



International Labour Organization

**IPEC**

International Programme on the Elimination of Child Labour

## ***IPEC Evaluation***

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### **Support for the Prevention and Elimination of CSEC and the Protection of Victims in Mexico**

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**An Interim Independent Project Evaluation**

**by**

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## **PREFACE**

This report is the result of an evaluation of the project entitled “Support for the prevention and elimination of CSEC and the protection of victims in Mexico” conducted from April to June 2004. The project is sponsored by the US Department of Labor (USDOL).

The report consists of six chapters. The first chapter, the Introduction, gives an account of activities carried out, the limitations experienced and successes achieved, and the approach used for organizing and analyzing the information obtained. The second chapter, The Project and its Dimensions, describes the three dimensions and the components of each dimension in the project evaluated, specifically: the political-strategic, organizational-functional and human-material dimensions. The third chapter, The Project and its Stages, responds to some of the themes or questions that were formulated in the Terms of Reference (TOR), with regard to the way the project was designed, developed and implemented. The fourth chapter synthesizes the opinions of the twelve persons who responded to the questionnaire regarding the results, obstacles and lessons learned, and adds those of the evaluating team. Chapter five offers the conclusions reached by the evaluating team and in Chapter six, recommendations are made for follow-up and strengthening of the project.

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## **I. INTRODUCTION**

The evaluation was carried out at the request of the International Labor Organization (ILO), in line with the agreement made with the donor to conduct an external, intermediate evaluation covering the period from October 2002 to March 2004. The Terms of Reference (TOR) were developed for this purpose, and served to guide the work of the evaluating team.

### **1. Activities carried out<sup>1</sup>**

- a) Identification, study and analysis of documents, provided by the ILO.
- b) Design and development of the methodological document, approved by the Design, Monitoring and Evaluation Official at the Sub-Regional Office and by the Design, Evaluation and Documentation Section of IPEC in Geneva
- c) Development of the interview script and instructions
- d) Design, application and systematization of the survey on results, obstacles, lessons and recommendations
- e) Conducting and systematizing the interviews of the individuals directly and indirectly involved, conducted on a individual or group basis; in the case of Guadalajara, the interview was conducted by telephone
- f) Two-day field visit to Tijuana and Acapulco
- g) Consultation of web-internet pages
- h) Session for presenting the “First approximation of evaluation results” rough draft, for the purpose of providing feedback and completing the information and analysis. This session was held in Mexico City with the participation of all the entities involved in the project.

### **2. Limitations and Successes**

The methodology applied was based on the Methodological Document developed in April 2004 by the evaluating team and approved as specified in the previous paragraph. The sources of information selected were: documentary material, interviews, survey, field visits, consultations of web pages, and the complementary session held on May 25.

One of the factors that facilitated the evaluation and application of the methodology was the willingness and commitment on the part of the ILO office in Mexico, especially by the project director and administrative assistant. The evaluating team received documentary information in a timely manner and did not experience any difficulty in obtaining a response from the director when this was required. The task of facilitating and confirming the interviews, as assumed by the administrative assistant, was carried out with great efficiency, and without this assistance, it would not have been possible to conduct the number of interviews realized.

The difficulties experienced were the following: the lack of an updated directory; the number of phone calls necessary to carry out each one of the appointments (calculated at approximately an average of six phone calls per interview); the limited availability of time on the agendas of those interviewed; some interviewees were unable to provide the information requested since they were not familiar with the details of the project or were only generally familiar; there were many cancellations of appointments or last-minute changes; and in a

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<sup>1</sup> We recommend referring to the Annexes for information regarding the activities listed.

number of the interviews, the time dedicated was short in relation to the time necessary for arriving at more complete information.

It is important to mention that all the interviews took place in an atmosphere of openness, trust, willingness and interest in offering the information requested.

Having conducted the survey is a success, even though only 50% of those approached responded favorably. It was a success because it gave an opportunity to those interviewed to contribute their opinions and therefore enrich the evaluation. In Chapter three on “Results, obstacles and lessons,” a significant portion of the opinions expressed are included. The recommendations made are also taken into account in Chapter five.

The visit to Acapulco was made at the same time as a workshop organized by STPS and ILO was held with the city’s private tourism sector. On the one hand, it was a successful experience since we were able to participate and assess a concrete project activity; however on the other hand, some interviews programmed were not facilitated since priority was given instead to the workshop and activities stemming from the workshop.

The visit to Tijuana and Mexicali was excellent. The agenda was designed very skillfully by DIF, which also delegated a person to assist and accompany one of the evaluators, and this facilitated the conducting of interviews and the best use of the time designated for the visit.

A visit was not made to Guadalajara since when the work plan for the evaluation was developed, visiting this location was not considered to be pertinent. We were informed that the project in that city had not been concretized. At the May 25 session, the participants from Guadalajara repeatedly requested that the evaluators make a visit to their location, however this did not occur since the request was made outside the time designated for evaluators to make field visits.

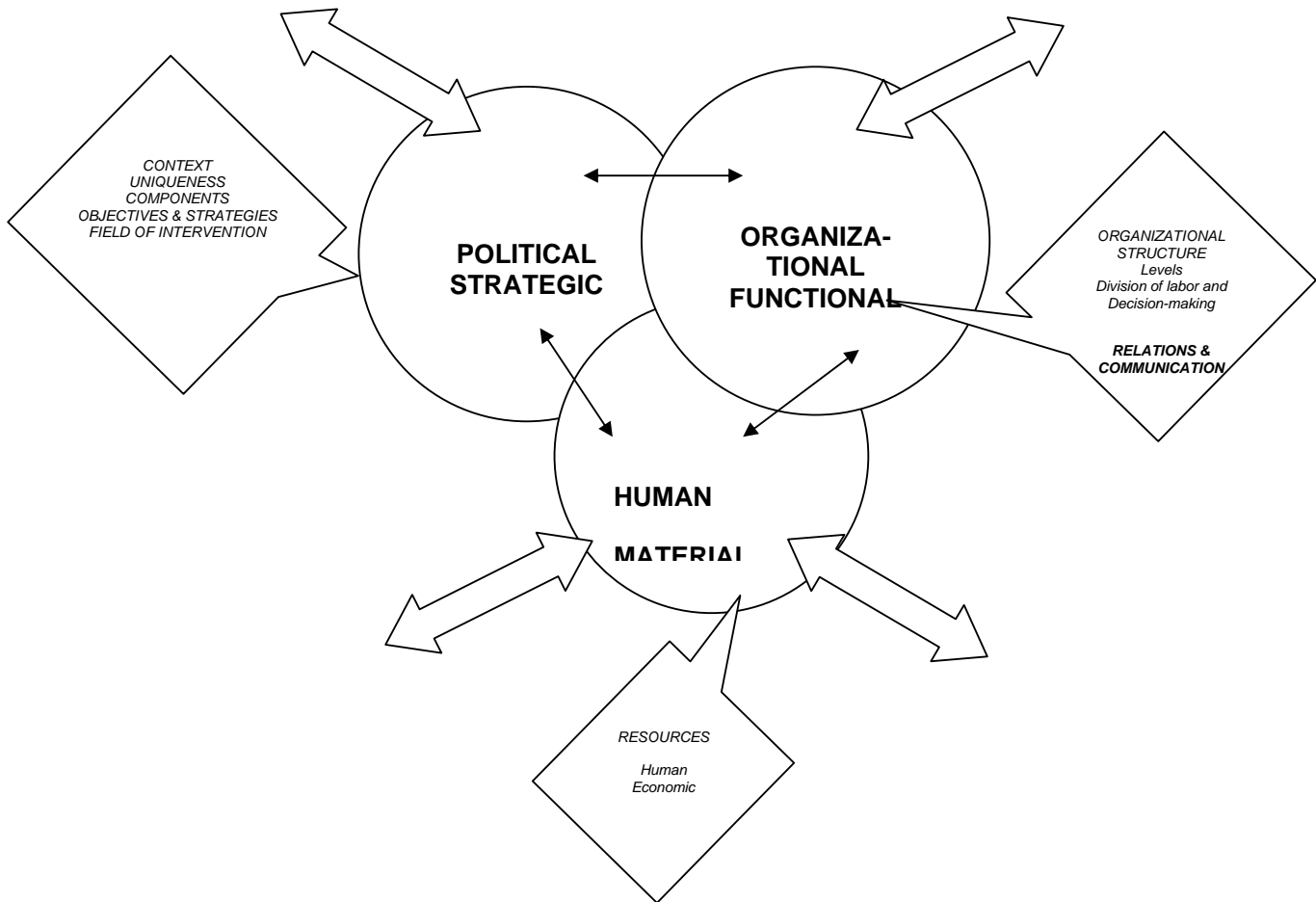
The process of consulting the web pages for the governmental organizations involved did not turn out to provide reliable information, since in most of the cases, the information was not up-to-date.

Lastly, it is important to mention the pertinence of the May 25 session that served to expand the information. In addition there was an additional result that consisted of sitting all the involved parties at the table and having the opportunity to listen to each other in a single space facilitated by persons from the outside. It was essential that the ILO made the effort to see that persons from the three states participated, something not initially considered.

### **3. Organizing and analyzing the information**

The POR (Project, Organization and Resources) approach was used based on an acknowledgment of the three dimensions of the project evaluated: the political-strategic dimension, the organizational-functional dimension, and the human-material dimension.

## THE PROJECT: ITS DIMENSIONS



As a complement, a second organizational structure is applied in “The Project and its Stages,” through which the project is assessed from the perspective of its design, development and implementation stages.

## II. THE PROJECT AND ITS DIMENSIONS

### 1. Political Strategic Dimension

#### *Context*

The project under evaluation is located in a political, economic, sociocultural and environmental context that influences its development. While the context is considered to be external to the project, it should be taken into account, since it offers opportunities and events that lead to favorable situations. As well, a given context may generate threats and obstacles that lead to unfavorable situations.

An ongoing process of learning about and analyzing the context, with the main focus on those situations that directly influence the social cause on which the project is focused—in this

case, CSEC— is an indispensable task that contributes to taking advantage of opportunities and promoting actions that minimize the risks provoked by threats external to the project.

### ***Uniqueness***

The project originated from a request made by the Mexican government, through the Ministry of Labor (*Secretaría de Trabajo y Previsión Social*—STPS), asking the ILO for technical cooperation in the area of child labor. The project, defined in 2002, is sponsored by the US Department of Labor (UNDOL) and carried out by the ILO and its International Program on the Elimination of Child Labor (IPEC). It is intended to contribute toward compliance with Convention 182, ratified by Mexico in 2000.

The project is unique, distinguished by an investment of US \$1,800,000, and because it strengthens and expands what was already being carried out in the country in relation to CSEC. It serves as a trigger for joint efforts between the Ministry of Labor (*Secretaría de Trabajo y Previsión Social*—STPS), the Office of Comprehensive Family Development (*Desarrollo Integral de la Familia*—DIF), and the National Attorney General's Office (*Procuraduría General de la República*—PGR), providing feedback to each of these entities through different visions and new forms of addressing CSEC and taking corresponding actions. It leads to the coming together of determination, experiences, human resources and varied actions; it offers a range of new opportunities for detecting and assisting victims; and it contributes to making necessary modifications to the legal framework, to detecting networks of those engaging in this exploitation, and to the designing of a public policy on CSEC.

One interviewee pointed out that the project contributes toward the involved governmental entities exercising democracy through participation, dialogue and negotiation among the different parties.

It is a pilot project that broadens the knowledge, awareness and sensitization of governmental entities, to then be reflected in the population. It is assessed as a strategic investment that establishes the firm foundations for fighting CSEC from different fronts, visions and actions, and with the forming of an interdisciplinary team.

The involvement of three entities of “equal” standing —the ILO, STPS and UNDOL— with their shared mandate of focusing on labor issues, defines the nature, policies, implications and operations of the project. This particular reality leads to confusion, difficulties and tension in the development and implementation of the project between the STPS and DIF —something that we will explain in more detail at a later point in this report.

### ***Components, objectives and results***

The components, objectives, the indicators and mechanisms for verification, as well as the expected results and the activities to be carried out were defined in a strategic planning workshop in July 2002. Methodology from the Strategic Framework for Project Impact (*Marco Estratégico de Impacto del Proyecto*—MEIP) was used, making it possible to identify and analyze the problems that lead to CSEC.

Prevention, protection and services are the three components in the project strategy, plus a fourth transversal component, the institutional strengthening of the involved governmental

entities and the National Inter-institutional Coordination (*Coordinación Nacional Interinstitucional*—CNI).

We identified diverse opinions regarding the prioritization of the components and distribution of resources. Those who are witnessing and confronting CSEC on a day-to-day basis believe the project should be focused on services to victims and should designate more resources to this aspect. However, those who are immersed in the legal battle believe that resources should be assigned to protecting victims, focusing on modifying legislation and promoting a tradition of denouncing exploitation. Others feel the priority should be on prevention, investing most of the available resources to ensure that the problem does not continue to grow, by producing and disseminating knowledge and information, and by working toward the sensitization and understanding of different stakeholders in the society. And still others believe the priority of the project should be on strengthening entities and the CNI.

From our point of view, the four components are necessary, relevant and complementary. Little would be accomplished in terms of decreasing or eliminating CSEC if the project would be focused only on providing services to victims. This does not mean that the latter should not be carried out, but in order for the number of victims to decrease, it is necessary to have the necessary legislation for punishing those guilty of exploitation, and it is also important to carry out forceful actions to put an end to this problem, and thus, the importance of prevention. After the project reaches its conclusion, governmental entities and the CNI will continue to exist, and therefore the strengthening component has strategic importance.

Because of the specific, short-term nature of the project and its resources, it is important that the activities emerging from the four components and the specific objectives be considered as strategic “investments.” In other words, it is important that they are aimed at obtaining products to be widely disseminated and broadly used, beyond the particular entities or cities involved. This includes strategic activities designed to strengthen government entities, and leave behind firmly established foundations after the project’s completion. An example of a strategic investment is that by providing assistance to victims and systematizing that assistance, a specific model for providing services to CSEC victims will be one of the results obtained.

The proposed goal for this project is: “to contribute to the elimination of CSEC,” and from that goal, four immediate objectives emerge, to be achieved by the project’s completion: that the Mexican society will acquire knowledge regarding CSEC; that appropriate legislation for CSEC will exist at the federal level and in the three states; that a system will be developed to permit the identification of networks of those exploiting children in this way; and that comprehensive services will have been provided to at least 300 CSEC victims.

The goal of “contributing to the elimination of CSEC” is not an easy one to achieve, since CSEC is a structural State problem, and in order to be eliminated, a solid public policy backed by specific legislation —so far non-existent— must be developed, and public funds must be budgeted to eliminate CSEC. The current project is a specific, short-term instrument, with limited resources, and designed to be carried out in only 32 months. Therefore, its contribution to eliminating CSEC is limited in relation to the complexity of this problem. It would be better to formulate the goal in terms of contributing to decreasing —instead of eliminating— CSEC.

The project's particular focus is manifested through its four components and four specific objectives. Specifically, the project is aimed at disseminating knowledge and information; sensitizing the population; contributing to progress in the battle to decrease CSEC, through the legal-penal front and with a head-on attack of those guilty of exploitation; and providing comprehensive services to victims.

Specific objective 1: "that by the end of the project, the Mexican society will have acquired knowledge regarding CSEC." Expected results to be obtained are three studies, campaigns, trained journalists, and the incorporation of CSEC-related issues in journalism schools.

