

Final Evaluation of
Civil Society Challenge Fund project:

**Challenging Descent-based Slavery
In West Africa**

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Abbreviations and acronyms:

ACHPR	
AFCF	Association Femmes Chef de Famille
AMDH	Association Malienne des Droits de l'Homme Association Mauritanienne des Droits de l'Homme
ASI	Anti-Slavery International
CODDHD	Collectif des Organisations de Défense des Droits de l'Homme et de la Démocratie
CNDH	Commission Nationale des Droits de l'Homme
DFID	Department for International Development
FONADH	Forum des Organisations Nationales des Droits de l'Homme
GARI	Groupement des Artisans Ruraux d'Intadeyni
ILRF	International Labor Rights Forum
IRA	Initiative pour la Résurgence Abolitionniste
ISLP	International Senior Law Project
MRG	Minority Rights Group
OHCHR	Office of the United Nations High Commissioner for Human Rights
ORDH	Organisation pour la Restauration de la Dignité Humaine
OSJI	Open Society Justice Initiative
PESE	Programme d'éradication des séquelles de l'esclavage
RDM-TANIFILI	Réagir dans le Monde - TANIFILI
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UPR	Universal Periodic Review

Section 1: Basic Information:

Project Title	Challenging Descent Based Slavery in West Africa
UK Agency Name	Anti-Slavery International Thomas Clarkson House The Stableyard Broomgrove Road London SW9 9TL
CSCF Number	CSCF 0397
Project Start and End Dates	April 2007 – March 2012
Countries	Mauritania, Mali and Niger
Project Partners	SOS Esclaves, Nouakchott, Mauritania Temedt, Bamako, Mali Gari, Menaka, Mali Timidria, Niamey, Niger
Evaluator	Carolyn Norris
Timing of Evaluation	Contract signed : 13 December 2011 In country interviews with partners : 27 February to 13 March 2012 Draft report submitted: 12 April 2012 Final report submitted: 18 May 2012

Section 2: Executive Summary

Challenging the ingrained practice of slavery in politically volatile countries is an ambitious goal. This evaluation, based on documentary analysis, short visits to Mauritania, Mali and Niger hosted by partner organisations, and discussions with ASI staff in London, provides an overview of what has been achieved and its impact.

The evaluation starts with a series of case studies selected to highlight some examples of significant progress made by this project including the first prosecution under Mauritania's new slavery law, the first master to be questioned in court in Mali and the release of five additional slaves in Niger as a result of magistrates' training. The cases are again referred to under the specified headings.

The results indicate that the project approach of providing economic support and legal assistance for individuals of slave-descent, training magistrates, conducting research, building the capacity of partners and raising awareness while building an activist network was an effective one. With limited resources, it has built on existing strengths to professionalise work against slavery in Mali, Mauritania and Niger, engage with national governments as well as the international community and bring economic autonomy for some former slaves. The research component proved the most difficult, with only Niger's *Wahaya* (or fifth wife) report being published during the project; this reported generated significant publicity and had a clearly positive impact. Mali's report was already delayed but publication in country was thwarted by the military coup. Mauritania's report had to be shelved.

The major block to fundamental change remains the lack of political will to challenge the status quo which suits vested interests. For example, each court case represents a victory, but there is no sign of any official momentum to pro-actively prosecute slave owners. This report recommends some future approaches, including building on the success of the standard-setting Ecowas court ruling against Niger with other test cases, exploring links between slavery and conflict and ensuring comprehensive approaches - by government and its development partners - to tackle the discrimination which underpins slavery.

Sustainability beyond the life of this project is not guaranteed. Significant progress has been made, yet the goals set are long-term and success has already led to increased demand for assistance. The partners are dependent on additional funding despite their strong community roots and the diversification of their funding sources. Given the precariousness of the gains, the strong partnership ASI has with each organisation and the growing strength of the network remain important elements of support.

This project has achieved well in a politically hostile environment by strengthening partnerships and building capacity and by adopting strategic approaches both nationally and internationally.

Section 3: Achievement Rating Scale

- 1 = fully achieved, very few or no shortcomings
- 2 = largely achieved, despite a few shortcomings
- 3 = only partially achieved, benefits and shortcomings finely balanced
- 4 = very limited achievement, extensive shortcomings
- 5 = not achieved

	ARS for whole project period	Log frame Indicators	Baseline Value for indicators	Progress against the indicators (refer to milestones if applicable)	Comments on changes over the whole project period, including unintended impacts
Purpose Anti-slavery legislation is established and implemented; and victims of slavery receive support (legal, economic and psycho-social) through the strengthening of grassroots anti-slavery movements in Mali, Mauritania and Niger	 2 1/2	Legislative changes incorporating definitions/prohibitions of slavery that can be enforced: (law criminalising slavery in Mali and Mauritania; number of cases brought for slavery crimes) Amendments to Penal Code and inclusion of mentions of slavery in anti-trafficking law in Mali; Partners confident in their ability to engage with policy-makers; face to face and through campaigning or	Only Niger has anti-slavery law; Partner organisations or their representatives unwilling and/or unable to appropriately engage with policy-makers; Support was <i>ad hoc</i> and recording by partners erratic	Mauritania and Niger have anti-slavery laws. All partners have developed their engagement with policy-makers and are increasingly becoming a point of reference for magistrates, government human rights commission and other key players. Partners in Mauritania and Mali have provided micro-credit to	This is a major achievement. Persistent lobbying will be required for the laws to be routinely applied. Substantial legal reform in Mali remains elusive for political reasons although the project did ignite the debate and slavery is partially dealt with by the trafficking law. In Niger these activities have been funded from other sources. All have provided legal support which is challenging legal provisions to tackle slavery. Over 600 have received micro-credit and more than 10 have received legal support.

	ARS for whole project period	Log frame Indicators	Baseline Value for indicators	Progress against the indicators (refer to milestones if applicable)	Comments on changes over the whole project period, including unintended impacts
		advocacy initiatives; Number of former slaves accessing micro-credit and legal/psychosocial support		former slaves with good results which appear sustainable.	
Output 1 - The nature and extent of descent-based slavery and associated discrimination is assessed and solutions for eradication are presented	Mali: 2 Niger: 2 Mauritania: 4	Research studies about slavery are conducted in Mali, Mauritania and Niger; Recommendations drawn from the assessment inform advocacy strategies	Preliminary study about slavery in Niger conducted in 2003; States deny slavery exists and do not engage with CSOs.	Research published in Niger along with advocacy; wide range of stakeholders are aware of slavery and work together to press for law reform and assistance for victims of slavery.	All partners gained useful research experience and learned lessons. Niger's head of State publicly responded to report committing government to ending slavery. Mali's report had not been published at the time the project ended, but has significant potential to increase awareness.

	ARS for whole project period	Log frame Indicators	Baseline Value for indicators	Progress against the indicators (refer to milestones if applicable)	Comments on changes over the whole project period, including unintended impacts
Output 2 - Legislative framework against slavery is strengthened and the judiciary has enhanced understanding and capacity to effectively implement anti-slavery laws	2	Slavery is made a crime in all 3 countries; Slavery is included in magistrates human rights training programmes & materials; Number of slavery cases brought before national and international courts	Slavery is a crime in Niger; 0 magistrates trained; 0 cases.	Slavery is criminalised in Mauritania; Training extended in Niger and magistrates trained in Mali; 1 case admitted by ECOWAS Court	Legislative reform has not yet been achieved in Mali, although the first master has appeared in court using other laws. Domestic remedies being pursued in preparation for further regional cases. See Case Study 7 for an illustration of the impact of magistrates' training in Niger. Raising awareness among magistrates coupled with legal support for individual cases is a secondary way to effectively criminalise slavery.
Output 3 - Governments put in place policies and mechanisms to address slavery (National Plans and multi-stakeholder National Observatories or Commissions)	3	Number of National Observatories/Commissions put in place and number of different stakeholders (including civil society); Number of cases referred to National Observatories by CSOs; National Plans are in place and public budget is allocated to make	None; 0 cases; No National Plan in place	No national plans of action as such. However, slavery is increasingly debated in certain ways and the Nigerien President's December 2011 statement was a breakthrough. PESE operational in Mauritania.	Approaches such as PESE do not effectively confront the real issue. Fear of affecting political support still plays a key role in preventing progress.

	ARS for whole project period	Log frame Indicators	Baseline Value for indicators	Progress against the indicators (refer to milestones if applicable)	Comments on changes over the whole project period, including unintended impacts
		Commissions/Observatories sustainable			
Output 4 - Increased capacity of CSOs to campaign on slavery issues, advocate at both national and international levels and share good practices	2	Number of CSOs coalescing around slavery issues sharing good practices; % by which membership of slavery organisations is increased year on year; Number of advocacy initiatives (including submissions resulting in meeting with government reps, MPs, UN agencies leading to recommendations being taken up	6 CSOs in 3 countries; In Niger Timidria have over 40,000 members In Mauritania membership is up to 30. In Mali, Temedt set up and secured over 4,000 members in its first year; ILO recommendations to Niger under forced labour convention 29 to address slavery	Membership significantly increased. Submission relating to non-compliance by Mauritania of African Commission decision.	Partners have exceeded the targets for increasing their own membership with important results – including the election of a chief of slave descent in Niger. All partners have links with other CSOs and NGOs which help to broaden and deepen their impact.
Output 5 - Victims of slavery, especially women, achieve economic self-	1	% of beneficiaries of micro-credit schemes able to repay their loans whilst maintaining their capacity to generate income to provide for	0; 0; Women were not able to break free from slavery and/or	Women are able to engage in economic and social activities with confidence by end of project	These targets were reached with all beneficiaries able to service the loans they had received.

