other partners. The analysis will briefly include its relevance to IOM's mission statement and to the IOM Ghana Mission's role;
- Analyse the effectiveness of the coordination and participatory mechanisms, in particular with the beneficiaries;
- Identify the main lessons learned from programmatic changes and adaptation: failures, missed opportunities, strengths, and weaknesses;
- Formulate recommendations for corrective measures that may be incorporated into the programme, or for future extension of the programme; and
- Analyse the institutional impact of the implementation of the programme on IOM as a widely-recognised leading agency in preventing and combating the phenomenon of child trafficking.

Résultat et produit attendus

A final evaluation report should be submitted in English to IOM. IOM will decide on the external use and distribution of the final report. A draft report will be shared with IOM Ghana for comments, in particular with the IOM point of contact mentioned above. The exchange of e-mails should be copied to the IOM Evaluation Officer in Geneva and IOM Paris. The first draft should be submitted to IOM within one month after completion of field work.

Méthodologie

The IOM Office in Accra, Ghana will be in charge of providing all pertinent information and facilitating interviews and visits. Students may review databases created under the CT programme.

Methodology for this evaluation should include, but not be limited to the following:

Documentation Review

- CT Programme Strategy (October 2002-present) (including project document and updated project description)
- Registration Forms for Fishermen/Children; Needs Assessment Forms for Fishermen/Parents; Identification Forms for Parents; Counselling Forms for Children; Medical Forms for Children; Micro-Credit Assistance Forms for Fishermen/Parents
- Monitoring Forms for Fishermen, Parents, and Children
- Daily, Weekly, and Monthly Field Reports from Brong Ahafo, Volta, & Central Region Teams
- Quarterly Reports submitted to the donor (PRM)
- Minutes from Workshops (pertaining to capacity-building, monitoring, and skills, business, and credit management training)
- Information, Education, and Communication Materials published and distributed through the Yeji Project
- Project Documents related to prospective CT programmes to be undertaken in Ghana
- MoUs and Cooperation Agreements signed with Yeji project partners
- Comprehensive documentation compiled on all CT staff (PH Forms, ToRs, CVs)
- All data collected and compiled on the target beneficiaries of the Yeji Project
- Any other relevant documents/reports deemed necessary by the Yeji Project Manager/Ghana Chief of Mission

Conduct Interviews with:

- IOM staff members (Chief of Mission, Project Manager, Admin./Finance Officer, Yeji Project Accra & Field Staff)
- Ministry of Women & Children's Affairs & Ministry of Manpower Development & Employment officials
- U.S. Embassy Officials

- IOM monitoring and implementing partners (ACHD, APPLE)
- UN partner agencies, (UNICEF, ILO)
- District Assembly-Members in regions of operation
- Any other parties deemed necessary by Yeji Project Manager/Ghana Chief of Mission

Note: IOM office may be used as a venue for evaluation work. In-person interviews will be scheduled in advance, and in some cases interviews may be conducted on the telephone, with approval of Yeji Project Manager/Ghana Chief of Mission.

IOM Ghana office will forward/propose a list of persons of contacts from the different agencies represented.

Logistique

The working language of the evaluation will be English. The evaluation will require field visits to project sites in the Volta and Brong Ahafo Regions of Ghana, which will not exceed four days in total. IOM suggests that two students travel for the field work. IOM will cover the costs of two students' travels to the field sites, as well as the daily subsistence allowance. The UN rate will be used as an indication (covering accommodation, meals and local transport). Travel by air will be arranged between Paris and Accra. IOM Paris will provide travel assistance. IOM Accra office will provide normal office services for the purpose of the evaluation.

Annex 2: List of Meetings & Informant Interviews

IOM, Accra

Joseph Rispoli, Project Manager, Accra
Eric Boakye Peasah, Deputy Project Manager, Accra
Lovorka Ikovac, Chief of Mission & Regional Medical Officer, Accra
Jack Dawson, Public Information Assistant & Executive Director of APPLE, Accra
Bonney Ebo Nat, Data Entry Assistant, Accra

IOM, Field Staff

Ekow Takyi, Central Region
Benjamin Adifu, Central Region
Seth Tsatsu Agabe, Central Region
John Amegashitsi, Volta Region
Julius Dzadze, Volta Region
Kwasi Opoku, Yeji
Emmanuel K Agyapong, Yeji
Stephen Nsiah Afigyan, Yeji

ACHD

H.K. Mensah, Centre Supervisor, Dansoman Rehabilitation Centre, Accra
Joffrey Ackom, Assistant Social Worker, Dansoman Rehabilitation Centre, Accra
Linda Boakye, Nurse, Dansoman Rehabilitation Centre, Accra
Mary Armah, Nurse, Dansoman Rehabilitation Centre, Accra
Olivia Adjei, Centre Mother, Dansoman Rehabilitation Centre, Accra
Dabrah, Peter A, Supervisor of Rehabilitation Camp, Sogakope

Government Representatives

Henry Wood, Project Officer, Children's Desk, MOWAC
Marilyn Amponsah-Annan, Director of the Children's Desk, MOWAC
Elvis Bawa Sadongo, Programme Officer, National Secretariat, WAJU
Stephen Adongo, Deputy Director, DSW
Moses Kakaw, Dept of Social Welfare field rep (DSW), Sogakope
William Darlie, Dept of Cooperatives
Seline Kuto, District director of education, south Tonga, GES

Donor (US Embassy)

Michelle Lee, Consular Officer (former Second Secretary of Political Section)

UN Agencies

Emmanuel Otoo, Country Programme Coordinator, ILO
Matthew Dally, National Programme Coordinator, ILO
Idriss Abdallah, Child Protection Officer, UNICEF

Other stakeholders

Sylvanus Adukpo, International Needs, New Bakpa
EK Korblah, Bank Manager, New Bakpa
Isaac Opping, NBSSI
Focus groups with parents, fishermen and teachers

Annex 3: Bibliography

Actualising Child Participation in the Recovery and Reintegration of Trafficking Survivors, ILO, available at: http://www.hawaii.edu/global/projects_activities/Trafficking/Tine_Staremore paper.doc

A Study on Children in Yeji Fishing Communities, Emilia Oguaa (AHRDC) and Jack Dawson (APPLE).

Convention on Rights of the Child (CRC-OP-AC) on the 2nd of September 1990.

The Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography on 23 September 2003.

The World Factbook 2004.

Trafficking in Persons, IOM Strategy and Activities, report of the Eighty-Sixth Session, 11 November 2003.

QPIR, Project Document and all documents related with project implementation