*This objective is not formulated in a realistic way. Due to the limited nature of the project, it cannot reach the entire Mexican society. It would be better to formulate it more specifically, indicating the sectors of the population to be focused on (educational sector, private tourist sector, workers' organizations, police, communication media, etcetera). If the objective is more precise, the results can be better measured.*

*Results and activities: Analysis of CSEC issues and handling communication media (September 2003); the document "Los medios de comunicación y su participación en la prevención y denuncia de la ESCI" (Communication media and their participation in preventing and denouncing CSEC) aimed at professionals working in newspapers, magazines, radio, television and internet; adaptation of a training manual for professionals working in the tourism industry in Mexico; basic package of information on CSEC; operational protocol for the detection of, protection of, and services for children and adolescents who are victims of CSEC (tested in the cities of Acapulco and Tijuana); design of a strategy for impacting the private tourism sector; conference held with hotel owners in Mexico City (October 2003) and a workshop with the same sector in Acapulco, Guerrero (May 2004).*

*The results/products obtained thus far have been presented to consultants specializing in these topics, and they are considered by those interviewed and by the evaluating team to be of the highest professional quality. Without a doubt, if a good policy for disseminating these products is established, each one of them will contribute in a significant way to expanding knowledge regarding CSEC.*

*It is worth mentioning that at the end of the workshop conducted in Acapulco in May, a person who has a powerful position and is well-connected with many others in the city approached the evaluator to vigorously express his irritation and displeasure because individuals from outside the state of Guerrero were those who organized the workshop, and in his opinion, misrepresented the information provided. This situation serves as a reminder to point out to the ILO and STPS the importance of including and giving a place to organizations and leaders in the specific locations where the project is carried out.*

The second specific objective: "that by the end of the project, there will be appropriate legislation with regard to CSEC at the federal level and in the three states selected." Expected results to be obtained are: an analysis of the legal framework at the federal level and an analysis of the legal frameworks in the three states selected.

*This objective has been formulated in an over-ambitious, unrealistic way. Changes in legislation are complex processes and require more than a particular project. Furthermore, the expected results (analyses) do not lead to achieving appropriate legislation. It is*

*important to reformulate this objective with regard to contributing to an analysis of the legal frameworks, or perhaps formulate it in terms of influencing the process of legislative reforms.*

*Results and activities: A legal-penal study regarding CSEC. Foundations for unifying legislation in Mexico. INACIPE. Contributing to the designing of a strategy for positioning the proposed legislation before the National Senate; contributing input to the CNI sub-commission for the proposed legislative reform presented to the National Senate; contributing to conducting a round table discussion on the topic of CSEC in the Senate in June 2003.*

*The project's contribution through the study mentioned above is highly valued by those responsible for presenting, lobbying for and negotiating the proposed legislative reform in the National Senate. There is no other proposal at the same conceptual and technical level as the one presented on the basis of this INACIPE study.*

The third specific objective: “that by the end of the project, a system will have been developed to facilitate the identification of networks of those guilty of exploitation.” Expected results to be obtained are: the development of a computerized program and personnel responsible for operating the system.

*This is an objective aimed at precise, realistic results that are within reach.*

*The evaluating team was unable to obtain an interview with the cybernetic police, despite numerous phone calls. We were informed that the software for detecting networks of those exploiting children is now available; we found evidence of its existence through the proposal-document for producing a system for identifying networks of exploitation.*

The fourth specific objective: “that by the end of the project, comprehensive services will have been provided to at least 300 victims of CSEC or at-risk minors and their families, in Acapulco, Guerrero and Tijuana.” Expected results to be obtained are: employment opportunities for families, networks of citizen participation and focal groups, a model for providing services, inter-institutional networking, trained professional personnel, adapted rehabilitation centers, children reincorporated into the educational system, and adolescents with training.

*This objective is aimed at precise results, specifically attending to 300 victims of CSEC in a comprehensive way. Only after the project is initiated in the three selected cities and after the planned activities for providing services begin, we will be able to assess whether the objective is realistic and within reach.*

*To date, no progress or significant results can be reported in relation to the objective of providing services to 300 victims of CSEC or at-risk minors and their families. It is important to mention that specific actions have been initiated in one of the selected cities; however this is not the case in the other two cities.*

### ***Field of intervention***

#### ***- In what: the object of the work, themes/content***

The problem or social cause that is the focus of the project being evaluated is the Commercial Sexual Exploitation of Children (CSEC), which according to Article 3 of the ILO Convention

182, is one of the worst forms of child sexual exploitation, and is manifested in four modalities: prostitution, pornography, sexual tourism and child trafficking for sexual activities.

This is a new and old problem in the country. It was known to occur years ago, but the problem was denied, hidden and not confronted. It was not until beginning in 1996 that it became more clearly visible and was re-identified as a violation of children's rights, overcoming or trying to overcome the conservative-moralist viewpoint or misinformation that defined it as an exclusively gay problem.

This is a structural, cultural and transversal problem. It is an extreme situation that is derived from a broader situation, with a background that is deeply rooted in the society. It is provoked by many causes: poverty, inequality, violence, mistreatment, and corruption, and the effects are social, political, economic and cultural. It is a problem of the power of the strongest that subjects and exploits the weakest and most defenseless.

CSEC is a business run by organized crime, linked to mafia interests and thus a phenomenon with high risks attached. It is a crime, classified as the corruption of minors, and not as CSEC, and it is highly impacting. It is also a problem that has been politicized and has become a "banner" used to the advantage of political parties.

#### **- *Where: Territory***

The project is implemented at the national, state and municipal levels.

At the national level, focused on awareness-raising, and the production and dissemination of knowledge, modification of the legal framework and detection of networks of those engaging in exploitation. To date, most of the actions taken and products obtained that have been mentioned earlier in this document have been carried out at this level.

At the state and municipal levels in Baja California (Tijuana), Guerrero (Acapulco) and Jalisco (Guadalajara). In the three selected cities, experience is being accumulated in an urban, tourist and border setting, and in all three cities, information is being generated with regard to the magnitude and characteristics of CSEC, and there is concern and interest in addressing the problem. To date, the project has advanced very little at these levels.

Following is a synthesis of the opinions expressed by the persons interviewed in each of the three cities.

#### *Acapulco, Guerrero*

- the problem of CSEC exists in this city and is intensifying
- CSEC is positioned and made visible in this city
- the project will reinforce and strengthen efforts that have been underway for the last two years
- the project contributes concrete solutions, brings demands down to the concrete level, and gives specific responses (scholarships, specialized and remodeled shelters, an opportunity to create a model for providing services)
- although belatedly, some specific project actions have been initiated, such as:
  - o Granting scholarships to children and adolescents who are victims or are at risk for becoming victims; these scholarships are granted in

different ways, whether in cash to the directors of shelters (in the case of *Plutarco y Ministerio sobre el Puente*) for food, transportation and the personal needs of scholarship receivers, or in the case of CSEC victims, scholarships are given to their families. Twenty-six (twenty of them are regular) children attend the shelter from 9 a.m. to 1 p.m.; preventative-educational action.

- Services provided to five victims of CSEC through a unique model in Acapulco that combines psychological, medical, legal and social assistance.
- Three conferences held for community promoters (taxi drivers, labor unions, shelters, etc.).

#### *Guadalajara, Jalisco*

- the problem of CSEC exists in this city and is intensifying
- CSEC is positioned and made visible in this city
- the project will reinforce and strengthen what is already being done
- specific project actions have not been initiated, since the process of signing an ILO-DIF, national-state agreement is at a standstill, generating exhaustion and tension from the fact that the timeline is not being complied with; they stated that it will not be possible to create a services center if a time extension is not granted to carry out the project in this city.
- nevertheless, a strategy for getting the project started is being created at the municipal level; work has been initiated in relation to resources and knowledge, for example night brigades for detecting minors at risk; 37 cases have been addressed, not of CSEC victims but of those at risk, with 14 of them boys and 23 girls, and referrals have been made to a shelter for those with addictions.

#### *Tijuana, Baja California*

- the problem of CSEC exists in this city and is intensifying
- CSEC is positioned and made visible in this city, however it is perceived that the population views CSEC as something “normal”
- the project will reinforce and strengthen what is already being done
- specific project actions have not been initiated, because the signing of a DIF state-municipal agreement is at a standstill; nevertheless, everything is ready to begin, and the foundations for implementing the project have been firmly established.
- there is some progress, for example: networks of communities already exist, contacts between institutions involved in CSEC have been established and reinforced, such as between the Department of Public Education (SEP), the Department of Public Health (SSA), Tourism, Public Security, SEDESOL and INDESOL; relations have been established with bars, prostitutes, hotels and motels; and there is an alliance of civil society organizations through the municipal NGO committee.
- due to the delay, an opportunity to offer a *diplomado* (professional training course) through the University of Guadalajara was lost
- a local diagnostic assessment was developed, to complete the general diagnostic assessment

- ***With whom: Stakeholders***

There are three primary national stakeholders in the project: a government ministry which heads the project (STPS), a decentralized public entity with social and legal status (DIF) and an entity of the federal branch of government (PGR). In addition, two international entities are involved, one focused on the topic of labor and which provides technical assistance to the Mexican government (ILO) and a second one intervening as the sponsor of the project (USDOL).

The Mexican Department of Labor (*Secretaría de Trabajo y Previsión Social* — STPS). This is the ministry delegated by the federal government as the government entity responsible to the entity in charge of implementing the project (ILO) and the sponsoring entity (USDOL); the project is in the framework of the ILO Convention 182. The STPS, as a natural interlocutor with the ILO and USDOL, is clearly the leader of the project. The project is included at an administrative level, with faculties, goals and objectives that facilitate administration and regulation. The project is an opportunity to address CSEC from a labor perspective, linked to the first “C” in CSEC, commercial exploitation.

The Office of Comprehensive Family Development (*Desarrollo Integral de la Familia* — DIF). One of its mandates is to focus on the topic of children, and it is thus positioned and recognized as a leader on this topic. It is present in 32 state-level systems, and in 2,274 municipal level systems. DIF was working in the area of CSEC before the project was initiated. The topic is part of the institutional process.

National Attorney General’s Office (*Procuraduría General de la República*—PGR). This entity is considered to be the “nation’s lawyer” and is involved in the project because of a decision taken at the highest level of the government, by the Attorney General, indicating the importance that the PGR attributes to CSEC. This is the entity responsible for prosecuting CSEC as a crime, considered to be highly impacting and high risk.

It is worth mentioning that in the states of Guerrero, Baja California and Jalisco, the state-level offices of STPS, DIF and PGR are involved in the project, and in turn, they are establishing links with the three cities selected for directly attacking the problem of CSEC. There is a good level of coordination, cooperation and understanding at the state and municipal levels. This was apparent to us since all the opinions expressed on this topic in the interviews coincided. However, real cooperation needs to be confirmed once full implementation of the activities begins.

The ILO, an international entity of the United Nations (UN) System, participates actively, granting technical assistance, administering the project and has the final responsibility in relation to the donor. The ILO has international experience in the area of CSEC, and the latter is included as a strategic topic within its agenda. It is the project’s fourth voice, and is different and complementary, with an international character.

The primary function of USDOL within the project is to provide funds.

There is interest in involving other governmental and nongovernmental organizations with a focus related to CSEC, however thus far, this has not been substantially achieved, nor have ongoing relationships been established. Specific actions have been carried out with some of the organizations, as in the case of organizations of employers and workers, with the Senate

CSEC sub-commission, UNICEF, and the Infancia Foundation, and also, specific products have been requested from INACIPE and CISI.

For DIF, STPS and the PGR, this is the first time they have been in a project with these characteristics, and with the level of difficulty and opportunity it offers. This project is a trilogy of complexity and tension: there are three stakeholders, three levels (national, state and municipal), and three states (Baja California, Guerrero and Jalisco). This means there are three to be coordinated, three visions, work styles, timelines, and interests, and three that can feel or act as the “owners” of the problem or the project.

Added to the above, there is another level of complexity with the participation of the ILO and the USDOL, both of which are entities that provide international assistance and have their own policies, interests, styles, demands and rhythms.

Because of the level of complexity of the CSEC problem, it is necessary that none of the stakeholders operate arrogantly or exclusively, or consider themselves to be the most important or to have a monopoly on truth. Each stakeholder —based on its nature and specificity, and its involvement in the issue and the project— functions in a complementary way in relation to what others are and what others do, and it does not compete for resources or for playing the most important role. The results, achievements and lessons are collective property, since they are the result of everyone’s work, contributions and commitments. When there are moments of tension, those involved “forget” the final aim of the project: children and adolescents.

It is important to point out that in the project’s initial stage and the beginning of national-level actions, it has been necessary for the ILO to play a fundamental role as the project’s leader —although it was not seeking or wishing to fulfill this role. In the interviews, no one or almost no one referred to or acknowledged the STPS’ leadership in the project. This is not viewed negatively, but is rather understood as necessary in order for the project to be carried out and to begin to function. Nevertheless, it is clear that as an international entity, the ILO should not be the project’s leader, and should not promote dependency, but should rather promote and strengthen national leadership, in this case the STPS’ leadership, and should promote its autonomy —which is indispensable to guaranteeing the continuity of the struggle against CSEC in Mexico. It is important to mention that this is the viewpoint of the ILO team.

**- For whom: *Direct and indirect beneficiaries***

The project is aimed at providing direct services to 300 children and adolescents who are being exploited or are at risk of being exploited, together with their families (100 in each of the selected cities). The intention is to remove them from situations of CSEC, or prevent their falling into these situations. The assistance provided at service-providing centers that the project will reinforce or contribute to creating will be of a psychological, medical, legal and social nature. There will also be indirect beneficiaries through the institutional strengthening of the government entities involved, and from awareness-raising, modifications in the legal framework, and national actions carried out by the project.

If we take into consideration the characteristics of CSEC, we can see that the number of direct beneficiaries will be limited. However, the matter of beneficiaries should be viewed from another perspective, placing emphasis not only on the number of children, adolescents and families served, but also on the quality of services provided, the development of a

comprehensive model of services, and the learning derived from a problem that is beginning to be viewed for what it is: one of the worst forms of exploitation of children.

What is significant is that this component of direct services will provide elements for designing a specific model for services to CSEC victims (which does not currently exist), and, based on the learning from concrete practice, will contribute to the promotion of public policies that will make this issue a State matter.

**- Duration: Timeline**

The project was initiated in September 2002, and is scheduled to be completed in May 2005, for a total duration of 32 months. If we compare the action plan, developed during the project's design phase, with the progress and results obtained to date, and the 25.41% of resources used up to May 2004, with the approximately 66.39% that should have been used by that date, we can clearly see that it will not be possible to comply with the timeline initially established.

The timelines originally defined by the entities involved for completing the plan should not be imposed, but rather, the project should function on the basis of the real time necessary for achieving the objectives and carrying out the actions planned. Steps are being taken in the right direction, but there is a time difference.