	ARS for whole project period	Log frame Indicators	Baseline Value for indicators	Progress against the indicators (refer to milestones if applicable)	Comments on changes over the whole project period, including unintended impacts
reliance and improved self-esteem		their families; 80% of micro-credit direct beneficiaries are women; Women accessing micro-credit schemes report improved confidence and greater respect and recognition within the wider community	to provide for their families and interact socially in a confident manner		
Activities <i>Please comment on the relevance, efficiency and effectiveness of the activities overall</i>	<p>The overall blend of activities makes for strong impact in difficult circumstances. In terms of some of the individual activities:</p> <p>Micro-credit: Despite the limited scale of loans, they have brought autonomy, reduced exclusion and restored dignity. This is of benefit to these individuals and offers hope to others and may encourage others to take steps to leave slavery.</p> <p>Support for individuals: This covers a range of support (including economic, legal, mentoring) and is vital if someone taking the initiative to leave their master is to be able to withstand the range of pressures to return.</p> <p>Legal activities: The persistence of project lawyers on individual cases and the training of magistrates and others involved in pursuing cases is very important in the face of official inactivity. Without these activities by partners the judicial system would resume previous lethargic responses to individual victims' initiatives.</p> <p>The full range of activities has resulted in: Growing acceptance of message that slavery exists; Growing stature of partners in that they are invited to participate in discussions and decision-making processes; and Increasingly strategic approach by partners to tackle slavery, including exchanges between partners and individual partners reaching out to new and unlikely allies such as traditional chiefs and former slave owners.</p>				

In light of the above, this evaluation concludes an OVERALL PROJECT RATING of 2 – it largely achieved its goals with a few shortcomings. Please see full report for details.

Section 4: Introduction to the Project

This 5-year project had an overall goal of eradicating slavery in West Africa with specific reference to Mali, Mauritania and Niger with clear, measurable targets towards this goal. The context for this work is particularly challenging. Descent-based slavery is by definition a deeply rooted problem. Change requires a fundamental shift in attitudes within both the master and slave communities and economic support to sustain any changes that do occur.

ASI chose four partners. Timidria in Niger is a long-standing community-based association, strongly identified with the Kel Tamacheq community, which aims to fight against slavery and all forms of discrimination. Temedt in Mali emerged in 2006, just as this project was starting, as a campaigning anti-slavery organisation from GARI, a rural development association supporting members of the disadvantaged Kel Tamacheq population. GARI remains an active association and a partner in this project with a specialisation in micro-credit for former slave women. SOS Esclaves was finally officially recognised in 2005 after many years of repression for its activities designed to bring an end to slavery. It is now seen as part of the human rights network in Mauritania. Well-established links between ASI and both Timidria and SOS Esclaves formed a solid foundation on which to build this project with Temedt/Gari adding a strong extra element. The ASI support represented a real step-change for Temedt and SOS Esclaves where this project's activities form a major part of their budget.

The relationship both between ASI and its partners and among the partner organisations has grown considerably in strength as a result of this project. This enhanced relationship has allowed all involved to perform better with a sharper, more strategic focus relevant to each country situation.

Despite the impressive progress made in the fight against descent-based slavery in each country, including a new law in Mauritania, an ECOWAS ruling condemning the state of Niger for slavery and the first master to appear before a Malian court, national political dynamics play a key role in determining the rate of progress. Within Mauritania fundamental change is particularly difficult as it is the community associated with enslaving others that monopolises political and economic power at the national level and so risks losing that power if slaves are liberated and if those of slave descent gain real autonomy. In Niger and Mali the main focus of Timidria, Temedt and GARI is on slavery and improving the situation for those of slave descent within the Kel Tamacheq community. This community is larger and generally better integrated within Nigerien society than in Mali but in both those in slavery or of slave descent within this community remain amongst the most vulnerable and while the masters are not in power, they do wield influence over those in authority. The Kel Tamacheq rebellion in Mali does not have a direct impact on slavery as it is largely led by those of slave-owning descent against the national government. However, if they were to achieve their goal of political power, this could

enhance their power over those of slave descent. The military coup in Mali which happened since the evaluation mission will further alter the situation and makes imminent progress on questions relating to slavery less likely.

The regional context is volatile. Not only did the fall of Colonel Gadhafi have a direct impact on the Kel Tamacheq rebellion in Mali and the subsequent military coup, but it also has a huge economic impact as migrant workers from Mali, Niger and Mauritania returned home without work to countries now facing the risk of drought. Equally, political unrest in northern Nigeria has caused many Nigeriens to return home with reduced prospects of providing for their families. Those of slave descent are amongst the most vulnerable to economic uncertainties. And, lastly, the return of black Mauritians (who were expelled across the border into Senegal in 1989) to land which was given to people of slave descent, also risks increasing volatility within Mauritania, which itself endured a military coup during the life of this project. In all three countries, people spoke of slavery and the continuing exclusion of those of slave descent as having the potential to destabilise the social fabric. This is most stark in Mauritania where slavery forms the bedrock of socio-political relations and the first tentative steps to end impunity do little to dent an engrained and far-reaching system of discrimination.

Understanding the context in which this project operated is important. The progress achieved has been significant, but remains fragile as the political will required for fundamental, sustainable change remains elusive.

Section 5: The evaluation methodology

Half of the evaluation period was spent in West Africa including four working days in both Niger and Mali and five days in Mauritania. The field work followed a period of desk research on the basis of documentation provided by ASI. An evaluation instrument was drawn up to ensure the interviews retained a focus while remaining open to any new, unforeseen issues the interlocutors wished to raise.

In each country, I was welcomed by ASI's partner organisation in the capital city and the partners were responsible for organising the visit. They arranged the majority of the meetings although most were held without their participation, unless this was required for translation purposes or I sought their participation. Prior to arrival, I had written to the three organisations specifying the types of people I would like to meet with specific names and details where possible. The categories included:

- Staff, board members and other representatives of the partner organisation
- Some people who had benefited from the work of the project
- National NGOs working in the field of human rights (or slavery more specifically)
- National human rights institutions
- Government ministries relevant to the partner's work
- Relevant UN agencies
- Relevant international NGOs
- Diplomats who are interested in questions of slavery
- Lawyers who work on slavery cases
- Other individuals who have taken a position on slavery.

I encouraged the partners to select those who knew their work, and to include those who may have a different approach or may even fundamentally disagree with theirs.

I also asked the partner organisations to prepare some documentation including their periodic reports to ASI, press articles or other material which refer to their work (again, positively or negatively).

My aim was to understand the partners' perspective on what had been achieved in the context of this project, but also to see the achievements in a broader human rights and political context.

The range of meetings held varied according to the country and is perhaps indicative of the respective profiles of the partner organisations. The full range of meetings suggested was arranged in Mauritania where SOS Esclaves is seen as a major player and where slavery is the major human rights issue. Other partners in Mali and Niger are less active at national level, so access to government and the international community was restricted. A full list of people met is attached as **Annex 4**.

The format of meetings – whether with an individual or a group of people – was semi-structured interviews with time allocated for free comment.

In Niger it was possible to travel outside the capital which allowed me to meet with Hadijatou Mani Kourau, whose case was heard by the ECOWAS court, and to see how Timidria's reputation had given them access to a group of women of slave descent and set up a micro-credit scheme (not funded by this project). In Mauritania, time was too short to travel to meet beneficiaries outside of Nouakchott and in Mali the security situation (the war in northern Mali which after the evaluation period degenerated further to provoke a military coup) prevented any travel. In Mali, I interviewed the partner organisation based in Menaka by phone and two beneficiaries made the journey to Bamako to meet me. In Mauritania, the focal point from Nema made the journey to Nouakchott to meet me.

Section 6: Full Evaluation of Project (including case studies)

6.1 Events and case studies indicating impact and results of project activities

These events and case studies have been selected to illustrate this project's range of achievements. Some have already featured in ASI's annual reports to DFID and the full details will not be repeated here. Instead, the main issues relevant to the evaluation criteria will be highlighted and briefly referred to again under the evaluation's individual headings.

CASE STUDY 1: Mauritania - Two girls offered protection after they escape slavery inspired by news of SOS Esclaves and other releases

Two sisters **Sellama Mint Mbarek** (aged 14) and **Maimouna Mint Mbarek** (aged 10) escaped slavery in N'beikit Lahwach (Nema) in 2011. Since her escape Sellama has given birth to a son, the result of rape by the master's son. The girls ran away when the ill-treatment became too much to tolerate. They had heard about slaves being released in their area and that an NGO was involved. This gave them hope. After two days on foot they met the local administrative official who asked who their master was, but did nothing to confront him and simply let the girls go. A local SOS Esclaves supporter contacted the organisation's focal point who set in motion support for the girls. Since their escape, SOS Esclaves has done the following:

- provided initial financial support and shelter for the girls and the baby;
- raised their case during a meeting with the Prime Minister in February 2012. They are seeking long-term support through the government's PESE initiative and the intervention of the Ministry of the Interior to secure the release of the girls' brothers and aunt; and
- is preparing for the master's prosecution as the girls want to see their master punished for the abuse they suffered.

CASE STUDY 2: Mauritania – SOS Esclaves secures state support for Moulkheir Mint Yarba

Moulkheir Mint Yarba was born into slavery and escaped her first master after she was forced to leave her baby daughter behind as she went to care for the master's animals. When she returned the child had been left in the sun to die. When she protested, she was taken into 'care' which ended as a second period of slavery, this time with a former gendarme who enslaved Moulkheir and took one of her daughters (aged 17) as his 'wife'. Moulkheir still weeps as she tells the story of her second master insisting she watch as he raped her daughter. The master tried to marry the girl to a man of slave descent but Moulkheir made it known her daughter was already pregnant. The master was so angry, he ill-treated her to such an extent that she aborted. They escaped in 2010 and sought the help of SOS Esclaves which has supported Moulkheir and her family in the following ways:

- Provided initial support for Moulkheir and her children;
- Trained Moulkheir and her older daughter in fabric dyeing;
- Two years ago secured regular, on-going financial support through the government agency, PESE, which has enabled Moulkheir to educate her children. PESE also gave her a plot of land and has promised to build her a house; and
- Is pursuing her case through the courts.

Moulkheir says she can now breathe freely, no longer lives in fear and feels like a real person.

CASE STUDY 3: Mauritania – first conviction under new slavery law - progress and cause for concern

On 20 November 2011 Ahmed Ould El Hassine became the first person to be sentenced to a term of imprisonment under Mauritania's 2007 slavery law. This was a significant step in terms of official acknowledgment that slavery persists and without the persistence of SOS Esclaves and other Mauritanian activists, this would not have happened. However, he received a two year prison term for enslaving **Said Ould Salka** (aged 13) and his brother **Yarg Ould Salka** (aged 8) and denying a minor access to education, which is below the recommended sentence of between five and ten years, and was released on bail pending appeal on 2 April 2012. In addition, the boys' mother Salka Mint M'Bareck was arrested for not denouncing her children's enslavement since her own liberation. Ahmed Ould El Hassine's conviction was announced shortly before the return visit of the Special Rapporteur on contemporary forms of slavery to Mauritania and of course widely welcomed. But it is vital that SOS Esclaves and its partners maintain the pressure for further convictions and ensure what so far amounts to a token gesture does not encourage those with the potential to influence the Mauritanian authorities to reduce pressure for concrete measures to end slavery. Although this individual case was not funded by DFID, the increased profile of SOS Esclaves due to the DFID project contributed to their role in this case and their capacity to lobby on its shortcomings.

CASE STUDY 4: Mali – first master appears in court on charges of slavery, and excellent support for Iddar Ag Ogazide provided by Gari and Temedt

In October 2011 Erzaghi, the former master of **Iddar Ag Ogazide**, was obliged to appear before the examining magistrate in Gao to face allegations of slavery. He denied the charges claiming that he had paid Iddar for his work, however, the court hearing was scheduled for April 2012. Since then, the political crisis in Mali has suspended all such action. Iddar escaped from slavery in 2008 after his four year old son was taken away from him and his wife by his master. A previous son had been taken by the master but returned when Iddar and his wife protested. This time, their protests had no impact. Iddar and his wife first heard of Temedt when they arrived in Ansongho . The Temedt member advised them to head to Gao for greater protection. Since his escape, Temedt and Gari have provided the following support to Iddar and his family:

- Gari has provided the family with a cart and two donkeys and 15 goats and provided micro-credit loans with the result that the children now go to school.
- Temedt ensured Iddar has a national identity card.
- Temedt's lawyer is pursuing the case before the courts and managed to ensure the master appeared in court – this is significant as masters usually see themselves as above the law. Prior to entering into contact with Temedt, Iddar had approached the Gendarmerie but was rebuffed and asked to pay money which he did not have.

Iddar feels he has claimed his freedom – he said even if he were to die tomorrow, he would be happy as his children have their dignity. He is sad that two brothers, his aunt and two nieces remain as slaves, reluctant to make the break. Iddar faces pressure from them to drop the legal case against their master and mockery for sending his children to school. He said it is quite a struggle.

CASE STUDY 5: Niger – Report launch leads to presidential statement on slavery

A well-planned and targeted launch of an accessible, topical research report resulted in higher profile for Timidria and recognition of the report in the President's December 2011 National Day address which also included his commitment to eradicate slavery. See Section 6.5, Output 1, for more details.

CASE STUDY 6: Niger and Mali – Sustained pressure on individual cases exerts influence over legal process

In both countries, court processes are slow and convictions for slavery rare, indeed Mali still has no law expressly outlawing slavery. However, persistent attention on individual cases - whether for individuals seeking redress for their own slavery, or people of slave descent demanding access to land - remains influential.

In **NIGER**, two slavery cases are awaiting judgement by the *Chambres réunies*, a plenary session of the country's most senior judges, after repeated appeals and counter appeals. This is a sign of the sensitivity of slavery cases and argues in favour of a long-term approach to pursuing justice. The two cases in question concern major issues underpinning slavery – whether a slave's marriage to a master is legitimate and ownership of land.

In **MALI**, the ministry of Justice issued a circular in March 2009 to the three Public Prosecutors raising concern that cases involving slavery were being handled too slowly and ordering them to be processed assiduously. Cases are beginning to move through the courts and the lawyer funded by this project is determined to not allow the three-year period of prescription to elapse. Prior to this circular, all cases were met with a non-lieu (dismissal of charges). This project increased the profile and capacity of Temedt for handling legal cases, attracting additional funding through the American Bar Association.

CASE STUDY 7: Niger – Timidria’s members in Dakoro facilitate release of 8 slaves and a timely judicial process begins

Timidria had been conducting awareness raising activities in the department of Dakoro and their local supporters provided speedy support to Hadjara Hassan Chékarao dit Zeinabou who made her third attempt to escape from slavery and this time managed to avoid recapture. Hadjara had been on the run with her two children for two weeks before she met with a Timidria member in late January 2012 who in turn contacted the President of the Dakoro sub-section. Once informed, Timidria contacted the Gendarmerie who secured the release of Hadjara’s mother, three sisters and a young brother and arrested the master and his wife. Maman Azaria and his wife Gaibi Sadeck were held in custody although Gaibi Sadeck was promptly released on bail as she was breastfeeding a small baby and her husband was released after a week on condition that he pay a fine to the victims. The case is therefore pending. Timidria is providing shelter and the Red Cross has committed to providing longer-term economic support. This case highlights Timidria’s strengths, namely:

- Widespread membership means informed people are at hand to provide initial support to those fleeing slavery and to contact others;
- Timidria supported Hadjara’s approach to the Gendarmerie and provided legal advice which enabled other slaves to gain their freedom;
- Awareness-raising in that locality, in particular recent magistrates training in Maradi, is believed to have improved the response of the local authorities (political and legal) in responding to Hadjara’s escape;
- Timidria’s lawyer will now follow the case before the courts;
- Timidria used its links with the Red Cross to secure assistance to complement its own capacity to support.

6.2 Relevance – how far the project empowered target groups

Details of the project's significance with respect to specific needs and how it contributed to rights awareness

The project identified two main types of specific needs: the **economic needs** of individuals of slave descent including the broader economic needs of that community and the **quest for justice** by those affected by slavery. It also sought to **raise awareness** with a view to hastening progress towards eradicating descent-based slavery. The project was relevant to meet these needs providing economic and legal support to individual victims of slavery and the broader community affected by slavery. Faced with entrenched slavery practices in each country, the extent and duration of the project meant it was essential to be targeted and selective. The project was also appropriate in the sense that it played to the strengths of the partner organisations. Good links with the slave communities provided relatively easy access to victims and meant they are able to provide physical and psychological support to them reducing the risk of reprisals and other negative consequences when pursuing justice.

Economic needs of individuals of slave descent

All partners shared the analysis that economic autonomy is essential if someone recently released or escaped from slavery is to withstand pressure to return to their master and to begin to address the stigma attached to their status. There are numerous examples of achievements in this regard.