The reasons for this are diverse, as expressed by some of those interviewed, and agreed with by the evaluating team, explaining the delay experienced in the project:

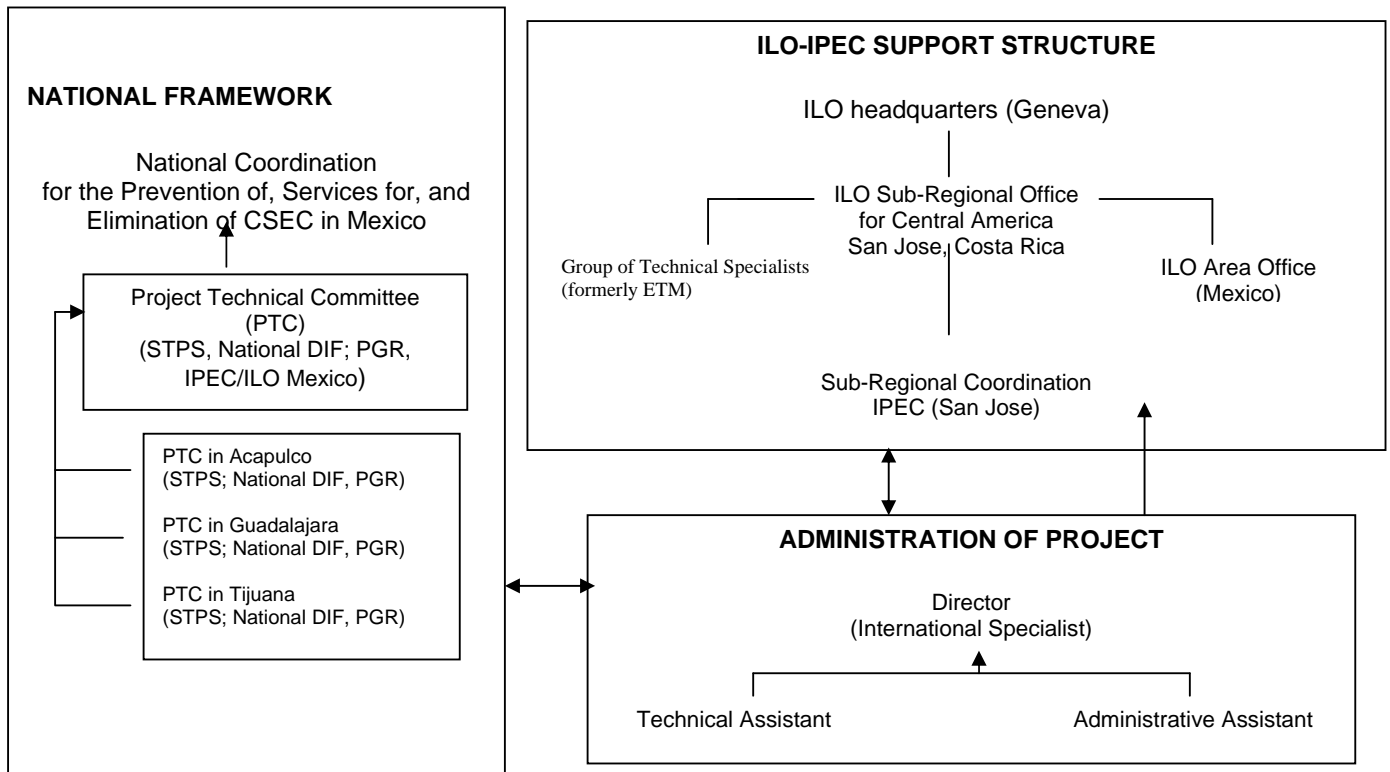
- time was not calculated for the entities involved to take ownership of the project and place it within their agendas and operational plans
- the necessary learning curve, given the complexity of the issue and the project, was not calculated
- a stage for design and preparation, in order to establish firm foundations for the project's implementation, was not planned
- there was no previous experience in a project of this nature
- "selling" the project within the entities was a very slow process
- there are different rhythms between those involved in authorizing agreements and making decisions
- in relation to the signing of the agreement, it was and continues to be necessary to fight against bureaucracy. The agreement was detained for months in the legal departments of the entities involved, since it is a different type of agreement that involves new procedures and mechanisms for its review and for the necessary steps to be taken. There was a need to "Mexicanize" it and adapt it to the country's context; the responsible officials have been perceived as being afraid of signing this type of agreement because of what it implies and its consequences.

To these reasons, we would also add the CSEC is one of many issues on the agendas of the entities involved.

## 2. Organizational-Functional Dimension

### *Organizational chart: levels, division of labor and decision-making*

This organizational chart is included in the proposal/document:



As we can observe, the project's organizational structure in the national framework includes a level referred to as the Project Technical Committee (PTC) made up of the three national entities involved, the STPS, DIF and PGR, in addition to IPEC-ILO Mexico. We also see the existence of Technical Committees in the three selected cities, with participation by the three entities mentioned. The activities to be carried out, progress made and obstacles experienced are presented in this committee; it is a forum for exchanging viewpoints. There is a plan of activities to be carried out that was designed in 2002, and it is reviewed by the STPS and ILO. The most appropriate institutions to participate in each activity is identified on a case-by-case basis. The Technical Committee is not designed for making decisions regarding activities and the use of funds, since this corresponds to the STPS and ILO.

The organizational chart also indicates the link between the project and the National Inter-institutional Coordination (CNI) for the Prevention of, Services for and Elimination of CSEC in Mexico. This entity was created before the current project as a result of the commitment acquired by Mexico at the First World Congress Against CSEC, held in Stockholm in 1996. The CNI is presided over by the National DIF Office, and 28 institutions participate, primarily governmental and nongovernmental institutions involved in CSEC, in addition to ILO-IPEC

and UNICEF. There are four sub-commissions and one of them is the sub-commission on the prevention of and legal protection in the case of CSEC.

The organizational chart also indicates an ILO-IPEC support structure in which the ILO headquarters in Geneva is located at the top, followed by the ILO Sub-Regional Office for Central America in San Jose, Costa Rica, and an IPEC Sub-Regional Coordination also located in San Jose and under which a group of Technical Specialists (formerly ETM) operates as well as an ILO Area Office located in Mexico City that is in charge of the project's administration, which is carried out by a director who is an international specialist, and a technical assistant and administrative assistant.

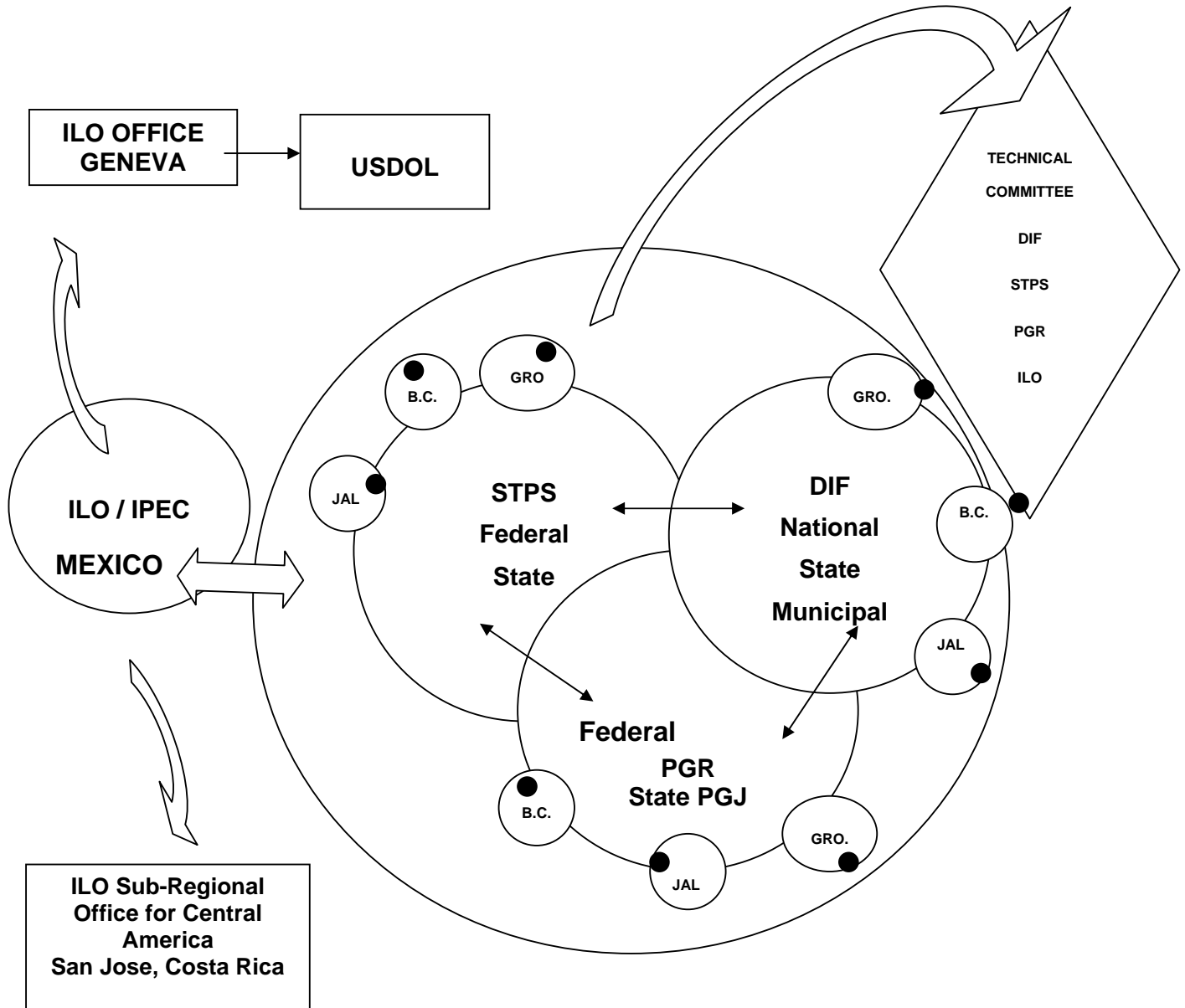
The Project Technical Committee was created at the beginning of the project for the purpose of assuring that project activities are carried out and that project objectives are fulfilled. The committee functioned in a very active manner during the project design stage, however after that point, meetings were held increasingly less frequently, and currently it does not function at all and it has no life or dynamism. The last formal meeting was held in July 2003 and since that time, the committee has not met again.

Some of those interviewed believe the meetings were characterized by a lot of "talk," with very little concretized. They say there is a great deal of written documentation about the committee's functioning, but that it consists of "only words on a page," and there is a lot of confusion as to the nature, objectives and functioning of the committee, and the role of each of the members. Nor is there clarity with respect to the criteria, mechanisms and procedures for decision-making. They ask: who makes decisions where and regarding which issues?

In the evaluating team's opinion, the PTC is not currently functioning due to power-related problems. In other words, in the project's context, power lies in managing the project and making strategic and operational decisions. Although for the DIF and PGR, the PTC was a space for managing the project and making decisions, it is not for the STPS and ILO, which rather see the PTC as a space for information-sharing and for the operational organization of project activities. This difference or lack of clarity regarding the nature of the PTC, in addition to other less significant problems, has led to the currently reality of nearly a year without any PCT meetings. DIF, and to a lesser degree, PGT, state that they feel excluded and not taken in account in decisions made within the project's framework.

Another issue that we detected through the interviews and the session held on May 25 is that there is a great deal of confusion regarding the project's relationship with the CNI. The project has the transversal component of the institutional strengthening of the involved government entities and the CNI, and this takes place to a significant degree through the activities carried out in the project, which does not mean that all the entities that form part of the CNI must participate in project activities. Nor does it mean that the CNI is the space in which activities are decided upon, since the STPS and ILO are those responsible for designing and carrying out activities and identifying the most pertinent alliances for each activity. The project and the CNI are both autonomous of each other. The project was presented to the CNI, and there is a relationship, and when merited, the two join efforts.

## SYSTEM OF RELATIONS AND COMMUNICATION



As we can see, the project signifies a very complex system of relations and communication that does not make inter-institutional coordination easy. There is no prior experience for establishing this type of inter-institutional relations through a common project in which three government entities interact at three levels: national, state and municipal. Furthermore, each of these entities is of a different nature: one is a government ministry responsible for labor issues (STPS); another is a decentralized public entity with legal and social status, and responsible for and specialized in family and children's issues (DIF); and another is an entity of the federal executive branch that is primarily responsible for investigating and prosecuting

federal crimes (PGR). In addition, these entities interact with an international entity, the ILO Mexico Office, which in turn is linked to the ILO offices in Geneva and Costa Rica. And finally, there is a fourth voice, which is the sponsor, USDOL.

### **3. Human-Material Dimension**

#### ***Human Resources***

Involved in this project are individuals who are committed, from different perspectives, to the fight to end CSEC. Some of those interviewed from the national entities involved, especially from the DIF, have considerable experience and a long trajectory in children's issues and are very knowledgeable about this issue. The persons interviewed from the PGR and the PGJs who are responsible for the project have experience in matters regarding crimes against children. In the case of individuals from the STPS, their experience has been focused on labor issues. The STPS' involvement with the project is through its department for labor equality and rights for women, youth and minors. For some of these individuals, this is the first time they are working in public administration. It has been possible to link professionals from different disciplines to the project, including lawyers, doctors, nurses, social workers and psychologists.

The team within the ILO-IPEC is of a very high level and professional and human quality. Two of them have considerable experience and knowledge of CSEC, and they are committed and are very available. They stimulate confidence, resolve problems, participate actively and have the opportunity to focus their time and effort to the project, since they have been specifically contracted for this purpose.

The great weakness in the area of human resources does not lie in their quality, but in the very limited amount that has been designated by the three government entities for this project. Furthermore, none of the individuals in these government entities are exclusively assigned to this project, but rather, must respond to many other agendas and tasks.

#### ***Economic Resources***

The project has US \$1,800,000 to carry out actions at the national and local levels. As of May 2004, a total of US \$457,523 or 25.41% of the total funds had been used, although approximately 66.39% should have been used by that date.

We have detected two problems in this area. The first problem is the delay in using the budget according to the original plan, and this has already been explained in this document. This signifies a huge contradiction, since the resources are urgently needed, are available, but have not been used because of administrative procedures that have not been fulfilled. The resources used to date have been used in a responsible way and have corresponded to the approved budget.

A second problem is the tension between the entities involved, due to confusion and discontentment regarding the distribution and use of resources. There are misunderstandings that have generated an atmosphere of mistrust. According to one person interviewed from DIF, that entity initially understood that the budget would be divided among the three states, or in other words, that each state would receive US \$600,000 while in reality what will be received is approximately US \$508,300 for the three states. DIF views this as a very low

percentage in relation to the total budget that will be designated for direct services, infrastructure and direct impact in the selected cities where the CSEC problem actually exists. The National DIF Office demands the transparent handling of information and resources, and requests that reports on the distribution and use of resources be provided to all participating entities in a systematic manner.

From our perspective, it is strategically important, due to the project's limitations in terms of time and resources, to continue to assign funds to actions at both the national and local levels, as planned. The project's contribution to providing assistance is not significant in relation to the existing needs, but the project should be viewed from the perspective of three pilot experiences that will contribute to the designing of a model for providing services to CSEC victims, and if accomplished, this will be a great contribution made when the project is completed. It is also of strategic importance that the project contribute significantly to strengthening national capacities, directed at many stakeholders, beyond the government entities involved, such as the communication media and the private sector dedicated to tourism.

We should also refer here to an issue regarding resources that was expressed by the administrator in relation to the requirements established by the ILO and USDOL for granting resources to the states. One of these requirements is the proof of expenses before the next assignment of funds will be sent. To date, the states have not complied with this requirement. The reasons for this non-compliance were not expressed to the evaluating team, and it is therefore important that a direct dialogue take place between the administration and the states in order to overcome this difficulty.