In **Mauritania**, SOS Esclaves provided micro-credit loans to 37 women in six different locations. I was able to meet with six women in Nouakchott and made the following observations:

- They explained how many others, including some from the slave-holding community, had approached them asking if they could join the scheme. This indicated a reduction in the stigma attached to their status as former slaves.
- Salecka Mint Abedellahi explained that she had escaped from slavery four years ago thanks to the support of SOS Esclaves. She now dyes and sells fabric as well as hiring out cooking pots for weddings and other big events. These activities enable her to feed her eight children and some go to school. '*Maintenant, nous sommes comme les autres femmes*' (We are now like other women).
- Maninya Mint Bilal had been enslaved since birth and the work she was required to do increased when her parents died. She is now married and her

husband has no work. With the money she earns dyeing and selling fabric, she is making bricks with a view to building herself a home.

In addition, SOS Esclaves advocates on behalf of former slaves for state support, for example, see **case study 2**, Moulkheir Mint Yarba. Using other funds, SOS Esclaves has also established a training centre to enhance the autonomy of former slaves. A larger-scale state-funded initiative could build on the positive experience of this training centre.

In **Mali**, Gari provided goods and credit to secure a livelihood for Iddar Ag Ogazide, see **case study 4**.

In **Niger**, Timidria is involved in impressive micro-credit work funded from other sources. For example, they have provided micro-credit and thereby restored the dignity of two groups of women in the village of Zongon Ablo where former Wahaya had sought sanctuary but remained ostracised and despised by other villagers. They are also establishing community schools in another area.

Economic needs of broader slave descent communities

In **Mali**, Gari's approach, known as Muso Jiguiya Ton – Union of Hope, is broader but also includes micro-credit to women of slave descent. They formed 12 groups of between 28 and 30 of the poorest women in a given community. Gari engages with the group to reach an agreement with them about their greatest needs and provides what it can. This might be training and micro-credit loans, but also includes information about health, democracy and human rights. I was not able to meet any of these beneficiaries due to the security situation.

In **Niger**, the October 2010 election of the first Kel Tamacheq of slave descent, Malick Asma, as a Chief, has the potential to ensure that inhabitants of his area, who are mostly of slave descent, benefit from more equitable development and can therefore address their own economic needs in the long term. This election was due to Timidria's sustained work to empower that community.

Seeking justice

I met each of the three lawyers (one in each country) who received funds through this project to pursue slavery cases before the courts. In each case, the lawyers were from outside the ethnic group most affected by slavery and two of them felt that this was an advantage as they could be seen as more independent. All spoke of the slowness of judicial procedure and the lack of real judicial independence, with the **Mauritanian** lawyer stating categorically that all decisions were politically motivated. The role of the NGOs in pursuing slavery cases is vital, as the state apparatus does not actively seek to prosecute or arrest people accused of slavery. Given these technical and political problems together with the inbuilt power balance in favour of the masters, the achievements made as a result of this project are very significant.

Some individual cases are mentioned below – see Section 6.1 – Output 2. International rulings also play a role. In **Niger**, Timidria’s lawyer said the ECOWAS judgement has removed any room for doubt that slavery exists and is punishable by law although the former president of Timidria felt the government did not learnt its lesson and take other pro-active steps towards eradicating slavery. In **Mali**, Temedt’s lawyer spoke of the value of pursuing cases and would aim to take cases to the ECOWAS court, once national remedies are exhausted. The selection of such case would be important to maximise its standard-setting impact.

Rights-awareness

This aspect of the project’s work runs through many activities:

- One form of rights awareness is the garnering of extensive community-level support for each of the partner organisations. They each have a large membership which has steadily increased as a result of this project. Temedt emerged in 2006 from its first Forum which brought together 3,500 people and focused on a wide range of discriminatory practices against those of slave origin within the Kel Tamacheq population. It now has 30,100 members. Timidria has 350,000 members who pay a fee for three years’ membership. This has enabled the organisation to fund some of its own activities and purchase some land for former slaves. SOS Esclaves has been recruiting members across the population and the numbers are steadily rising. Provided someone is prepared to recognised that descent based slavery exists they can join and SOS Esclaves is proud that some of its members are from families who had previously held slaves.
- Each partner has also raised awareness by organising trainings for magistrates and other judicial officials. In **Mali**, Temedt’s awareness-raising activities and legal case work increased the pressure of the government to the point where in 2009 the Ministry of Justice issued a Circular to the three Public Prosecutors raising concern that cases involving slavery were being handled too slowly and ordering them to be processed assiduously.
- In **Mali**, in February 2010 Temedt’s lawyer was warmly welcomed by the president of a court in Gao. The president who had attended a Temedt event said he valued the diligence of Temedt’s lawyer in pursuing slavery cases.
- In **Niger** in January 2012 soon after an awareness-raising campaign in Dakoro district Hadjara Hassan Chékarao dit Zeinabou escaped from her slavery and approached Timidria for help. Her two children, four brothers and mother are now also released, and living in a house provided by a member of Timidria with financial support from the Red Cross. It is believed the training of magistrates in the region influenced their response to the case. See **case study 7**.
- Another form of awareness-raising was underway in **Mali**. Temedt had begun to approach presidential candidates to lobby for them to make clear their

policy on slavery in the elections planned for April 2012. The military coup obviously prevented this activity from completion.

- The December 2011 National Day speech by **Niger's** head of State is a clear result of raising awareness about the issue of slavery. President Issifou Mahamadou referred to the report on the Wahaya (produced by Timidria) and stated his commitment to create the conditions to make freedom and equality a reality for all.
- In **Mauritania**, SOS Esclaves' close cooperation with the visiting Special Rapporteur on contemporary forms of slavery, raised their profile and awareness of their role among government officials and members of the international community within Mauritania.

More about the relevance of the project approach emerges at the end of Section 6.5, where the approach is analysed after examination of each of the intended outputs.

6.3 Equity

How project had impact on the most disadvantaged groups

Discrimination on the basis of gender and socio-economic group underpin the notion of slavery, so in that regard, all the activities aimed to provide support to the most disadvantaged groups in society. Women were singled out for the economic assistance activities as the most vulnerable within those of slave descent. As seen above from the feedback given by individuals who have benefited from micro-credit support, it has enabled those people to regain their dignity as they provide for themselves and are able to send their children to school.

The project included gender training for all partner organisations which they stated had been beneficial and had informed their approach. However, the organisations themselves are all male-led and male-dominated and they are aware of the need to tackle this. More attention is required in this area before full equity is achieved.

HIV/AIDS is not a high profile issue within this project. Gari raises it along with other health issues, for example, fistula which is a more major concern given the prevalence of early marriage and the relatively low HIV/AIDS prevalence.

As there is no special focus on children, none of the partners had signed a child protection policy with ASI. The work carried out by partners does however bring them into frequent contact with particularly vulnerable children so a policy might have been appropriate. The partners are familiar with the needs of other donors for child protection policies and so would be willing to enter into such an agreement with ASI.

6.4 Efficiency

How funding, internal resources and procedures contributed to or hindered the achievement of results

There was a uniform acknowledgement that the partnership between ASI and the individual organisations in Mali, Niger and Mauritania was hugely beneficial and respectful. People spoke of a true partnership with a common sense of purpose. There was a sense of a genuine exchange of views, shared approaches and real support.

For SOS Esclaves and the Malian partners, this project became a substantial part of their activities and enabled them to make the step change of having an office and employing minimal staff. While these are important in their own right, the greatest impact of these changes is increased confidence and visibility. Capacity-building activities – including training on drafting project proposals, planning and monitoring/evaluation using the Most Significant Change methodology together with mentoring on individual issues – were much appreciated by all the partners and had enabled them to attract alternative sources of funding. However, it was only SOS Esclaves which regularly produced press statements to make their work more widely known.

In terms of reporting, each of the partners provides regular reports to ASI. In addition, the lawyers funded by the project also report directly to ASI. SOS Esclaves and Temedt were able to trace these easily for reference during evaluation meetings, although the final reports were largely written by the organisations' presidents. Temedt also provided reports prepared by Gari. SOS Esclaves also had to hand a dossier of media coverage of their work and slavery in general. Timidria's retrieval systems were less efficient. The transfer of leadership to Ibrahim Habibou had not been smooth and this may explain the loss of historic records by Timidria – it was clear that reporting was the responsibility of the president, rather than office staff.

Each of the organisations has struggled to provide ASI with clear, timely, accurate financial reports. Some activities seemed to take place before specific funds had been dispatched, for example, indicating that budget lines could be crossed for expediency. Reporting has recently improved in Mauritania and in Niger (where this project is around 20% of their total budget) this role is efficiently played by a board member. In Mali the records kept are detailed so it may be the analysis of this information is the problem. There is no indication that these technical shortcomings have affected the delivery of activities and so ASI has not felt it necessary to carry out exceptional audits, despite Oxfam-Novib doing this in Niger with Timidria's accounts.

6.5 Effectiveness – Output by Output

How far the intended outputs and results were achieved in relation to the logical framework and how effective the project approach was

This section will provide information about achievements under each of the targets set in the original logical framework. It will follow with an analysis about how effective the project approach was.

Output 1: Research Studies

This aspect of the project proved a challenge and the outputs represent a compromise compared to the original plans which included the idea of individual country reports brought together with a regional overview. Only the research study on Niger had been made public by the end of the project. The launch was well-planned and the impact considerable. The research study on Mali is completed and comprehensive but was not yet available in country and the launch will likely be delayed by the military coup. The Mauritanian study had to be shelved. The initial idea of a regional survey of slavery began to disappear as delays in the individual reports became apparent.

In **Mauritania**, despite the author being a member of SOS Esclaves and a renowned academic, the report lacked clarity and even lacked a clear conviction that slavery persisted. When ASI and SOS Esclaves went back to the researcher with further questions, the researcher said he no longer had access to his own field notes. The problems faced by the research element highlight the political sensitivity of the issue itself. In addition, three key players encountered serious lengthy health problems at crucial stages. In the light of these difficulties, this research project has been aborted. However, various people interviewed for this evaluation mentioned the need for a clear report on the nature and extent of contemporary slavery in Mauritania.

In **Niger** the research was intended to build on a 2004 Timidria publication on the overall nature of slavery in Niger. Instead the 2011 report was a simpler one focusing on the issue of Wahaya, or practice of the 'Fifth Wife', as a form of slavery featuring ten case studies. It includes an explanation of the phenomenon and how it relates to national law and international human rights law and recommendations as to how to eradicate it. It was launched in November 2011 in Tahoua, a region where this practice is common. This was part of the strategy. In addition, the participants were carefully chosen. Timidria activists, women who had been Wahaya and a former slave woman who has offered former Wahaya substantial support, and the leader of a Niamey-based NGO who is the son of a slave-owning family and

organised their release, spoke to the audience comprising among others religious leaders, customary chiefs, local civil society and other local officials. A few days later, the President of the Republic referred to this report in his message to the nation on National Day and committed to eradicating this practice. The President referred to the report as written by two 'fellow citizens', which the author felt was significant in terms of acknowledging the validity of the report's findings. This report, although shorter and more limited in scope than originally intended, has raised the organisation's profile opening up new opportunities for Timidria to pursue its goals.

The report on **Mali** has strong potential to have an impact within the country although its launch will have to wait for the political situation to stabilise. It is a very comprehensive report which has been published in book format in Paris. This increases its potential for impact on decision-makers, although a more accessible format would be required to reach a wider audience and the many members of Temedt.

This research aspect of the project presented the most problems. Timidria alone had prior experience of producing a report based on its own research. None of the partner organisations had in-house expertise to conduct this research, and so success relied on defining a research project, identifying a good research team and overseeing the writing and publication which was not achieved in Mauritania. The political sensitivity of the slavery question may explain why the researcher did not clearly state that slavery existed in Mauritania. Unfortunately, the researcher was not available to meet with me. The outcomes were further handicapped by the fact that the ASI staff member responsible for oversight had a prolonged period of absence at a crucial phase. Two SOS Esclaves representatives involved in the research also suffered serious medical setbacks. Perhaps with stronger outside support, closer staff involvement in the research itself and capacity-building in research skills and managing research, the results would have been stronger. Since that experience, SOS Esclaves has successfully produced a joint research report on the prevention of inter-communal land conflict.

Output 2: Legislative framework

There has been significant, if slow, progress in this regard. At the beginning of the project, there was a law criminalising slavery in Niger only and that was not applied. Other legislation which could be applied to punish aspects of slavery was not used in any of the three countries to condemn slavery. The progress has been slow, but noteworthy.

New legislation:

In 2007 **Mauritania's** parliament passed a law which punishes slavery and it was first applied in November 2011 when Ahmed Ould El Hassine was sentenced to two years' imprisonment. The new law is a definite improvement on the previous one which offered compensation to masters. SOS Esclaves is continuing its advocacy to strengthen the new law, including with the OHCHR in Nouakchott and the Special Rapporteur on contemporary forms of slavery. SOS Esclaves is demanding the right to constitute itself as plaintiff (*partie civile*) on behalf of victims of slavery, and had sought legal advice from Timidria's lawyer to strengthen their argumentation. The draft law in Mali contains this provision.

Another shortcoming which SOS Esclaves is trying to address is raising awareness about the law in the face of a clear lack of political support for the law. An advisor to the Ministry of Justice told the evaluation that if the law is to be forcefully applied, his Ministry needs to allocate resources to raise awareness about it and train gendarmes and others performing their criminal investigation role (*Officiers de police judiciaire*). Money is found to conduct seminars on HIV/AIDS but there has been no attempt to communicate messages about the slavery law to those who should be applying it in rural areas. SOS Esclaves' lawyer said it is left to NGOs to play the role of gendarmes. Niger's Minister of Justice told the evaluation that there too the anti-slavery law requires more than just distribution – all those involved in applying the law need to be made more aware of how to ensure it is respected.

The mention in **Mauritania's** constitution that slavery is a crime against humanity is seen by some as a real breakthrough as this means it non-prescriptible. This is something which could be explored by ASI and SOS Esclaves as a possible avenue for lobbying.

In **Mali**, Temedt hosted a workshop for magistrates and judges in 2011 on international legislation prohibiting slavery, opened and closed by the Minister of Justice yet this ministry had previously been unwilling to participate or support Temedt's. The workshop acknowledged the need for a specific law on slavery, which Temedt has now drafted with input from Timidria, SOS Esclaves and Malian experts. Prior to the military coup, Temedt had been building on this opening with the Ministry of Justice to push for a new law.

More prosecutions:

Even without specific legislation in Mali, all three lawyers remunerated as part of this project have managed to secure some progress before the courts.

In **Mauritania**, the first ever conviction using the specific law on slavery is a major achievement and is being heralded as a major break-through. SOS Esclaves and their lawyer are not alone in being rather sceptical about this event as it came just a few months before the return visit of the Special Rapporteur on contemporary forms of slavery and is unlikely to have happened without political support. See **case study 3**.

Another conviction was achieved in **Mauritania** brought using other legislation. On 16 January 2011 Oumoumoumine Mint Bakar was found guilty of enslaving two girls and given a six month prison sentence for child labour. This case raised concerns as the sentence was light, the woman was released on bail and then acquitted after 12 days in jail on appeal, and the mothers of each of the two girls were also given a suspended sentence as they were found to have received payment for their daughters' exploitation.

In **Mali** in October 2011 the first master appeared before the examining magistrate in Gao on charges of slavery as a result of Temedt's persistence. The master denied any responsibility for the exploitation of Iddar Ag Ogazide, claiming that he had been paid for his work. The next hearing was delayed as the judge fled Gao for safety in Bamako, but was scheduled for April 2012 although the military coup will have delayed these plans. See **case study 4**.

Even when judgements remain elusive, a former slave in **Mali** such as Nalewate walet Litni is able to send her ten-year old son to school thanks to an interim out-of-court settlement. She is also proudly married to a man of her choice and has a baby daughter. This is a case where Temedt actively intervened to get her released as they had heard of her efforts to escape. Temedt's lawyer is pursuing the case.

In **Niger**, Saley Abouba received 18 month-suspended sentence in September 2011 on charges of defamation. He was found to have insulted Hassan Adamou by calling him a slave as a wedding in May 2011.

Other judicial progress:

The major breakthrough was the 27 October 2008 verdict of the ECOWAS Community Court condemning Niger for failing to protect Hadijatou Mani from slavery. This generated widespread media attention in Niger and beyond. Hadijatou Mani received various international awards for her courage and the potential influence of her case, which generated further publicity.

ASI and its partners have been able to strategically exploit the ECOWAS verdict throughout the project. The Nigerien lawyer who defended Hadijatou Mani, together with international lawyers, and who has been funded through this project has used the verdict to argue in defence of others pursuing slavery cases before the national courts. Since the judgement, ASI and Timidria have ensured that all magistrates have a copy of the verdict. The Malian lawyer funded through this project is keen to similarly pursue his cases through international courts, if national remedies are exhausted. While the verdict was categorical in terms of finding Niger guilty of slavery, it was less clear on the question of discrimination based on social status and gender which ASI intends to pursue together with its West African partners.

In all countries the persistence of the lawyers remunerated by this project has put pressure on the courts, gendarmerie and judges to pursue cases, with the result that each lawyer has some 10-15 cases pending at various stages within the system. Some of the cases they began pursuing have been settled out of court on the decision of the plaintiff.

In **Niger**, there are several cases which have been through many stages of appeal and two are now awaiting a final hearing before the exceptional '*Chambres réunies*'. This is a plenary session of the country's most senior judges. One concerns the case of whether Hadijatou Mani's marriage to her master was legal and if so, whether her current marriage of choice constitutes bigamy, as her former master is alleging. The other concerns an outstanding land dispute which the lawyer began before the life of this project. Without sustained attention, such cases would easily remain blocked.

In **Mali** it generated a circular from the ministry of Justice to process slavery cases diligently. See **case study 6**.