### **III. THE PROJECT AND ITS STAGES**

#### **1. Design Stage**

##### **- Validity**

The proposal/document that was developed as a result of a strategic planning workshop held in July 2002 and in which the Strategic Framework of Reference for Impact (*Marco de Referencia Estratégico para el Impacto—SPIF*) approach was used, is viewed as a consistent, coherent document that contributes enough information to guide the actions that are being carried out by the group of entities involved. It has been an important point of reference for ongoing consultation and guidance. It expresses the willingness of those involved and establishes the path to be followed. The workshop was very well coordinated, according to one of those interviewed, and was useful in pointing to the direction where the project will be focused.

Using the SPIF approach made it possible to focus the project on the components that are fundamental for eliminating or diminishing CSEC. According to those interviewed, it is a focus that facilitated bringing together and incorporating different voices and visions, favoring active participation and consensus-building. It was very interesting to become familiar with this approach, however it is not an easy approach and is, instead, a complex one that was difficult for workshop participants to assume.

The proposal-document includes objectives, indicators and means of verification. If a baseline or starting point was not defined, it is necessary to establish this in order to mark the beginning of the project.

This project serves to strengthen what the entities involved, primarily the DIF, have been doing in relation to CSEC, and therefore this prior experience is reflected and incorporated into the design and the document. Also, follow-up is provided for a number of actions that were already underway, but lacked adequate resources.

With respect to the topic of gender, it is important to mention that our perception is that the project has not given the importance to this topic that is merited. In the STPS a system for breaking down information by sex is being established, but this is not sufficient. This deficiency within the project was manifested in the May 25 session when the three states commented that they did not have their beneficiaries specified by sex, nor had they identified the differences between males and females in the impact from CSEC.

### **- *Relevance***

This project has strategic relevance for the Mexican government, since it is one of the steps for concretizing actions related to Convention 182. The project also makes it possible to designate specific resources to the area of CSEC, since to date, there is no public budget for this problem. DIF, for example, designates surplus resources from other programs. It is important to mention that in the 2000-2006 National Development Plan, the importance of childhood is mentioned. There are special items in section 33 (resources assigned by the federal government to the states) to be applied to children, and since 2003, designating resources for the area of CSEC has been specified.

The project allows for positioning the issue in different contexts and work agendas, making it visible in the Senate, in communication media, the tourism sector, etcetera. The activities planned constitute an adequate response to existing needs, since as we have mentioned, the project is a means for strengthening in a more consistent, coordinated way, what has already been underway.

What is still pending is that the governmental and nongovernmental entities that participate in the CNI sub-commission learn about, become interested in and actively participate in project actions and activities. The project is a specific, limited, short-term strategy that does not take the place of the CNI, which is an ongoing, strategic space for fighting against CSEC. The point is for the project to strengthen the CNI, and that it function as an inter-institutional space for coordinating actions.

It continues to be important that the project designate resources for awareness-raising and sensitization, since while actions were taken in this direction before the project was initiated, they have not been adequate. In Mexico, the great majority of the population is not aware, is not familiar with or denies the existence of CSEC and its economic, political, cultural and social effects. It is therefore highly pertinent that the work in sensitization and awareness-raising be complemented and enhanced.

## **2. Development Stage**

The project's development has been significantly affected by the involuntary delay experienced, and this has generated an atmosphere of discontentment among those involved, provoking tension, uncertainty, non-conformity and distress. As mentioned earlier in this

document, one of the causes for the delay, although not the only one, was that not enough time was calculated for the stage of generating the conditions for a clear, healthy, transparent beginning for implementing a project with the considerable political and operational complexities that this particular project signifies.

In addition to the internal causes for the delay, we can add causes from the outside context including the fact that the project began within a new, uncertain political scenario in the country, with new political parties in federal, state and municipal administrations, new public officials, new development plans, and in a way, the re-establishment of public administration.

This situation has tended to diminish to the degree that the signing of agreements has become a reality, and to the degree that the parties involved have become more familiar with each other, there is more confidence, and they can see the results from joint actions taken.

It is important to point out that there are still many misunderstandings, tensions and differences, especially at the level of the National DIF Office and STPS. There are not, however, serious problems between the entities involved at a conceptual level or in terms of the vision in relation to CSEC as a human rights problem, or problems in terms of how to address this problem. The tensions that exist are of a different type.

There is a tension that has no solution, given the nature of the project, and here we are referring to the matter of the project's leadership and decision-making regarding actions and uses of resources. For reasons previously explained, the STPS is the leader of the project, even though it is not the leader in the area of children, nor in CSEC. DIF does, however, take the lead in children's issues, and this makes it difficult and contradictory for the DIF to not be leading or directing this project. This situation exists and it is impossible for it to be different. What one participant from STPS said was the following: "in order for the project to move ahead positively, we need a cultural change in terms of learning to work as a team, and a change in institutional and individual attitudes.

It is necessary to create a time and space for building a clear, solid alliance in which the involved entities are and feel informed, valued, respected and part of a common challenge in which each ally has a great deal to offer and to learn. Without the contribution from each of the entities involved, it would be difficult to achieve the results proposed in this project.

ILO-IPEC's participation is assessed by those involved as being of the highest professional, technical, human, theoretical, and operational value. They have a great deal of confidence in the three individuals making up the team, although some say that on some occasions the decisions that affect everyone and should be made by all those involved is centralized too much in that team. They also say that this situation is understandable due to differences in rhythms, priorities and possibilities.

### **3. Implementation Stage**

#### ***- Effectiveness***

The project is effective, and there is coherence and logic between the goals and the means to achieve them, or in other words, between the goal and the specific objectives. The only particular point made is the need to review and reformulate objectives 1 and 2 for the purpose of making them more precise and perhaps, re-thinking the indicators.

In general, the project monitoring plan needs to be rethought to provide managers with the possibility of better measuring qualitative as well as quantitative outcomes. This revision should be done following a consultative process involving the key national and local actors linked to implementation.

With respect to the objective of providing services to victims, a fundamental question arises: is the goal to achieve a specific model for providing comprehensive services to CSEC victims, or is the goal to provide services to 300 victims? Where should the emphasis be placed, given the project's limited characteristics and its strategic intention?

#### **- *Efficiency***

The budget has not been used at the rhythm planned, especially in reference to resources designated for direct actions in the three selected cities. The causes for this delay have been explained previously in this document.

In terms of the budget items designated for contracting national experts and holding seminars, there is a rational, efficient relationship between the allocation of resources and the results and products obtained. This investment —more than an expense— for the development of materials and research studies will most certainly have a multiplying effect, as long as the results are broadly disseminated.

#### **- *Unexpected effects***

- the exchanging of information, knowledge, tools and relationships between the entities and individuals involved
- knowledge of what each entity is doing and how it does it
- the opening to new visions, knowledge and relationships that strengthen the fight against CSEC
- the value placed on a local vision from a global perspective and vice versa, recognizing that one does not function without the other
- understanding of the pertinence of attacking CSEC from different *trenches*, approaches, actions and stakeholders
- the beginning of “lending a hand” to support and value the work others do in favor of children
- understanding that there is no single, exclusive path for confronting CSEC

#### **- *Sustainability***

Some elements have been defined for contributing to continuity that can be provided by the entities involved after the project has concluded, such as:

- A long-term commitment established by government entities working in the fight against CSEC
- A social fabric is being formed by committed persons and organizations that are capable of taking leadership in movements and programs
- Progress is being made in the sensitization of the society and entities involved, generating awareness that everyone can and must do something to fight CSEC
- This project serves to reinforce and enhance what is already being done, and therefore the work within the entities involved will continue with or

without resources, and with or without an ILO-USDOL project (opinion of one of those interviewed).

Some other strategies necessary for achieving the project's political, economic and organizational sustainability are taking shape:

- An impulse to federal, state and municipal governments for them to adopt the project as a program or line within their Development Plan, and then it will become a legal obligation and budget money will be allocated.
- The creation of a solid, active alliance, as the sum of assets and determination that functions at different fronts and with different stakeholders, adding some stakeholders who are not yet participating in the fight against CSEC.
- Promotion of co-investment programs among the public, private and social sectors.
- Identifying the project as an investment, not an expense, so that when it is concluded, the political, organizational, technical, instrumental, conceptual and methodological capacities for attacking CSEC will be firmly established and strengthened.

#### **IV. RESULTS, OBSTACLES AND LESSONS**

In this section we will give an account of the opinions received through the survey, the majority of which the evaluating team agrees with.

##### ***Results***

During the period evaluated, useful, highly professional products have been obtained for guiding effective actions against CSEC. They contribute to the strengthening of not only the entities involved in the project, but also of many other governmental and nongovernmental entities. The projects have already been mentioned and assessed in other sections.

In addition to the unexpected results already mentioned in this document, the following are added here:

- improvement of the capacities of the government entities involved
- greater presence and positioning of the issue in relation to government entities
- cooperation of government entities and international entities working in the area of CSEC
- the topic is reaching different sectors of society.
- CSEC has become more visible, with increased awareness of the existence of this phenomenon, despite societal rejection.
- Greater knowledge of the issue, on the part of different stakeholders

##### ***Obstacles***

Most of the obstacles are located in the organizational-functional dimension and not in the other two dimensions. However, some obstacles are also detected in the political-strategic dimension with regard to the project's goal, CSEC and the topic of time, already covered here, however as one participant expressed "there's no doubt that there is political will in all of our entities." Obstacles in the human-material dimension were mentioned earlier in this document.

To the obstacles of an endogenous or internal nature, we can add the obstacles external to the project itself, or in other words, those emitted by the context where the project is implemented. These obstacles are of a structural nature, and include poverty, violence, corruption, inequality, etcetera.

**- *Obstacles in the political-strategic dimension***

There is a lack of adequate legislation to regulate CSEC, and furthermore, the legislative body has its own calendar that does not necessarily coincide with the project's calendar and its actions. There is a legal structure that hinders the timely, effective treatment of the problem. Efficient police action is lacking. There is a lack of specialists on this issue. Providing services to victims of CSEC demands rhythms and timelines different from those stipulated by the project.

**- *Obstacles in the organizational-functional dimension***

*Technical Committee*

The Technical Committee functioned at the beginning of the project, but is currently not functioning. Some of these obstacles are the results of a lack of genuine coordination of efforts, stagnation from institutional rivalries, efforts to be "at center stage," misunderstandings, and the lack of efficient communication between members; there is not a tradition of inter-institutional dialogue and coordination, as reflected in the competition observed between institutions; there are different work methods and styles; there are difficulties in complying with agreements or compliance is late, after the time agreed upon.

*Technical Committee and CNI*

It was detected in the interviews and in the session in which preliminary results were presented that there is confusion with regard to the nature, objectives and functions of the Technical Committee and CNI, and the link between them. Various comments on obstacles that we received through the survey manifest this confusion.

*STPS and DIF (and to a lesser degree, PGR)*

STPS has difficulty in actively assuming its leadership in the project, primarily due to inadequate human resources assigned to the project and the many agendas and tasks it is responsible for. In addition, there is the difficulty on the part of DIF to accept that even though it is a leader on this issue, as recognized by all those involved, it does not have the leadership in this project, due to the specific, unique nature of this project. Specifically, the project originated in national and international forums in which the labor aspect is the focus, and this is an unchangeable factor that defines the project's functioning, distribution of resources and decision-making.

*National and International Entities*

There is a need to adapt the reality of a program in Mexico to the organizational, administrative and financial requirements of the ILO and the donor; several of the individuals involved in the project have no prior experience in working with international groups.

### *Local level*

There are differences among state and municipal authorities; there are many activities defined in each state to be carried out in the time planned; the scope of actions in the municipalities is limited.

### *The project and its functioning*

The matter of making decisions, both strategic and operational, is perceived by some of those interviewed as too centralized and lacking transparency; the sharing and dissemination of information is weak, with many individuals involved knowing something about part of the information, but not in its totality; obstacles and problems are not included in the reports; institutional limitations prevent the entities from taking timely actions as required by the project, and the ways of functioning established in public administration are often regulated by excessive norms that prevent the project from doing what it is designed to do.

#### **- *Human-material dimension***

The inadequate relationship between the project's challenges and the human resources to meet those challenges is an obstacle. The individuals involved have their agendas completely full and have excessive work responsibilities, and as well, to a certain extent, the internal dynamics of government entities use up their energy.

#### **- *Lessons learned***

There are many lessons that the project is contributing to the entities and individuals involved.

#### *Lessons regarding CSEC*

Research and the production of knowledge have central importance in making progress in the fight against CSEC, therefore it is necessary to establish strategies and channel resources in this direction. In order to enter into contact with CSEC victims, it is necessary to address these cases from a perspective of the imparting of justice; it is important to work at the international, national, state and municipal levels. It is vital to remember that the central, essential focus in fighting CSEC is to take actions that will benefit the children and adolescents affected, without regard to who carries out these actions, and to never lose sight of this focus. Also vital is the creation of strategic and operational alliances with other sectors in the society that are fundamental in the fight against CSEC.

#### *Lessons from the project and its nature*

The feedback offered by the project enriches personal, institutional and collective knowledge; the joint work between the government and international entities contributes to improving living conditions in the country; the project reinforces the CNI, offering a broader base of knowledge; there is an opportunity to learn about and apply the guidelines from international entities; lessons were learned with regard to the need —before beginning a project— to conduct a study on institutional capacities and the realistic identification of partners or allies, to then better define the actions to be taken, in accordance with reality; all projects need to be designed in the first stage, in order to establish the strategic and operational foundations for their implementation; elements were gained for replicating the project in other states; the technical assistance from the ILO contributed to the globalization of information; the

appropriate hiring of consultants was important, including an ongoing verification of the work they carried out, in order to obtain the expected results and products.

*- Organizational-functional lessons*

It is important to establish criteria and mechanisms for measuring compliance with commitments acquired by the entities involved; it is important to have the ongoing commitment of all those involved in the PTC, as well as in each of the cities where the project is functioning and is strengthened; the coordination of all those involved is vital, in order to increase the potential of resources and actions in favor of children and adolescents; team work is indispensable and changes in attitude are necessary; the role and responsibilities of each of those involved should be established in writing, and then placed into practice; constant efforts are required in order for all those involved to have clarity about the decisions and agreements reached, and to feel that they are informed regarding the matters they are involved with.

## **V. CONCLUSIONS**

### ***Relevance***

- The project is valid, relevant, innovative, and makes a significant difference since it is the only one of its kind in the country, and because it is implemented with the differentiated participation from various stakeholders at the national and state levels, and with specific actions at the municipal level, and because it establishes international links. It strengthens and expands what is being done in the country in relation to CSEC.

### ***Components, objectives and results***

- The three components selected are necessary, complementary and interdependent—progress is not made in one without the others. The fourth component, strengthening government entities and the CNI, is strategic for guaranteeing continuity after the project has concluded.
- The four specific objectives contribute to diminishing CSEC, focusing on matters of strategic importance: production and dissemination of knowledge and information; impact in legal-penal area; identification of networks of those exploiting children; and the creation of a comprehensive model for providing services.

Nevertheless, specific objectives 1 and 2 are not formulated in a precise, realistic way. And it is worth re-thinking objective 4 in relation to goals and the means to achieve them. Is the goal to provide services to 300 victims or to create a model for providing comprehensive services to CSEC victims? In general, the project monitoring plan needs to be reworked in consultation with main national and local stakeholders.

- The results and products obtained to date are assessed positively due to their level of professionalism and their contribution to advancing toward the general goal. The necessary step for the products to reach diverse sectors, beyond the entities involved in the project, is to disseminate them widely.

### ***Field of intervention***

- The focus of this work, CSEC, involves working at a social problem of huge dimensions, with many facets and causes—an extreme situation with deep cultural roots. It is therefore necessary to create alliances with other government and nongovernmental entities to promote joint initiatives that will contribute to attacking the root of this problem and to generating cultural changes in the long term.
- The three cities meet the criteria for selection. Although local actions have not been initiated in Tijuana or Guadalajara, the foundations and conditions for initiating them have been established. Efforts to put an end to CSEC are underway in the three cities, and the project resources will serve to enhance them.
- The national context has an influence on the project. In addition, there are particular conditions in each of the cities and states where the project is being implemented, and consequently the project must be adapted to specific local realities.
- The “trigger” at the workshop in Acapulco leads to some reflection on the discontentment and tension that has increased in the country during recent years, due to “centralism” and the attempt to organize the states from Mexico City.

### ***Stakeholders, leadership, partners***

- The project is managed and led through the involvement of the three “peer” entities—STPS, ILO and USDOL—which are all focused on labor issues. This uniqueness defines the nature of the project and its policies and ways of operating.
- None of the stakeholders is the exclusive owner of the project, or of the issue, and no one has a monopoly on the truth. The leader of the project is STPS, due to its natural interlocution with ILO and UNDOLE; DIF is the leader on children’s issues; and the PGR is responsible for prosecuting crimes. Thus, the intervention by each of these three entities is complementary.

The achievements and results obtained are the product of the commitment and contribution of all of those involved. They are collective property and in the benefit of children and adolescents.

- The project proposes a broad-based alliance with partners (other government and nongovernmental entities), something that is fundamental for achieving objectives. To date, this alliance has not been established.
- The ILO’s leadership was necessary in the first stage, however in the next stage, it needs to be diminished in order for the STPS to more actively assume its leadership role

### ***Beneficiaries***

- One of the strategic results from the component for providing services—in addition to attending to 300 victims—is to obtain a model of specific, comprehensive services for CSEC victims. It will be achieved if there is an

ongoing process of systematization of experiences at the three service-providing centers.

### ***Timing***

- The need to extend the timeline for the project —due to its characteristics, complexity and the lack of prior experience— has been sufficiently established. If the timeline is not extended, there will be a risk of not using resources efficiently.

### ***Project dimensions***

- The political-strategic dimension is solid and coherent. The project has a defined path, and there is political and conceptual vision.
- The primary tensions are located in the organizational-functional dimension, and even more specifically, in the organizational structure. These tensions revolve around power, decision-making, division of labor, communication and information.

The organizational chart that appears in the proposal/document (included in this report) is not a clear, graphic expression of the project's levels, division of labor, and decision-making process.

- There is confusion with regard to the relationship between the project and the Project Technical Committee (PTC), on the one hand, and the CNI, on the other.
- The PTC is not functioning.
- There are three tensions in the human-material dimension: human resources are not sufficient, and those that do exist are not dedicated exclusively to the project, there is a delay in the use of the budget and the distribution and use of economic resources; there is a difficulty on the part of the states to comply with the administrative requirements established.
- There is a demand to make the use and distribution of resources more transparent, and thus promote a better atmosphere that will contribute to overcoming the lack of trust created due to a lack of communication and information.

### ***Stages: design, development and implementation***

- In each of the states-cities, it is necessary to verify the exact situation of CSEC in order for the project to identify the changes it achieves.
- Evidence was not found to verify that the project is incorporating a gender perspective.
- There are difficulties in the project's development and implementation due to the unresolved tension between the STPS and DIF.

## VI. RECOMMENDATIONS

### *Components*

- Prevention. Resources should not be allocated for the third stage of the campaign at the national level. It is preferable, in order to achieve greater impact and visibility of the CSEC problem, to use these resources at the state and municipal levels.
- Protection. To contribute to the designing of a strategy for the necessary, urgent work of lobbying with legislators; to increase awareness so the issue will no longer be used as a “banner” by any of the political parties, and that it will rather be assumed as a social cause that must be fought against from the legislative sphere.

To promote the systematic training of judges and police officers, since without decided actions on their part, little will be gained from criminal punishment of those guilty of exploitation.

- Assistance. To obtain, as one of the results, a specific model for providing services to CSEC victims. To carry out a systematization process, understood as an ongoing, accumulative process of producing knowledge on the basis of the experience of providing services to CSEC victims in the three selected cities.

### *Objectives*

- To assess the pertinence of the way objectives 1 and 2 are formulated, and if so determined, to reformulate them. Guiding questions: are objectives oriented toward precise, realistic, obtainable results? Are they clear and easy to understand? Are they susceptible to being modified on the basis of changes or events, if necessary? Are they important and acceptable for all the entities involved? Are the time periods established for their achievement?
- In the case of objective 4, to measure the pertinence of redefining the objective as “creating a model of comprehensive services for CSEC victims,” based on the services that the three centers will provide to 300 victims.
- The reformulation of objectives should lead to a rethinking of the indicators and of the project monitoring plan.

### *Field of intervention*

#### *Stakeholders, leadership, partners*

- In the next stage, to place special emphasis, resources and time into creating and strengthening solid, strategic alliances between the entities involved and including other government and nongovernmental entities.

To first strengthen alliances with: the Ministry of Public Education (SEP), Public Security, the Ministry of Public Health (SSA), the Ministry of Tourism, and the National and State Human Rights Commission.

For the designing of alliances with nongovernmental entities, to consult individuals who know the sector well, but who are not necessarily involved in entities that work directly on children’s issues; criteria for achieving plural, diverse participation.

It is also timely and necessary to create inter-sector alliances between public, private and social sectors, and based on the concept of co-investment in which everyone participates through their “assets.”

- To delegate and make one person on the STPS team responsible for the project, so he/she will prioritize this task on his/her agenda, in order for the STPS' leadership role to be assumed more actively.

#### *Timing*

- To expand the time period for implementing and concluding the project, designing a realistic operational plan, based on the experience already accumulated and taking into account the possibilities, capacities and limitations of the entities and individuals responsible for carrying out the plan.

### ***Project dimensions***

#### *Organizational-functional dimension*

- To re-create and modify the project's organizational structure for the purpose of having greater clarity with regard to: (1) levels and what corresponds to each level, functions/responsibilities (leadership, implementation, operations); (2) strategic and operational decision-making (who makes decisions and how they are made); (3) division of labor (who is responsible for what), as well as interrelations and communication between the different levels.

To re-design the project's organizational chart and to develop an operations manual for the project's functioning.

- To invite the entities involved in the project and the CNI to disseminate the results and recommendations that are useful for clarifying the nature, objectives and differentiated functions of each of the two entities. To study the pertinence of also sharing the results from the evaluation of the CNI that was conducted by UNICEF.

It will be useful to remember that this project is a specific, short-term project that is headed by the STPS. It functions independently from the CNI, but one of its objectives is to strengthen the CNI. In contrast, the CNI is an ongoing, long-term entity that was created before the project was initiated. Government and nongovernmental entities participate in the CNI, which is presided over by DIF.

- To re-activate the Project Technical Committee, as a time-space for communication, information and operational organization. To initiate the new stage by re-defining the nature, objectives, role and functioning of the committee, and the functions/responsibilities of its members.
- To create a mechanism for the project administrator to train those responsible at the state level for administering the project; and if possible, to invest the resources necessary for her to conduct a visit to the three states.
- To create a system for disseminating information in a timely, systematic way to all the entities and individuals involved in the project. To establish new, clear and ongoing channels of communication, so that all those involved will feel included.

To establish a mechanism for reporting the distribution and use of resources in a transparent, systematic way, and that this information be given not only to the donor, but to all those involved.

***Stages: design, development and implementation***

- To establish the baseline for each state, for the purpose of complementing the already-existing general diagnostic assessment with regard to CSEC. This process consists of establishing a precise starting point from which the project begins, and that will serve as the point of reference for identifying changes generated by the project; in other words, to establish situation “A” (starting point) for measuring changes achieved at the end of the project, or situation “B.”

To contribute to this process: to develop a description of the specific status of the situation in each one of the three states, with the identification and analysis of:

- . A description of CSEC, and the primary causes and factors that generate this phenomenon
- . A characterization of the target population and the way in which it is affected by CSEC: definition, composition, socioeconomic situation, and behavior of the population in relation to CSEC
- . A characterization of the territory: geographic description, opportunities and threats, identification of other stakeholders and their forms of intervention
- . Identification of factors that facilitate and those that create obstacles

The baseline is the synthesis of this information. When developing the status of the given situations, it is vital to address the underlying causes of CSEC and not only address the symptoms. It is also important to not only focus on the logic of deficiencies, but rather take into consideration the existing assets (capacities and potential).

- To organize a workshop for studying the topic of gender, with the goal of participants designing a plan for incorporating this perspective into the project.

The major challenges to achieve by the time the project is concluded, in order to guarantee continuity, are the following:

- To have developed and strengthened the capacities of national government entities.
- To have initiated and strengthened a solid, sustainable alliance among the entities involved in the project, and between those entities and others not directly involved.
- To have disseminated information regarding CSEC to diverse sectors of society.
- To have achieved the dissemination and widespread use of the products resulting from the project.
- To have a model for comprehensive services to CSEC victims.
- To have exerted the necessary influence for the establishment of a State public policy based on an appropriate, modernized legal framework.

## ANNEX 1

### LISTADO MATERIAL DOCUMENTAL EVALUACIÓN INTERMEDIA

Acuerdo entre la Organización Internacional del Trabajo y el Sistema Estatal para el desarrollo Integral de la Familia,

Anexo I.- Zona Metropolitana de Guadalajara, Jalisco

Anexo I.- Tijuana, Baja California

Anexo I.- Acapulco, Guerrero.

Especial, Explotación Sexual Comercial Infantil (trabajo final), Centro de Investigaciones Sociales Interdisciplinarias, A.C., Septiembre 2003, Tratamiento periodístico de temas relacionados con la ESCI

Estudio sobre el tratamiento periodístico de los temas relacionados con ESCI en los medios de comunicación de México. Marzo a junio 2003 Borrador del documento a entregar a medios de comunicación

Foro de diálogo en materia de ESCI, propuesta enero 2004

Informe del primer encuentro con el sector privado sobre ESCI, Hoteleros, Cd. de México, 16 de octubre 2003

Informes a la International Labour Office-IPEC: Marzo 2003, Junio 2003, septiembre 2003, diciembre 2003, marzo 2004.

Manual de capacitación para profesionales de la industria turística sobre la prevención y protección de niñas, niños y adolescentes víctimas de ESCI, Vol. 1, Manual del facilitador, versión preliminar marzo 2004

Paquete básico de información ESCI, OIT/IPEC, PGR, DIF; STPS; 2003

Protocolo operativo para la detección, protección y atención a niños, niñas y adolescentes víctimas de explotación sexual comercial. OIT/IPEC, 2004

Proyecto Jurídico:

- Estrategia de posicionamiento de proyecto de ley ante el Senado de la República. ESCI, diciembre 2002
- Mesa redonda en torno al tema ESCI, Senado de la República. Comisiones unidas de desarrollo social y de derechos humanos, junio 2003
- Iniciativa, con proyecto de decreto, que reforma, adiciona y deroga diversas disposiciones del código penal federal de la ley federal contra la delincuencia organizada y de la ley para la protección de los derechos de niños, niñas y adolescentes. Senado de la República, marzo 2004

- Estudio Jurídico-penal relativo a la Explotación Sexual Comercial Infantil (Bases para su unificación legislativa en México). STPS, OIT/IPEC, INACIPE, 2004

Proyecto de la campaña de sensibilización sobre ESCI.

Proyecto de Sensibilización y formación integral para la prevención y eliminación de la explotación sexual comercial infantil en el sector turístico, STPS, OIT/IPEC, Infancia

Software identificación de redes, T&H Digital Center. Documento gráfico de la presentación del software.

Material electrónico:

CD con memorias Puerto Vallarta, IPEC/OIT, marzo 2004

## ANNEX 2

### Documento Metodológico Abril 16, 2004

#### **INTRODUCCION**

De la lectura y análisis del material documental entregado por Igone Guerra el 2 de abril del 2004, se desprende la siguiente síntesis de la información clave del proyecto y de la evaluación:

- **Tema**
  - Explotación Sexual Comercial Infantil-ESCI
    - pornografía
    - prostitución
    - tráfico infantil con fines sexuales
    - turismo sexual
  
- **Componentes del proyecto**
  - prevención
  - protección
  - atención
  
- **Territorio**
  - Ciudad de México
  - Acapulco, Guerrero
  - Tijuana, Baja California
  - Guadalajara, Jalisco
  
- **Instituciones involucradas-Actores**
  - OIT-Programa IPEC
  - Secretaría de Trabajo y Prevención Social-STPS (federal y delegación estatal)
  - Sistema Nacional para el Desarrollo Integral de la Familia-DIF (federal y estatal)
  - Procuraduría General de la Republica-PGR (federal y delegación estatal)
  
- **Otros involucrados-Socios**
  - Secretaria de Turismo
  - Secretaria de Educación-SEP
  - Secretaria de Salud y Asistencia-SSA
  - Medios masivos de Comunicación (TV, prensa, radio)
  - Organizaciones de la Sociedad Civil-OSC
  
- **Estructura Organizativa**
  - Coordinación Interinstitucional Nacional (35 organizaciones gubernamentales y no gubernamentales)

- Comité Técnico (STPS, DIF, PGR y OIT/IPEC)
- Delegaciones en las tres entidades federativas seleccionadas

➤ **Evaluación**

- Periodo: octubre 2002 a marzo 2004
- Puntos claves a evaluar: diseño (validez y relevancia); desarrollo; ejecución (efectividad, eficiencia, efectos inesperados y sustentabilidad); en cada uno de estos puntos se proporciona una serie de aspectos y preguntas para profundizar
- Alcance y propósito: analizar e identificar progreso, obstáculos, lecciones aprendidas y acciones correctivas; proporcionar información sobre el proceso y logros; documentar el progreso y el conocimiento
- Se espera obtener: hallazgos relevantes, ajustes de estrategia y operación, acciones futuras, conclusiones y recomendaciones factibles

## 1. **FUENTES PARA RECOPIACION DE INFORMACION**

### A) Material documental del proyecto

### B) Organizaciones/personas implicadas directa e indirectamente el en proyecto y/o en el tema

#### *Ciudad de México*

- Coordinadora Interinstitucional Nacional para prevenir, atender y erradicar la ESCI
- Comité Técnico: STPS, DIF, PGR y OIT-IPEC
- Socios del proyecto (hasta marzo 2004): Poder Legislativo, comisiones sobre infancia y género del Senado, Comisión Nacional de Derechos Humanos, Sistema de Naciones Unidas (UNICEF), OSC como CISI, Fundación Infancia de México, INACIPE, Red por los derechos de la infancia )
- Oficina de Area en México: director, directora del programa, asesora técnica y asesora técnica administrativa

#### *Tijuana, Baja California*

- DIF, STyPS y PGR (delegación estatal)
- Centro de atención
- Comunidades, familias, niños y niñas

#### *Acapulco, Guerrero*

- DIF, STyPS y PGR (delegación estatal)
- Centro de atención
- Actividades programadas para el 6 de mayo (sector privado, rueda de prensa, medios, evento de capacitación en hoteles y Federación de asociaciones de empresas turísticas
- Comunidades, familias, niños y niñas