Training of magistrates and other judicial officials:

The three capital-based partners have conducted several trainings with magistrates and others involved in the judicial process, including gendarmes. In the Dakoro case in **Niger** (see **case study 7**), the training of magistrates is believed to have had an impact on their response to an escaped slave and hastened the release of others still held. In **Mali**, a magistrate involved in these trainings said that the establishment was beginning to listen to the pressure from Temedt – previously the organisation was stigmatised, now the Ministry of Justice is prepared to be associated with its trainings. An adviser to the Ministry of Justice in **Mauritania** regretted that it is left to NGOs to train magistrates, judges and gendarmes, indicating a lack of political will to apply the new law, but emphasised how important their trainings were.

Output 3: Governments put in place policies and mechanisms to address slavery

The three capital-based partners have increasingly engaged with government during this project. SOS Esclaves has direct access to the Prime Minister and, rather controversially, the president of Timidria has been appointed as a special human rights adviser to the President of the Republic. Discussions are underway within Timidria and between Timidria and ASI around the potential conflict of interests.

In none of the countries is there real evidence of a national plan of action or clear, effective policies to address slavery. This is mostly for national political reasons – the slave holders' community is in power in Mauritania and exerts influence over the political establishment in Mali and Niger. It is also because the partner organisations are either community-based (Mali and Niger) or used to a confrontational role with government (SOS Esclaves operated illegally for many years prior to recognition in 2005). So, effectively lobbying for government reform is neither easy in these circumstances, nor were the partners best equipped for this. This project has helped the partners to better engage by raising their profile, increasing their professionalism and putting their work more into a human rights framework, heightening awareness of the issue of slavery – it is now only parts of the Malian and Mauritanian governments who continues to reject the reality of slavery - by building a network within which to share experience. There are several examples of partners' engagement during the life of this project.

In **Mauritania** the government has set up an economic programme focusing on development for communities of slave descent, known by the acronym PESE. This is intended to eradicate the vestiges of slavery, and has no mandate to confront slavery itself. Despite its shortcomings, SOS Esclaves has engaged with PESE and successfully sought assistance for Moulkheir Mint Yarba (see **case study 2**) and several others, and has applied for funding to support Sellama Mint Mbarek and Maimouna Mint Mbarek (see **case study 1**). The interim coordinator of PESE said that with more funds the programme would be better able to handle urgent cases and work closely with SOS Esclaves on these issues. However, it has so far not sought a pro-active role beyond its softer development one. Others referred to PESE as an opaque programme or as something totally inadequate to meet the vast needs of addressing generalised discrimination and the needs of specific current victims of slavery.

In **Mauritania** there is also a prevalent government message that with Haratine (those of slave descent) in key positions, the issue of slavery is one of the past. A pro-government parliamentarian abhorred the practice of slavery and agreed that individual cases should be pursued in court; however, felt the real problem was one of economic disadvantage. He quoted his own experience as the son of a slave woman while underplaying the fact that his father is a member of the elite.

In **Mauritania** and **Mali** both national human rights commissions are ill-equipped to deal with slavery. In both these countries the President of the commission was engaged on the issue in terms of appreciating the work done by SOS Esclaves (although the president of the Mauritanian commission did admit that he had previously been very suspicious of their work) and Temedt, but not ready to take a lead in driving an action plan. In **Mali**, the CNDH was looking to Temedt for support and evidence with which to pursue the government on slavery as this was the only UPR recommendation the government completely rejected, categorically denying slavery.

In both **Mali and Niger**, partner organisations are involved in following up the UPR recommendations: Timidria has been invited by the Minister of Justice to join a government seminar on the issue and Temedt was invited to support the CNDH in its follow up.

In **Niger**, the President of the Republic's December 2011 speech provides a starting point for a government policy to eradicate slavery. And the President's selection of Timidria's President as his advisor offers another opportunity to influence that policy. This and the appointment of other Timidria members to official positions does however raise a question for Timidria about how it wishes to operate in future. ASI has raised concerns about the potential conflict of interests and the issue is on Timidria's national council meeting agenda for May 2012.

Another way of influencing government policy is to lobby international stakeholders with influence over the government. ASI was instrumental in the establishment of a special UN mechanism on slavery and once it was set up, ASI and SOS Esclaves joined forces to ensure that the Special Rapporteur on contemporary forms of slavery gave priority to the situation in Mauritania. Her second only visit was to Mauritania in October 2009 and the report in August 2010 was strongly worded. SOS Esclaves ensured the Special Rapporteur was able to meet with victims of slavery and now plays a key important role in the follow up which includes establishing a route map for the implementation of her recommendations. One international spokesperson particularly valued SOS Esclaves role as one of mediator – a voice of reason - between the polarised debates on how to implement these recommendations and broader slavery questions.

Output 4: Increased capacity of civil society organisations to campaign on slavery issues and advocate at national and international levels and share good practice

All partner organisations mentioned their increased capacity and confidence in campaigning on slavery issues. For Temedt and SOS Esclaves, this project had enabled them to have their first office and first paid staff members, which has raised their profile and their potential to influence. Each is a member of national networks of NGOs which work on a range of human rights, democracy, and development issues.

This increased capacity has opened the door to other sources of funding. SOS Esclaves had its first collaboration with UNICEF and received funding from the Baring Foundation, MRG, OSJI and Agir Ensemble; Temedt had additional funding from the American Bar Association – Rule of Law Initiative and ISLP. The contribution of this project to Timidria’s funding is more limited and so had less impact on their potential to attract other funds, though it did receive funding and support from Interrights for the Hadijatou Mani case. ILRF also helped Timidria challenge the preferential treatment of Niger by the US Trade report on the grounds of its failure to challenge slavery.

It is probably in **Mauritania** where the partner organisation has been most active and successful in developing a civil society network on the question of slavery. Some of these relationships pre-date this project when all independent NGOs were banned and so worked together clandestinely. Now, SOS Esclaves has good working relations with a range of civil society organisations –including one with a very different approach – and together they can bring pressure to bear more effectively on the authorities. Together they have issued joint statements, hosted visits to the field with the Special Rapporteur on contemporary forms of slavery, and organised a hunger strike, for example.

In **Niger**, Timidria is building up a small network of civil society organisations active on slavery. Some said this was developing better since the change of leadership within Timidria with the new President more open to working with an organisation such as RDM-Tanifili, which is led by a former slave owner. This may be an effective strategy – for example, RDM-Tanifili’s president shared the Timidria platform when launching the Wahaya report. Relations with ORDH: Alhakan Nana, founded by the former President of Timidria, remain strained.

In **Mali**, Temedt seemed more isolated. The national human rights NGO, AMDH, was not available to meet the evaluator. Temedt considers them to be close to government. Temedt was however well respected by those met for its work which remains largely identified with the Kel Tamacheq community.

On an international level, SOS Esclaves has had a high level of exposure – attending sessions of the African Commission on Human and Peoples’ Rights and

meeting with the UN Special Rapporteur. Both SOS-Esclaves and Timidria travelled to the UK and France for the Anti-Slavery award in 2009, taking the opportunity to engage in advocacy with government stakeholders in these countries as well. ASI also facilitated Timidria visits to the US to meet with the State Department and to Spain to meet with the Spanish Bar Association in relation to the Hadijatou Mani case.

Output 5: Victims of slavery, especially women, achieve economic self-reliance and improved self-esteem

Examples of these cases were provided under **Relevance**. Please refer to section entitled: *Economic needs of individuals of slave descent*.

Analysis of the project approach:

The multi-faceted approach, incorporating research, legal activities, government lobbying for clear anti-slavery policies, capacity building of partners and economic support to individual victims of slavery, proved to be both logical and appropriate at this relatively early stage in the struggle against slavery.

An end to impunity for slavery and increased awareness would likely lead to a sharp reduction in the number of slaves. If that were to happen, the current project approach would need to change, as addressing these extensive economic needs would require resources beyond the means and scope of these organisations. However, ending impunity for slavery requires a shift in political will which to date remains elusive. Until that happens, the project's approach of meeting the needs of individual victims and raising awareness within the affected communities together with its longer-term aim of ensuring governments establish policies and mechanisms to meet these needs remain key.

The need for research was clearly and appropriately identified but not adequately met by this project for reasons explored under Output 1 above. The research conducted in Mali and Niger may have raised expectations for more, but the need for basic reliable research remains acute in Mauritania.

With hindsight, there are other elements that could have been incorporated. For example, a focus on land reform as a means of ending discrimination against former slaves and those of slave descent would have added value to the project's work. In addition, an exploration of the link between slavery and conflict would have been interesting and could lead the use of some conflict-prevention methodologies in addressing the underlying problems caused by slavery. SOS Esclaves together with ASI has conducted a study (not funded by DFID) on how to prevent inter-communal conflict which touches on access to land and other sensitive issues. This could form the basis of further work. Other recommendations are listed in Section 7.

6.6 Impact

The broader consequences of the project and how it contributed to the overall CSCF objectives

In addition to the impact noted under each project output, and as stated above, this project has raised the profile of each of the partner organisations, putting them onto a different organisational footing and enabling them to raise other funds and to participate in other forum. A good example of this progress would be SOS Esclaves' constructive and authoritative involvement in defining the route map to implement the findings of the Special Rapporteur on contemporary forms of slavery. This is due to their enhanced professionalism and greater visibility.