Guadalajara, Jalisco

- DIF, STyPS y PGR (delegación estatal)

## **2. CRITERIOS PARA OBTENER INFORMACION**

- Se pedirá opinión de todas las partes directamente involucradas en el proyecto
- Se pedirá opinión, en la medida en que el tiempo y los recursos lo permitan, de organizaciones y personas indirectamente vinculadas o interesadas en el proyecto
- El contenido de la información a obtener y el método y técnica a utilizar dependerá básicamente del lugar que la parte involucrada y/o interesada ocupe en el proyecto
- Se realizarán visitas de campo (Acapulco y Tijuana), taller (en Ciudad de México con los directamente involucrados) y medios de comunicación electrónicos, teléfono e internet (oficina en Ginebra y Costa Rica; Guadalajara)
- Se utilizarán como técnicas, entrevistas individuales y grupales, encuesta y grupo focal

## **3. TEMAS Y CONTENIDO**

### ➤ **Propósito**

- intencionalidad o fin último de largo plazo
- contribución a la sociedad
- diversidad cultural, social, étnica y de género

### ➤ **Objetivos**

- respuesta del proyecto a las necesidades donde se desarrolla
- relación entre demanda y oferta (necesidad-respuesta)
- contribución del proyecto para:
  - eliminar o reducir la ESCI
  - prevenir la ESCI
  - adecuar el marco jurídico y normativo
  - detectar redes de explotadores
  - dar atención a las víctimas de la explotación
  - disminuir el trabajo infantil
  - relación entre objetivos y estrategias y actividades

### ➤ **Campo de intervención**

- tema ¿en qué?
  - fundamentos conceptuales
  - referentes conceptuales
  - relevancia y pertinencia del tema del proyecto con respecto al contexto en donde se interviene
  - relevancia y pertinencia del enfoque
- territorio ¿dónde?
  - pertinencia de intervenir en las ciudades seleccionadas

- condiciones que ofrecen las ciudades seleccionadas
- actores ¿con quién?
  - conocimiento de las organizaciones implicadas en el tema
  - posicionamiento e involucramiento de las organizaciones en el tema
  - compromiso y capacidades (organizativas, técnicas y financieras/administrativas)
- tiempo ¿cuándo y cuánto?
  - duración del proyecto
  - pertinencia de la duración del proyecto
- **Estrategias**
  - identificación de los caminos elegidos para el cumplimiento de objetivos
  - pertinencia de las estrategias que el proyecto plantea
- **Beneficiarios**
  - número de beneficiarios directos e indirectos
  - conocimiento del proyecto
  - relación con el proyecto
  - relación con las organizaciones implicadas
- **Estructura organizativa**
  - niveles organizativos del proyecto
  - división de trabajo entre las organizaciones implicadas directamente
  - funcionamiento del proyecto
  - políticas o criterios para el funcionamiento
  - desarrollo del plan de acción
- **Relación y comunicación**
  - entre las organizaciones implicadas (STPS, DIF, PGR, OIT/Ipec)
  - entre OIT/Ipec y STPS, DIF, PGR
  - entre OIT México y Oficina en Ginebra y Costa Rica
  - con otros programas de IPEC
  - niveles de participación e involucración
  - políticas, mecanismos y procedimientos de comunicación
  - fortalecimiento de la red entre las organizaciones implicadas
  - alianzas con otros actores (académicos, periodistas, organizaciones de la sociedad civil)
- **Recursos**
  - recursos humanos delegados
  - recursos económicos
  - relación entre recursos y resultados del proyecto
  - otros activos del proyecto
- **Capacitación**
  - contribución del proyecto a la capacitación de
    - organizaciones/personas implicadas directamente

- periodistas
- legisladores
- otros
- adquisición o reforzamiento de conocimientos, capacidades y herramientas

#### **4. GUIÓN PARA ENTREVISTAS**

Con base en los temas/contenido antes señalados se diseña el guión a base de preguntas, las que orientarán las entrevistas individuales y grupales, la encuesta y el grupo focal. Cabe señalar que no todas las preguntas se aplicarán en todas las entrevistas, como lo señalamos anteriormente eso dependerá del lugar que ocupa en el proyecto los y las entrevistadas y que muchas de las preguntas ya han sido contestadas con la lectura y análisis documental que hemos realizado las semanas pasadas.

- ¿Cuál es la contribución que el proyecto hace a la sociedad?
- ¿El proyecto considera la diversidad cultural, social, étnica y de género?
- ¿El proyecto responde a una demanda de las ciudades donde se desarrolla?
- ¿El proyecto contribuye a eliminar o reducir la ESCI? ¿de qué manera?
- ¿El proyecto contribuye a prevenir la ESCI? ¿de qué manera?
- ¿El proyecto contribuye a la adecuación del marco jurídico y normativo? ¿de qué manera?
- ¿El proyecto contribuye a detectar redes de explotadores? ¿de qué manera?
- ¿El proyecto contribuye a atender a las víctimas de ESCI? ¿de qué manera?
- ¿El proyecto contribuye a eliminar el trabajo infantil?
- ¿Los objetivos están orientados hacia resultados precisos, realistas y alcanzables? ¿son claros y susceptibles de ser valorados, medidos y controlados?
- ¿Cómo valora la relación entre objetivos, estrategias y actividades? ¿son las más adecuadas para el logro de los objetivos?
- ¿Cuáles son los fundamentos y referentes conceptuales que orientan la ejecución del proyecto?
- ¿Considera que el tema del proyecto es relevante y pertinente? ¿por qué?
- ¿Cuál es su opinión con respecto al enfoque que se le viene dando al proyecto?
- ¿Es pertinente que el proyecto se aplique en Acapulco? ¿en Tijuana? y en ¿Guadalajara? ¿por qué?
- ¿Estas tres ciudades ofrecen las condiciones necesarias para el proyecto?
- ¿Opinión sobre el nivel de conocimiento de la ESCI de las organizaciones implicadas y de las personas delegadas como responsables directas?
- ¿El tema de ESCI está posicionado en la organización? ¿qué tan involucrada ésta?
- ¿Opinión sobre el compromiso y las capacidades de las organizaciones implicada?

- ¿Se lograrán los objetivos en el tiempo que se ha planificado para el proyecto?
- ¿Será posible alcanzar el número de beneficiarios que el proyecto a planificado?
- ¿Qué relación tienen los beneficiarios con el proyecto y con las organizaciones implicadas? ¿lo conocen?
- ¿Cuáles son los distintos niveles organizativos del proyecto?
- ¿Hay una clara división de trabajo?
- ¿Cómo funciona el proyecto? ¿cuenta con políticas o criterios de funcionamiento?
- ¿Opinión sobre la ejecución del plan de acción?
- ¿Opinión sobre la relación y la comunicación entre STPS, DIF, PGR y OIT/Ipec?
- ¿Opinión sobre la relación y la comunicación de la OIT/Ipec con STPS, DIF y PGR?
- ¿Opinión de la relación y comunicación de la oficina OIT México con oficina en Ginebra y en Costa Rica?
- ¿Opinión de la relación de IPEC con otros de sus programas?
- ¿Opinión sobre los niveles de participación e involucramiento?
- ¿Hay establecidas políticas, mecanismos y procedimientos para la comunicación?
- ¿El proyecto contribuye a la construcción y fortalecimiento de la red conformada por las organizaciones implicadas? ¿de qué manera?
- ¿El proyecto contribuye a formar alianzas con otros actores (académicos, periodistas, organizaciones de la sociedad civil y otros? ¿de qué manera?
- ¿Son suficientes y adecuados los recursos humanos (número, perfil, nivel, conocimiento y compromiso en el tema, lugar que ocupa dentro de su agenda, etc.) destinados para el logro de los objetivos y el desarrollo de las actividades del proyecto?
- ¿Son suficientes los recursos económicos destinados (cuantos, distribución, aportación de las organizaciones implicadas, etc.) para el logro de los objetivos y el desarrollo de las actividades de proyecto?
- ¿Opinión sobre la relación entre recursos aplicados y resultados?
- ¿El proyecto contribuye a la capacitación de las organizaciones y personas implicadas, de periodistas, de legisladores? ¿de qué manera?
- ¿El proyecto contribuye para la adquisición o reforzamiento de conocimientos, habilidades y ofrece herramientas adecuadas?
- ¿Opinión sobre el seguimiento y continuidad del proyecto?
- ¿Qué se está haciendo para lograr la sustentabilidad?
- Opinión sobre:
  - Progreso y resultados obtenidos a marzo 2004

- Logros
  - Hallazgos
  - Obstáculos encontrados
  - Lecciones aprendidas
  - Principales fortalezas y debilidades
  - Efectos no esperados
- Opinión sobre:
    - Ajustes en la estrategia y operatividad del proyecto
    - Acciones para el futuro
    - Una o dos grandes conclusiones en lo que va del proyecto
    - Una o dos grandes recomendaciones de orden estratégico y de orden operativo

## **5. REQUERIMIENTOS**

Envío de carta de presentación de la evaluación a todas las organizaciones implicadas, presentando objetivo y a la coordinadora de la misma. Así mismo pedir que faciliten lo necesario (tiempo, información, infraestructura, etc.) para que la evaluación llegue a buen fin.

Directorio actualizado de organizaciones (persona/contacto, cargo, dirección, teléfonos y correo electrónico) directa e indirectamente implicadas en el proyecto.

## **6. CALENDARIO**

Entrevistas en México, D. F.	por confirmar
Entrevistas en Tijuana, B.C.	28 y 29 abril 2004
Entrevistas en Acapulco, Gro.	6 y 7 mayo
Entrevistas (telefónica y correo electrónico) Guadalajara, Jal.	por confirmar

## ANNEX 3

### GUIÓN GENERAL PARA ENTREVISTAS Evaluación Abril 2004

#### ➤ Propósito y Objetivos

1. ¿Cuál es la contribución que el proyecto hace a la sociedad?
2. ¿El proyecto considera la diversidad cultural, social, étnica y de género?
3. ¿El proyecto responde a una demanda de las ciudades donde se desarrolla?
4. ¿El proyecto contribuye a eliminar o reducir la ESCI? ¿de qué manera?
5. ¿El proyecto contribuye a prevenir la ESCI? ¿de qué manera?
6. ¿El proyecto contribuye a la adecuación del marco jurídico y normativo? ¿de qué manera?
7. ¿El proyecto contribuye a detectar redes de explotadores? ¿de qué manera?
8. ¿El proyecto contribuye a atender a las víctimas de ESCI? ¿de qué manera?
9. ¿El proyecto contribuye a eliminar el trabajo infantil?
10. ¿Los objetivos están orientados hacia resultados precisos, realistas y alcanzables? ¿son claros y susceptibles de ser valorados, medidos y controlados?
11. ¿Se lograrán los objetivos en el tiempo que se ha planificado para el proyecto?
12. ¿Cómo valora la relación entre objetivos, estrategias y actividades? ¿son las más adecuadas para el logro de los objetivos?

#### ➤ Campo de intervención: tema, territorio, actores

13. ¿Cuáles son los fundamentos y referentes conceptuales que orientan la ejecución del proyecto?
14. ¿Considera que el tema del proyecto es relevante y pertinente? ¿por qué?
15. ¿Cuál es su opinión con respecto al enfoque que se le viene dando al proyecto?
16. ¿Es pertinente que el proyecto se aplique en Acapulco? ¿en Tijuana? y en ¿Guadalajara? ¿por qué?
17. ¿Estas tres ciudades ofrecen las condiciones necesarias para el proyecto?
18. ¿Opinión sobre el nivel de conocimiento de la ESCI de las organizaciones implicadas y de las personas delegadas como responsables directas?
19. ¿El tema de ESCI está posicionado en la organización? ¿qué tan involucrada ésta?
20. ¿Opinión sobre el compromiso y las capacidades de las organizaciones implicada?
21. ¿Será posible alcanzar el número de beneficiarios que el proyecto a planificado?

22. ¿Qué relación tienen los beneficiarios con el proyecto y con las organizaciones implicadas? ¿lo conocen?

➤ **Estructura organizativa**



23. ¿Cuáles son los distintos niveles organizativos del proyecto?

24. ¿Hay una clara división de trabajo?

25. ¿Cómo funciona el proyecto? ¿cuenta con políticas o criterios de funcionamiento?

26. ¿Opinión sobre la ejecución del plan de acción?

➤ **Relación y comunicación**

27. ¿Opinión sobre la relación y la comunicación entre STPS, DIF, PGR y OIT/Ipec?

28. ¿Opinión sobre la relación y la comunicación de la OIT/Ipec con STPS, DIF y PGR?

29. ¿Opinión de la relación y comunicación de la oficina OIT México con oficina en Ginebra y en Costa Rica?

30. ¿Opinión de la relación de IPEC con otros de sus programas?

31. ¿Opinión sobre los niveles de participación e involucramiento?

32. ¿Hay establecidas políticas, mecanismos y procedimientos para la comunicación?

33. ¿El proyecto contribuye a la construcción y fortalecimiento de la red conformada por las organizaciones implicadas? ¿de qué manera?

34. ¿El proyecto contribuye a formar alianzas con otros actores (académicos, periodistas, organizaciones de la sociedad civil y otros)? ¿de qué manera?

➤ **Recursos**

35. ¿Son suficientes y adecuados los recursos humanos (número, perfil, nivel, conocimiento y compromiso en el tema, lugar que ocupa dentro de su agenda, etc.) destinados para el logro de los objetivos y el desarrollo de las actividades del proyecto?

36. ¿Son suficientes los recursos económicos destinados (cuantos, distribución, aportación de las organizaciones implicadas, etc.) para el logro de los objetivos y el desarrollo de las actividades de proyecto?

37. ¿Opinión sobre la relación entre recursos aplicados y resultados?

➤ **Capacitación**

38. ¿El proyecto contribuye a la capacitación de las organizaciones y personas implicadas, de periodistas, de legisladores? ¿de qué manera?

39. ¿El proyecto contribuye para la adquisición o reforzamiento de conocimientos, habilidades y ofrece herramientas adecuadas?

➤ **Seguimiento y sustentabilidad**

40. ¿Opinión sobre el seguimiento y continuidad del proyecto?

41. ¿Qué se está haciendo para lograr la sustentabilidad?

- Opinión sobre:
  - Progreso y resultados obtenidos a marzo 2004
  - Logros
  - Hallazgos
  - Obstáculos encontrados
  - Lecciones aprendidas
  - Principales fortalezas y debilidades
  - Efectos no esperados
  
- Opinión sobre:
  - Ajustes en la estrategia y operatividad del proyecto
  - Acciones para el futuro
  - Una o dos grandes conclusiones en lo que va del proyecto
  - Una o dos grandes recomendaciones de orden estratégico y de orden operativo

## GUION DE PREGUNTAS. DIRECTAMENTE INVOLUCRADOS TIJUANA

### DIF- STPS-PGR-CENTROS

1. ¿El proyecto es **relevante y pertinente**? ¿por qué?
2. ¿Responde a una **demanda** de Tijuana?
3. ¿Es **pertinente** que el proyecto se **aplique** en Tijuana? ¿por qué?
4. ¿Tijuana ofrece las **condiciones** necesarias para el proyecto?
5. ¿Contribuye a **eliminar o reducir** la ESCI? ¿de qué manera?
6. ¿Contribuye a **prevenir** la ESCI? ¿de qué manera?
7. ¿Contribuye a la adecuación del **marco jurídico y normativo**? ¿de qué manera?
8. ¿Contribuye a detectar **redes de explotadores**? ¿de qué manera?
9. ¿Contribuye a **atender a las víctimas** de ESCI? ¿de qué manera?
10. ¿Contribuye a **eliminar el trabajo infantil**?
11. **Actividades** realizadas y resultados
12. ¿Será posible alcanzar el número de **beneficiarios** que el proyecto a planificado?
13. ¿**Relación beneficiarios** con el proyecto y con las organizaciones implicadas? ¿lo conocen?
14. ¿Opinión sobre el **seguimiento y continuidad**?
15. ¿Qué se está haciendo para lograr la **sustentabilidad**?

## GUIÓN DE PREGUNTAS. DIRECTAMENTE INVOLUCRADOS ACAPULCO

### DIF-STPS-PGR-CENTROS

1. ¿El proyecto es **relevante y pertinente**? ¿por qué?
2. ¿Responde a una **demanda** de Acapulco?
3. ¿Es **pertinente** que el proyecto se **aplique** en Acapulco? ¿por qué?
4. ¿Acapulco ofrece las **condiciones** necesarias para el proyecto?
5. ¿Contribuye a **eliminar o reducir** la ESCI? ¿de qué manera?
6. ¿Contribuye a **prevenir** la ESCI? ¿de qué manera?
7. ¿Contribuye a la adecuación del **marco jurídico y normativo**? ¿de qué manera?
8. ¿Contribuye a detectar **redes de explotadores**? ¿de qué manera?
9. ¿Contribuye a **atender a las víctimas** de ESCI? ¿de qué manera?
10. ¿Contribuye a **eliminar el trabajo infantil**?
11. **Actividades** realizadas y resultados
12. ¿Será posible alcanzar el número de **beneficiarios** que el proyecto a planificado?
13. ¿**Relación beneficiarios** con el proyecto y con las organizaciones implicadas? ¿lo conocen?
14. ¿Opinión sobre el **seguimiento y continuidad**?
15. ¿Qué se está haciendo para lograr la **sustentabilidad**?

## GUIÓN DE PREGUNTAS. DIRECTAMENTE INVOLUCRADOS GUADALAJARA

### DIF-STPS-PGR-CENTROS

1. ¿El proyecto es **relevante y pertinente**? ¿por qué?
2. ¿Responde a una **demanda** de Guadalajara?
3. ¿Es **pertinente** que el proyecto se **aplique** en Guadalajara? ¿por qué?
4. ¿Guadalajara ofrece las **condiciones** necesarias para el proyecto?
5. ¿Contribuye a **eliminar o reducir** la ESCI? ¿de qué manera?
6. ¿Contribuye a **prevenir** la ESCI? ¿de qué manera?
7. ¿Contribuye a la adecuación del **marco jurídico y normativo**? ¿de qué manera?
8. ¿Contribuye a detectar **redes de explotadores**? ¿de qué manera?
9. ¿Contribuye a **atender a las víctimas** de ESCI? ¿de qué manera?
10. ¿Contribuye a **eliminar el trabajo infantil**?
11. **Actividades** realizadas y resultados
12. ¿Será posible alcanzar el número de **beneficiarios** que el proyecto a planificado?
13. ¿**Relación beneficiarios** con el proyecto y con las organizaciones implicadas? ¿lo conocen?
14. ¿Opinión sobre el **seguimiento y continuidad**?
15. ¿Qué se está haciendo para lograr la **sustentabilidad**?

## ANNEX 4

### LISTADO DE ENTREVISTAS REALIZADAS

#### Evaluación de medio término

#### OIT / IPEC

- **Sr. Guillermo Miranda**  
Director de la Oficina para Cuba y México
  
- **Igone Guerra Gurrutxaga**  
Coordinadora Internacional del Programa IPEC
  
- **Yuriria Alvarez Madrid**  
Consultora Nacional del Programa IPEC
  
- **Alejandra Sánchez Yanes**  
Asistente Administrativa del Programa IPEC

#### DIF- Sistema Nacional para el Desarrollo Integral de la Familia

- **Lic. Angélica Elizondo**  
Directora de Protección a la Infancia  
DIF Nacional
  
- **Ing. Francisco Ramírez**  
Subdirector de Atención a la Infancia  
DIF Nacional  
  
Baja California
  
- **Lic. Candelaria Estrada Lucero**  
Protección a la Infancia  
DIF Baja California

- ***Miriam Susarrey Medina***  
Pocuradora para la Defensa del Menor y la Familia, DIF  
Baja California.

- ***Judith Gómez***  
Suporcuradora para la Defensa del Menor y Familia  
DIF Baja California

Tijuana

- ***Lic. T.S. Jorge Bedoya López***  
Coordinador de Protección a Menores  
y Adolescentes  
DIF Tijuana

- ***Xeomana Libertad***  
Responsable ESCI  
DIF Tijuana

- ***Elisa Sara Jiménez***  
Departamento de acciones operativas y coordinación de  
brigadas  
DIF Tijuana

- ***Reina Margarita Astudillo***  
Jefe Departamento Administrativo  
DIF Tijuana

Guerrero

- ***Lic. Miguel Sotelo***  
DIF Estatal Guerrero

- ***Fabiola Rojas***  
Jefe Departamento Jurídico  
DIF Estatal Guerrero

Jalisco

- ***Lic. Blanca Cisneros***  
DIF Estatal Jalisco  
(entrevista telefónica)

STPS Secretaría de trabajo y Previsión Social

- ***Lic. María O. Reyes Córdova***

Directora de Equidad y Género  
Secretaría del Trabajo y Previsión Social

- **Lic. Noemí Jiménez**  
Directora de Equidad y Derecho Laboral para Mujeres,  
Jóvenes y Menores  
Secretaría del Trabajo y Previsión Social

- **Leticia Narvaez**  
Subdirección

Baja California

- **Lic. Manuel A. Díaz Teres**  
Delegación Federal del Trabajo en Baja California

Guerrero

- **Francisco Ojeda**  
Delegación Federal del Trabajo en Guerrero

**PGR** Procuraduría General de la República

- **Lic. Enrique Ramírez**  
Director de Servicios a la Comunidad  
Procuraduría General de la República

Baja California

- **Lic. Ma. Antonieta Saucedá Carrillo**  
Coordinadora  
Agencia Especializada en Delitos Sexuales  
Y Violencia Intrafamiliar (AEDSVI)  
Procuraduría General de Justicia del Estado,  
B.C.

- **Prof. José Orlando Raya Améxtica**  
Representante Estatal  
Sub-procuraduría de Derechos Humanos  
Atención a Víctimas y Servicios a la Comunidad,  
Delegación Baja California

Guerrero

- **Alicia Díaz González**  
Titular de la Agencia Especializada en Delitos Sexuales y  
Violencia Intrafamiliar (AEDSVI)  
Procuraduría General de Justicia Estado, Gro.

## **OTROS**

- **Sen. Micaela Aguilar González**  
Secretaria de la Comisión de Derechos Humanos  
Senado de la República

- **Theresa Kilbane**  
Oficial del Programa de Protección Especial  
UNICEF

- **Dr. Miguel Ontiveros**  
*Instituto Nacional de Ciencias Penales*

- **Lic. Angela Villeda Miranda**  
*Comisión Nacional de Derechos Humanos*

- **Gerardo Sauri**  
Director de la Red por los Derechos de la Infancia

- **Fernando Álvarez**  
Consejo Consultivo Turístico de Guerrero

- **Margarita Griesbach**  
Consultora Externa coautora del Protocolo operativo para la  
detección, protección y atención.



## ANNEX 6

### SINTESIS RESULTADOS ENCUESTA

(mayo 2004)

Los días 29 y 30 de abril, se entregó personalmente o vía fax un cuestionario de cuatro preguntas a 24 personas, tanto de Organizaciones Gubernamentales como las que no lo son, involucradas en el Proyecto de Apoyo para la Prevención y Eliminación de ESCI y la Protección de las Víctimas de ESCI en México. Vía fax se les pidió que enviaran sus respuestas a más tardar el 14 de mayo, a la fecha doce son los cuestionarios respondidos que se han recibido.

#### **Principales resultados del proyecto**

Mayor presencia e interés por parte de las instituciones gubernamentales por adquirir más conocimientos en torno a la protección de las niñas, niños y adolescentes víctimas o en riesgo de la ESCI.

Se ha logrado concientizar sobre el tema a diversos actores sociales como medios de comunicación, sindicatos, legisladores, etc.

Se han obtenido materiales e investigaciones serias y de utilidad para los diferentes actores sociales:

- la elaboración del Estudio y Análisis en Torno a la Prevención y Eliminación de la ESCI y la Protección de las Niñas, Niños y Adolescentes Víctimas o en Riesgo de Explotación Sexual elaborado por INACIPE;
- el Paquete de Información Básica es otro de los logros principales ya que permite a toda aquella persona, que desea tener un acercamiento al fenómeno, manejar información como: modalidades, eventos, prevención, atención y protección que tienen que ver con la ESCI;
- el Protocolo de detección, prevención, atención de niñas, niños y adolescentes víctimas es uno de los materias importantes que se han logrado dentro del proyecto;
- el desarrollo de un software, otra herramienta de gran importancia que sirve como apoyo para la identificación de redes cuya finalidad principal de unificar acciones en la prevención y combate de los delitos relacionados con la ESCI

- el Análisis del tratamiento que otorgan los medios de comunicación a los temas relacionados con la ESCI, elaborado por el Centro de Investigaciones Sociales Interdisciplinarias, A.C., es un producto interesante y que ha sido muy importante en este proyecto.

En materia legislativa un resultado ha sido la iniciativa con Proyecto de decreto, que reforma, adiciona y deroga diversas disposiciones del Código Penal Federal.

Motivados por este proyecto algunas instancias gubernamentales le han dado una mayor relevancia a este tema dentro de sus actividades. Es así como la PGR se encuentra en proceso de la creación del Centro de Atención Nacional contra la ESCI.

Gracias a las experiencias internacionales del programa en otros países compartidas en México, es posible una retroalimentación de los proyectos para la adecuación de éstos al país y mejorar la atención a partir de las lecciones aprendidas en otros países.

### **Principales obstáculos del proyecto**

Uno de los obstáculos principales es la falta de preparación previa por parte de quienes forman parte de las comisiones, ya que la falta de conocimiento genera mala coordinación y, por ende, pérdida de tiempo porque en ocasiones las jornadas son largas y con pocos o nulos resultados debido a las diferentes formas y métodos de trabajo entre las instituciones y el programa.

La necesidad de protagonismo y jerarquización por parte de las instituciones gubernamentales del proyecto, porque todos desean participar pero nadie quiere tener la responsabilidad del proyecto y esta situación impide que éste se desarrolle con los tiempos establecidos pero, sobre todo, mantener el objetivo principal que es el de proteger a niñas, niños y adolescentes; además la burocracia de estas Instituciones dificulta el desarrollo técnico y administrativo de las actividades, asimismo imposibilita contar con todos los apoyos necesarios para que la lucha contra el ESCI sea un proyecto de todos y con acciones conjuntas.

La toma de decisiones, ha sido otro obstáculo, debido a que las instituciones tienen que consultar con diferentes áreas la viabilidad de las acciones que se tengan que tomar con respecto a la operación del programa.

La Coordinación Nacional es relativamente de reciente creación, así como sus subcomisiones, los primeros esfuerzos estuvieron orientados a delinear un programa de trabajo que diera sentido a la participación de las distintas instituciones involucradas para hacerlo operacional. La dinámica propia de las instituciones integrantes de la Coordinación Nacional, propició que sus representantes en algunos casos fuesen reemplazados, lo que ha afectado la fluidez de los trabajos.

Como es la primera vez que se desarrolla un proyecto IPEC en México, la gestión financiera no es la misma que de la OIT por lo que ha habido grandes diferencias.

Para la firma de los acuerdos el principal obstáculo ha sido que por asuntos del contenido las partes firmantes se han tardado en acordar los puntos de litigios internacionales.

El proyecto está destinado sólo a tres Estados de la República por lo que el alcance es muy reducido.

Otro obstáculo importante en el proyecto a sido la falta de especialistas en la materia.

### **Principales lecciones que ha dejado su desarrollo**

Tanto el gobierno como organismos internacionales deben trabajar juntos ya que resulta más fácil, mejor organizado y exitoso trabajar con ellos porque sus lineamientos ya han sido probados y así se podría empezar a trabajar en el resto de la República.

Hay que ampliar las alianzas con sectores de la sociedad que también pueden ser fundamentales para la erradicación de la ESCI tales como sindicatos, empresas, medios de comunicación, etc.

Algo muy importante es la colaboración de las instituciones y representantes, además de su disposición para trabajar en equipo para lograr una mejor comunicación y coordinación en el trabajo porque no se deben dar por hecho asuntos entre instituciones que incumben a todos los demás, se requiere claridad en las decisiones y acuerdos, así como resultados concretos y fundamentados por parte de quienes formen parte del proyecto.

Antes de comenzar el proyecto, es necesario contar con estudios de las capacidades institucionales, identificación realista de los posibles socios o aliados para definir las acciones de una forma adecuada a la realidad, así como verificar durante el desarrollo del proyecto el trabajo de los involucrados en dicho proyecto para así

evitar correcciones de último momento y si cada quien cumple con su parte, habrá mejores resultados y reconocimientos.

### **Recomendaciones para mejorar o fortalecer el proyecto**

Este tipo de programas requieren, desde el principio, la intervención de expertos en el tema y que antes de comenzar cualquier acción, es importante establecer desde el momento de la negociación tanto bases como estructuras sólidas para que esas acciones se den de una forma adecuada y obtener un óptimo resultado.

Reconsiderar las acciones que están definidas en el proyecto ya que hay demasiadas acciones para el tiempo y el financiamiento establecido. Quizá sería más conveniente realizar pocas actividades (aunque sean de costo alto) pero que el impacto esté garantizado.

Se propone la incorporación del combate a la ESCI en los Planes de Desarrollo de México, de las entidades federativas y de los municipios, una persona mencionó que estas acciones se deben implementar particularmente en las fronteras norte y sur de nuestro país y mejorar la coordinación entre los estados y las diferentes instancias para así pensar en una ampliación del proyecto y reincorporar a las víctimas a una vida normal.

Se pide un mayor flexibilidad en los lineamientos para establecer los Acuerdos entre la OIT y los Estados, a fin de facilitar la operación de los proyectos y optimizar tiempo, dinero y esfuerzos por parte de las instancias operantes del proyecto.

A nivel nacional, se debe dar mayor difusión de las acciones y resultados de los diversos programas o proyectos, se recomiendan herramientas como páginas web tanto de la OIT como de las contrapartes.