The partner organisations were already largely viewed favourably within their own communities – those of slave descent. As a result of this project, they have become increasingly seen by others, including those in the international community, as legitimate representatives of those communities. For example, during the period of the evaluation, Temedt was in discussions with a development agency about assisting in social integration within populations affected by the rebellion. The military coup a week later has doubtless stymied this initiative, but it is nevertheless indicative of Temedt's standing. The growing acceptance of their legitimacy enhances their potential to impact on the underlying results of descent-based slavery, namely entrenched discrimination and poverty.

The close identity with a specific community has pros and cons. SOS Esclaves is trying to broaden its membership to include those of the slave-owning community, the research report on Mali refers to slavery in all ethnic communities and Timidria sought out a prominent former slave-owner to participate in the launch of their Wahaya report. These steps help to address calls for greater impartiality and to enhance the potential impact of the organisations' activities. However, their deep roots in the affected community are vital. They need to retain those roots to have access to the most vulnerable and to gain their trust. Growth sustained through this project has strengthened these roots. Further growth, while important, must take care to ensure the organisations remain relevant to their communities.

This project has contributed to various Millennium Development Goals in a modest way. It has helped to eradicate extreme poverty, promote gender equality and empower women through its micro-credit loan schemes. Through the empowerment of these women, their children have greater access to education, a reduced risk of child mortality and enhanced protection against diseases.

In terms of addressing core CSCF areas, the October 2010 election of Niger's first Kel Tamacheq of slave descent, Malick Asma, as a Chief, has enhanced Southern civil society's capacity (specifically that of vulnerable populations of slave descent) to engage in local decision-making and is a sign that Timidria itself was fully engaged with the community ensure their voice was heard. The fact this community now has a voice; this will in turn contribute to eradicating extreme poverty for them.

The project has also built the capacity of the partner organisations to engage in national decision-making processes which also involve global advocacy. SOS Esclaves is part of the working group following up on the Special Rapporteur's visit and ensured her visit included contact with those directly affected by descent-based slavery. Timidria and Temedt are involved in implementing the recommendations of the Human Rights Council Universal Periodic Review. These activities complement ASI's strong track record on advocacy including with the Special Rapporteur, the UPR system and the African Commission.

Areas where the project has contributed to raising awareness of rights have already been mentioned. And, much of their work could be described as delivering services in difficult environments – working with the most vulnerable within communities where many are similarly at risk requires negotiation and patience to build trust and to be accepted. Gari takes a long-term approach working with the community, selecting the most vulnerable, working with them to identify their needs, negotiating with community leaders reaching an agreement about the type of assistance available – training for some, financial support and training for others.

6.7 Sustainability

The potential that the impact achieved and delivery mechanisms can continue without external support

As stated, this project has made a substantial difference to the partner organisations in terms of their profile, their status, and their range of expertise and that will remain well after this project ends. However, the project's goal of eradicating slavery is a long-term one better suited to long-term funding, than project-based funding. The Niger research project can be considered complete, but most other activities have made progress and raised expectations. For example, the success of micro-credit loans has resulted in request from many others of slave descent, and the success of ensuring slavery featured in the Human Rights Council's Universal Period Review process means Temedt, Timidria and SOS Esclaves are each invited to be part of the implementation of the UPR recommendations and conclusions.

The fact that each of the organisations has a large membership/supporter base, their profile within their communities is likely to be maintained even without extra external funding. Indeed, much of the work performed by these organisations in Mali, Mauritania and Niger, and especially that which is done at local level, is carried out by unpaid volunteers, some of whom act as focus points, and they do each raise funds from their own supporters. However, increased awareness and a larger membership bring raised expectations, so further external support is needed if this level of work, including its variety of activities at national level, is to build on the experience gained by this project. For example, local supporters of Timidria may provide their own fuel to follow up on a case of an escaped slave and provide shelter, but they cannot organise a magistrates' training session without external funding.

Without the continued partnership with ASI, this situation could appear very precarious. However, ASI sees their partnership with the organisations in Mali, Niger and Mauritania as a long-term commitment and is actively seeking further funding to continue the types of activities contained in this project and additional ones. In February 2012, ASI hosted a meeting with all the partners to discuss next steps which included possible collaboration strengthening governance, programme management, support for legal cases, economic assistance, advocacy in general and specifically on the Wahaya report, perhaps including further research on the issue in northern Nigeria.

Each of the partner organisations has received other sources of funding during the life of this project and SOS Esclaves particularly has noticed a substantial change in those prepared to fund them due to the way this project has increased their professionalism. The training they have received on drafting project proposals should also help them into the future.

The micro-credit loan schemes which are already running are now self-funding as the beneficiaries are beginning to repay their loans. However, if more money is available, the repayments would allow the schemes to be extended to others in need of similar support and would ensure effective oversight of these schemes.

Because of the long-term nature of this work and of the relationship between ASI and its partners, no exit strategy has been discussed and partners were somewhat anxious to be participating in the final evaluation without knowing what to expect. This was particularly acute for the few staff whose posts are funded through this project. Some of these concerns could have been avoided with clearer communications, although the multi-faceted links between ASI and these partners does make it difficult – some staff/board members were not clear precisely which activities were covered under the ASI/DFID project and there was a generalised optimism that the link with ASI and between the network members would continue.

6.8 Replicability

How transferable is the experience gained by this project

The fruitful exchange across the network of the three countries, but especially between Timidria and Temedt, implies that much of the project experience is transferable. Temedt certainly felt they had benefited from their early collaboration with Timidria which was invited to attend Temedt's inaugural Forum. Timidria is already known in northern Nigeria by its activities in southern Niger and so if there were to be a pilot project to test how transferable their experience is, that would be an excellent test case.

The combination of legal prosecutions, national and international advocacy, strong support in-country and international partnership is frequently used to improve respect for a range of human rights. The intensity and depth of community-level support seems quite particular within this project but may be transferable to other struggles where the victims are effectively a severely disadvantaged minority and endure multi-faceted forms of discrimination.

The division of labour between Gari and Temedt in Mali may have lessons for Timidria and SOS Esclaves. It does allow for one to develop their advocacy capacity, while the other can concentrate on providing economic support.

6.9.1 Contribution to CSCF Objectives

Please fill out the table below and insert the table into the evaluation report.

<p><i>Tick the relevant boxes and provide an explanation e.g. what were the key highlights.</i></p>	<p><input checked="" type="checkbox"/> Building capacity of Southern civil society to engage in local decision-making processes</p> <p>The project activities empowered partners in West Africa to improve the chances of communities of slave descent to be heard. The election of Malick Asma in Niger is probably the clearest example. They have also influenced the criminalisation of slavery by their own engagement.</p>
	<p><input checked="" type="checkbox"/> Global advocacy</p> <p>ASI has exposed their partners to international advocacy fora to the extent that they are now involved in following up UPR recommendations nationally and engaging with the Special Rapporteur.</p>
	<p><input checked="" type="checkbox"/> Innovative service delivery</p> <p>The combination of many activities, including legal actions, legal reform, community-based awareness raising, micro-credit and high level advocacy is an innovative way of addressing an acute form of discrimination.</p>
	<p><input type="checkbox"/> Service delivery in difficult environments</p> <p>Your explanation and comments...</p>

6.10 Contribution to the Millennium Development Goals (insert the table below into the evaluation report)

<i>Only list an MDG if it was the focus of the project outcome/purpose.</i>	
MDG	Brief Justification
<input checked="" type="checkbox"/> Eradicate extreme poverty and hunger	By providing micro-credit, the project has enabled people of slave descent to avoid extreme poverty and hunger. By giving more of a voice to those of slave descent, it is expected that this will eventually reduce their exclusion and enhance their access to sustainable livelihoods.
<input type="checkbox"/> Achieve universal primary education	
<input checked="" type="checkbox"/> Promote gender equality and empower women	The project aimed to address profound gender discrimination which is a long-term aim and succeeded in bring autonomy to some women of slave descent.
<input type="checkbox"/> Reduce child mortality	
<input type="checkbox"/> Improve Maternal Health	
<input type="checkbox"/> Combat HIV/AIDS, malaria and other diseases	
<input type="checkbox"/> Ensure environmental sustainability	
<input type="checkbox"/> Develop a global partnership for development	
<input type="checkbox"/> None of the above	

6.11 Lessons Learned

Approaches to Empowerment and Advocacy

- **Ecowas judgement:** The condemnation of the state of Niger for slavery by the ECOWAS court in 2008 was a very important victory for Timidria, ASI and other activists. The initial high profile publicity and awards for Hadijatou Mani have inevitably waned though her case before the Nigerien courts remains a sensitive one for the authorities. Hadijatou Mani's presentation at the Wahaya report launch was important to highlight that justice is possible. However, it is also clear that despite such an important judgment, much remains to be done to bring about fundamental change with regard to Wahaya and slavery more generally. A specific impact assessment of the work around this court case should inform the selection of future standard-setting cases.