## ANNEX 7

### LISTA DE PERSONAS CONFIRMADAS A LA REUNION DEL 25 DE MAYO

	NOMBRE	INSTITUCION	CARGO	DIRECCIÓN	TELÉFONO/FAX	E-MAIL
1	Alejandra Sánchez	IPEC	Asistente Administrativo IPEC	Darwin 31, Col Anzures	5250 3224	
2	Alyce Tidball	Embajada EUA		Reforma 305	5080 2417 5080 2247	<a href="mailto:tidballaj@stte.gov">tidballaj@stte.gov</a>
3	Ana Aslan	USDOL	USDOL	U.S. Dept. of Labor Washington, D.C.	(202)693 4846	<a href="mailto:aslan.ana@dol.gov">aslan.ana@dol.gov</a>
4	Angélica Elizondo	DIF NACIONAL	Directora de Protección a la Infancia	Congreso 20, Tlalpan, D.F.	10 35 06 45	<a href="mailto:selizondo@dif-gob.mx">selizondo@dif-gob.mx</a>
5	Anita Amorim	IPEC	(LAC) Ginebra	OIT. Ginebra, Suiza	41 22 799 6346	<a href="mailto:amorim@ilo.org">amorim@ilo.org</a>
6	Candelaria Estrada	DIF Baja California		Av. Obregón 1290 Mexicali, B.C.	01 (686) 55 24 802	<a href="mailto:cestrada@sys.net.mx">cestrada@sys.net.mx</a>
7	Christopher Campbell	Embajada EUA		Reforma 305	5080 2000 x 4806	<a href="mailto:campbellch@state.gob">campbellch@state.gob</a>
8	Daniel Padilla Acosta	STPS	Dirección de asuntos jurídicos internacionales	Periférico Sur 4271	3000 2242	<a href="mailto:dpadilla@stps.gob.mx">dpadilla@stps.gob.mx</a>
9	David Granados F.	PGR		Reforma 72 Col. Guerrero	53 46 42 60	<a href="mailto:vite_dg@hotmail.com">vite_dg@hotmail.com</a>
10	Elena Luengas	Equipo evaluador				
11	Enrique Ramírez G	PGR	Director de servicios a la comunidad	Reforma 72 Col. Guerrero	59646 4266	<a href="mailto:svscom@pgr.gob.mx">svscom@pgr.gob.mx</a>
12	Felipe Valdez de Anda	DIF NACIONAL	Subdirector General de Atención a Población Vulnerable	Emiliano Zapata 340 Col. Sta. Cruz	3003 2214 3003 2215	<a href="mailto:fvaldez@dif.gob.mx">fvaldez@dif.gob.mx</a>
13	Francisco Ramírez	DIF NACIONAL	Subdirector de Protección a la Infancia	Congreso 20, Tlalpan, D.F.	1035 0650 x 186	<a href="mailto:framirez@dif.go.mx">framirez@dif.go.mx</a>
14	Guadalupe Morones	STPS		Periférico Sur 4271 Fuentes del Pedregal	3000 2242	<a href="mailto:gmorones@stps.gob.mx">gmorones@stps.gob.mx</a>
15	Guillermo Dena	OIT/IPEC		San José, Costa Rica	506/2802013	<a href="mailto:dena@sj.oit.cr.org">dena@sj.oit.cr.org</a>
16	Igone Guerra	OIT	Coordinadora Internacional IPEC México	Darwin 31, Col Anzures	5250 3224	
17	Jaime	Delegación	Delegado	Av. Alcade	3614 7177 – 101	<a href="mailto:guavioz@stps.gkob.mz">guavioz@stps.gkob.mz</a>

	Zúñiga	de la STPS Jalisco	STPS Jalisco	500 3er piso, Palacio Federal	y 300	
18	Jazmín Martín	DIF NACIONAL		Congreso 20, Tlalpan, D.F.	1035 0650 x 148	<a href="mailto:sortiz@dif.gob.mx">sortiz@dif.gob.mx</a>
19	Laura Sarvide	Consultora				
20	Leticia Narváez	STPS	Subdirectora de equidad y desarrollo laboral para jóvenes	Valencia 36 piso 1 col. Insurgentes Mixcoac	3000 3200 x 3146	<a href="mailto:inarvaez@stps.gob.mx">inarvaez@stps.gob.mx</a>
21	Miguel López Sotelo	DIF Guerrero		Leyva 989	4883 061	
22	Noemí Jiménez	STPS	Directora de equidad y derecho laborar para mujeres, jóvenes y menores	Valencia 36 piso 1 col. Insurgentes Mixcoac	3000 3200 x 3145	<a href="mailto:njimenez@stps.gob.mx">njimenez@stps.gob.mx</a>
23	Norma de J. Villafaña P.	Sistema DIF Jalisco		Jesús García 720 Guadalajara, Jal.	3613 1184 3614 8169	<a href="mailto:bcisnero@jalisco.gob.mx">bcisnero@jalisco.gob.mx</a>
24	Thomas Wissing	OIT	Oficial de Programas OIT	Darwin 31, Col Anzures	5250 3224	<a href="mailto:wissing@oit.org.mx">wissing@oit.org.mx</a>
25	Tina Faulkner	USDOL	International Child Labor Programme USDOL	200 Constitution Ave. N.J. Washington, D.C.	(202)693 4846	<a href="mailto:faulkner.tina@dol.gov">faulkner.tina@dol.gov</a>
26	Yuriria Álvarez	IPEC	Consultora Nacional IPEC	Darwin 31, Col Anzures	5250 3224	<a href="mailto:alvarezy@oit.org.mx">alvarezy@oit.org.mx</a>

## ANNEX 8

### SINTESIS<sup>2</sup> SESION CON ORGANISMOS INVOLUCRADOS 25 DE MAYO 2004

El día 25 de mayo, en las oficinas del PNUD, en la ciudad de México, se llevó a cabo una sesión que tuvo por objeto presentar el primer borrador de los resultados de la evaluación a fin de complementar la información que hasta ese momento el equipo evaluador había recibido y analizado.

Los organismos participantes fueron: DIF Baja California, DIF Guerrero, DIF Jalisco, DIF Nacional, Embajada EUA, IPEC, OIT, PGR, STPS, STPS Jalisco, USDOL y el equipo evaluador, siendo un total de 26 participantes (ver anexo lista asistentes).

Se inició la sesión repartiendo el primer borrador del documento de evaluación para su revisión. Se trabajo bajo la siguiente agenda:

- Introducción: bienvenida, agradecimiento y sentido del taller
- Presentación participantes
- Presentación de agenda taller: espíritu, carácter, objetivo, temas y metodología
- Presentación: "Resultados de la Evaluación, Primera aproximación"
- Comentarios participantes
- Pasos a seguir

Se propuso seguir un guión para ordenar los comentarios y reacciones de los y las participantes:

- a. Preguntas aclaratorias
- b. Complementación/precisión de información
- c. Reacciones/debate consensos y disensos
- d. Reacciones sobre conclusiones y recomendaciones

La coordinadora de la evaluación, Laura Sarvide, fue presentando página por página el documento y, tomando nota sobre sugerencia, complementaciones y precisiones. Se recibieron los comentarios siguientes:

#### **a. Preguntas aclaratorias:**

- En la dimensión material, se pregunta cuales son las exigencias a que se hace referencia cuando se habla del riesgo de que el recurso económico sea el fin
- En la evaluación no se menciona el tema de género que se pide en los términos de referencia de la evaluación ya que es importante conocer los porcentajes de hombres y mujeres que se han atendido. En la STPS se

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<sup>2</sup> Se cuenta con la minuta completa de la sesión; en caso de querer tener copia de la misma, favor de solicitarla al equipo evaluador.

está haciendo un sistema de desagregación por sexo. El DIF tiene una división, pero no hay un modelo diferenciado

- Hay la solicitud de que se aclare qué es la Coordinación Nacional Interinstitucional-CNI y el Comité Técnico-CT, debido a que sus funciones no están claras para todos los entrevistados. La CNI viene a dar seguimiento al compromiso de Estocolmo, es liderada por el DIF, incluye a 28 instituciones, algunos gobiernos, pocas organizaciones de la sociedad civil, la OIT y la UNICEF. La CNI es semejante en los estados. El CT es exclusivo para coordinar las acciones, identificar problemas y definir las estrategias de este proyecto y lo integran la OIT, STPS, DIF y PGR.

#### **b. Complementación/precisión de información**

- El equipo evaluador señala que se usa indistintamente los términos de proyecto y programa; sugiere se use el término proyecto por ser un instrumento puntual y de corto plazo, mientras que un programa es más permanente
- El proyecto nace con la idea de reforzar las acciones y esfuerzos que ya existen
- La cantidad de municipios que atiende actualmente el DIF es de 2274
- La PGR únicamente pertenece al poder ejecutivo y no la poder judicial
- El DIF tiene acuerdo con UNICEF para realizar un trabajo semejante desde hace algunos años. Por lo cual precisa que no es la primera vez que trabaja esta instancia con un proyecto con estas características. El equipo evaluador precisa que es la primera vez en que se trabaja un proyecto donde están involucradas directamente tres instancias gubernamentales nacionales y una instancia internacional
- En México existe dentro de los organismos gubernamentales una estructura burocrática que causa retrasos en los tiempos establecidos. Pero existe una voluntad política que ha hecho que el proyecto funcione
- Las infancia es una prioridad en el Plan Nacional de Desarrollo del actual gobierno, destinando parte del presupuesto a cada estado para temas específicos
- USDOL pide comprensión en cuanto a los diferentes tiempos que se manejan en EUA y en México. Se está intentando que eso no interfiera con la marcha del proyecto. Considera muy importante para la toma de decisiones todo lo que se ha escuchado es la sesión
- Los formularios previstos por USDOL para enviar la información son demasiado esquemáticos y no permiten proporcionar información más detallada, lo cual es importante para la explicación de los retrasos u otras cuestiones importantes

#### **c. Reacciones/debate consensos y disensos**

- En cuanto a los recursos financieros: Por parte de las instancias donde se lleva a cabo la implementación del proyecto en los estados dicen no recibir las cantidad de los recursos que se les informó en un principio. Por parte de la oficina de la OIT afirma haber entregado la primera parte indicada en el proyecto y no poder continuar transfiriendo los recursos por falta de comprobación de los gastos de esta primera parte

- La STPS pide se aclare que a pesar de haber tres instancias de trabajo, las decisiones no se toman el CT, quien se comunica con las delegaciones. Es la STPS quien tutela el proyecto
- La STPS es tutelar porque responde a los compromisos con la OIT, pero el DIF es el coordinador
- Prevalece un sentimiento en general de la necesidad de adaptarse a lo administrativo más que a la realidad en la operación del proyecto
- Los tiempos no se cumplen debido a que faltó considerar el tiempo de preparación de los organismos, capacitación, firma de acuerdos, contratación, organización. Este tiempo es inevitable aunque no esté contemplado en el proyecto y los recursos no se pueden ejercer debidamente.

#### **d. Reacciones sobre conclusiones y recomendaciones**

- Todas las instancias están unidas en este proyecto por su interés por los niños, niñas y adolescentes
- Se solicita se continúe con la visión integral, interinstitucional, con todas las actividades y componentes
- En Baja California están visualizando un modelo integral interinstitucional donde cada secretaría participará con presupuesto. Están por definir un modelo de educación integral con la PGJ estatal, SSA y SEP que será visualizado integralmente
- Se sugiere se complemente el informe con el presentado por el DIF en Costa Rica
- Se pide se haga una visita a Guadalajara
- El diagnóstico presentado es interesante, se aclaran malos entendidos y se recomienda se defina un plan en que se puntualicen las responsabilidades de cada quien ya que es necesaria la cooperación de todos los involucrados
- El informe debe servir para tomar decisiones
- Piden se definan claramente cuales son las acciones que corresponden a cada organismo especialmente en lo que toca a los recursos. Es necesario una definición clara de funciones de cada una de los organismos involucrados
- Hay que prever sistemáticamente el tiempo necesario antes del arranque de cualquier proyecto. Es necesario se incluya una recomendación del tiempo razonable de la prórroga que necesita actualmente el proyecto
- USDOL sugiere la posibilidad de extender el lapso de tiempo, pero no el recurso financiero. Han sido solicitados siete meses adicionales
- El tiempo se tendrá que revisar en función de las necesidades fundamentales para no caer nuevamente en problemas administrativos
- Es necesario que el CT se reúna periódicamente para retomar su papel
- Se pide se dé mayor información sobre el monitoreo que se está dando en el proyecto. USDOL desea conocer más sobre la coordinación en Jalisco, Baja California y Guerrero
- Los problemas de liderazgo que se sienten entre STPS y DIF pueden deberse a la falta de definición y no se da esta problemática únicamente en México. Hay que entender que el mandato de la STPS le es otorgado

por el convenio 182 de la OIT, al cual se obliga a cumplir en conjunto con las organizaciones de trabajadores y empleadores

- Buscar mejor comunicación, porque usualmente se cree que todos conocen a fondo el proyecto, pero no es así
- El proyecto ha servido para capitalizar el interés de los internacionales como impulso al tema desde dentro, buscando el trabajo en equipo lo que no es sencillo frente a la diversidad de la problemática, especialmente en las fronteras
- El esquema de POR sobre las tres dimensiones, presentado en este documento, ayudó mucho a aclarar cómo está formado el proyecto para ubicar los conflictos y enmarcarlos en cada uno de las distintas dimensiones.
- Esta evaluación es el primer documento que se cuenta con un sentido crítico y que es necesario para continuar con un mejor trabajo. El documento entregado en esta sesión invita a la reflexión y al replanteamiento de las acciones al igual que a rectificar lo que se está haciendo en este momento
- El equipo evaluador es felicitado en varias ocasiones ya que su trabajo sirvió para reflexionar sobre los avances, los problemas y encontrar orientaciones para lograr un mejor desarrollo
- Las recomendaciones del equipo evaluador fueron las siguientes:
  - El tema de género no apareció en ninguna de las entrevistas, solicita que se estudie como se puede incorporar
  - En las tres ciudades donde se está llevando a cabo el proyecto realizar una sistematización del modelo precisando los medios de evaluación con una línea de base y con indicadores para poder medir después el impacto
  - Continuar con el trabajo de la CNI definiendo las estrategias que se necesitan
  - El CT debe continuar y retomar su función
  - Manifiestan haber observado que no todos los involucrados tienen la misma información; es necesario un espacio colectivo de información
  - Hay que saber ubicar los conflictos, enmarcarlos en su dimensión. Entender la relación del proyecto con los elementos que sí se pueden atender y con los que no están en nuestras manos resolver porque son tema de otros temas más grandes como pobreza, exclusión, etc., en los que está todo el mundo inmerso y no sólo México

Al finalizar la reunión se agradeció la presencia y participación de los asistentes invitándoles a continuar con entusiasmo en el proyecto.

## ANNEX 9

### LISTA DE SIGLAS

CISI	Centro de Investigaciones Sociales Interdisciplinarias, A.C.
CNI	Coordinación Nacional Interinstitucional
DIF	Desarrollo Integral de la Familia
ESCI	Explotación Sexual Comercial Infantil
INACIPE	Instituto Nacional de Ciencias Penales
INDESOL	Instituto Nacional de Desarrollo Social
IPEC	Programa Internacional para la Erradicación del Trabajo Infantil
MEIP	Marco Estratégico de Impacto del Proyecto
OIT	Organización Internacional del Trabajo
ONG	Organizaciones no gubernamentales
ONU	Organización de las Naciones Unidas
PGJ	Procuraduría General de Justicia
PGR	Procuraduría General de la República
POR	Enfoque para el análisis de las 3 dimensiones: Proyecto, Organización y Recursos
SEDESOL	Secretaría de Desarrollo Social
SEP	Secretaría de Educación Pública
SPIF	Marco de Referencia Estratégico para el Impacto
SSA	Secretaría de Salubridad y Asistencia
STPS	Secretaría de Trabajo y Previsión Social
TdR	Términos de referencia
UNICEF	Fondo de las Naciones Unidas para la Infancia
USDOL	Departamento del Trabajo del Gobierno de los Estados Unidos