Approach to Equity

- **Gender:** Progress in terms of gender equality is particularly slow when dealing with a target group which already suffers from acute discrimination. To maintain the slow progress, gender should be mainstreamed in all future project activities.

Elements of Capacity Building

- **Partners' profile:** The partners working with ASI on this project are all closely associated with their own community – those of slave descent – which gives them an important form of legitimacy. SOS Esclaves has moved furthest towards becoming a human rights organisation focusing on slavery as part of its growth strategy. Timidria, Temedt and Gari largely remain Kel Tamacheq associations although all the partners do raise issues of slavery within other communities. This strong affiliation enhances the impact of partners in Mali and Niger. However, other human rights organisations in Mali and Niger have been slower to embrace the issue of slavery, perhaps because it is still largely seen as a Kel Tamacheq issue.

All partners have worked effectively with ASI on this project, but future activity on government's responsibility to provide sustained economic assistance might require other partners. And, partners reviewing their own progress and looking to their next areas of activity need to carefully consider whether to retain their community focus or diversify.

Aspects relating to Monitoring and Evaluation:

- **Research project:** An ambitious activity where partners have no or limited prior experience requires particular vigilance and substantial input. This should include playing an oversight role, providing training and or mentoring,

and direct, regular involvement with the research team. Setting up an independent review body, such as a research ethics committee, with representatives from each country should be explored in any future research initiatives.

- **Project design (including sustainability/exit strategy):** The multiple and long-standing links between ASI and these partners and the long-term nature of the work against slavery made it difficult to assess progress purely associated with this project. And, inevitably there is also tension between achieving strategic project aims and reacting to emerging events or trends. It seems partners though saying they had no problems with the reporting requirements, did not always give priority to providing ASI with sufficiently accurate information about their activities and financial matters.

Enhanced technical capacity would make future collaboration of this nature easier, but for this first major project together, more attention should have been paid to reporting requirements at the beginning of the project, including training/mentoring ensure these were not the sole responsibility of the president. Stronger monitoring and evaluation procedures would also help future activities to be more targeted and finite.

6.12 Information, dissemination and networking

A good example of sharing experience is the legal question of an NGO playing the role of plaintiff (*partie civile*) on behalf of a victim of slavery. This is permitted in Niger, is included in Mali's draft law, yet SOS Esclaves in Mauritania is facing a legal blockage about assuming that role. Timidria's lawyer prepared a legal note to strengthen SOS Esclaves' argumentation which has proved useful in the latter's lobbying activities.

None of the partners has a website nor does their work feature clearly on the ASI website. This certainly hinders the dissemination of their achievements and reduces their international profile. As mentioned above, their community-based nature may well be one of their best advantages and so it is perhaps understandable that developing a website has not been a high priority. However, as they aim to influence government policy and seek other partnerships, it would be helpful to have an electronic way to spread information about their work.

Section 7: Recommendations

Increase priority given to influencing government policy: This project has made considerable progress in making slavery an unavoidable issue in each country. Prosecutions before the courts must remain a priority, as they force the government to acknowledge the existence of slavery and send an important message to slaveholders that this practice is untenable. A number of people stated that now is the time to also deal with the issues that underpin this extreme form of discrimination which might include access to land, access to education, access to economic autonomy, as well as freedom of movement and freedom from overt forms of discrimination. While it remains important to avoid further stigmatisation, status-sensitivity should be factored into all development projects in these countries whether funded by government or international partners. The approach advocated by PESE in Mauritania is not enough. Targeting populations affected by the after-effects of slavery must be accompanied by specific pro-active measures to provide options for those still in slavery. SOS Esclaves' training centre is a good example but needs scaling-up to have significant impact. The somewhat contentious issue of reception centres for those escaping slavery also requires thorough examination.

Explore other legal avenues: The success before the ECOWAS court should be further exploited along with other international avenues to unblock the slowness of legal proceedings in each of the individual countries. The Malian lawyer funded by this project has set the future goal of taking cases to the ECOWAS court or the African Court on Human and Peoples' Rights. Another example might be that the classification of slavery as a crime against humanity in Mauritania's constitution could be exploited in national and international courts.

Explore links between slavery and social/ethnic conflict: This would increase and broaden interest in the issue and allow for the use of conflict prevention tools to address aspects of slavery. SOS Esclaves has conducted research with reference to the return to Mauritania of those deported in 1989 but there are other conflict-related issues to explore in each country situation.

Greater use of the internet: None of the partner organisations has their own website and ASI does not provide regular updates on developments on its website. Despite some strong successes, including a recent CNN piece of slavery in Mauritania, more, strong, case-based stories on the web would help to dispel the lingering belief among many that slavery no longer exists.

Build on participatory approach: Using the confidence gained by those benefiting from the micro-credit loans, the leaders of the successful micro-credit groups could be remunerated for setting up subsequent groups.

Enhance collaboration within the existing network: For example, exchange on issues such as governance, advantages and disadvantages of working with one ethnic group, positives and negatives about government policies aimed at devising a

'best practice', joint lobbying at African Commission, and widening the network to include northern Nigeria and Chad.

Explore how to broaden activism on slavery questions: Depending on the outcome of the above-mentioned exchange on the pros and cons of strong community affiliation, this may involve reaching out more to other, broader human rights and humanitarian organisations, so as to complement and not dilute the largely community-based approach of the existing partners.

Organise sub-regional campaign on access to land for former slaves and people of slave descent – this seems to be a key element to the discrimination faced by those of slave descent. It often appears as an element in the legal cases pursued during this project and the experience gained could develop into a focused campaign on this issue.

Continue building partners' capacity: Although growing in strength, the partner organisation would benefit from enhanced capacity to raise funds from a wider range of sources. Greater financial stability, including institutional funding, would enable them to recruit staff, build on their experience of monitoring and evaluation, reduce dependency on a few key individuals and learn from successes.

Section 8: Summary of lessons learned indicating with whom and how lessons should be shared

Ecowas judgement: This important judgement has had an impact, but no assessment has been done to ascertain whether it has been maximised. ASI, Timidria and Interrights should review the lasting impact of this standard-setting judgement and assess whether it was fully exploited. ASI and partners should select the next case for international attention in the light of learning from the Ecowas case.

Research project: The research element of this project proved difficult with mixed results, including no publication on Mauritania. An initial review of the process should be undertaken by ASI, taking into account the subsequent success of a research project with SOS Esclaves. This should be shared with partners and the individual researchers involved with a view to learning lessons for more successful planning for further research.

Governance: Personalised leadership closely linked to an individual has the potential to hinder effective work. ASI should continue its discussions on this issue with partners to encourage preparation for leadership change and other elements of organisational development. ASI should enter into specific discussions with Timidria about the problems it faces after an abrupt change of leadership and the potential conflict of interests as Timidria's current President is also an adviser to Niger's head of State and other members have been chosen for official positions.

Project design (including sustainability/exit strategy): The long-term nature of work against slavery and of ASI's relations with partners made defining a project with a clear beginning and end difficult. This contributed to the fact that ASI shouldered the majority of reporting requirements, although it was also due to lack of capacity within the partner organisations. ASI should review this experience and the effectiveness of its project management capacity-building activities with partners. This also touches on the issue of Governance with staff being insufficiently autonomous and trained to perform these roles. .

Partners' profile: All partners referred very positively to a real partnership with ASI which enhanced effectiveness in this project. ASI should assess if current partners (which are firmly rooted in their communities) are best-placed to accomplish future activities (see recommendations above). And, partners should consider their own future growth strategies and frankly assess if ASI's future plans continue to suit theirs.

Annex 1: Terms of Reference for Evaluation

Evaluation of CSCF project – Challenging Descent-Based Slavery in West Africa Terms of reference

The overall aim of this project has been the eradication of descent-based slavery in Mali, Mauritania and Niger. The key objectives identified as necessary for the achievement of this aim were the sustained implementation of national and regional anti-slavery legislation, as well as increased awareness of slavery and commitments to action aimed at eradicating slavery and related discrimination towards people of slave descent. These objectives were to be attained through activities such as research on slavery practices; awareness-raising at local, national and regional level; advocacy for anti-slavery legislation, legal reforms designed to promote equality/prevent slavery practices and policies to empower people of slave status/end discrimination; support for test cases to ensure the implementation of the legislative framework prohibiting slavery, and training for the judiciary on slavery and human rights. It was also considered necessary to build the capacities of anti-slavery NGOs to conduct these kinds of activities; to strengthen civil society in general, increasing collaboration within and across the three countries, and to empower victims of slavery and people of slave status through income-generating activities.

1. Description of this assignment

The purpose of the evaluation is to:

- Identify the impact of the project and ways that its impact can be sustained.
- Record and share lessons.
- Account to local stakeholders and funders for the project's achievements.
- Continuously improve project design and management and the guidance available to future CSCF grant-holders.
- Ensure that funds are used effectively and efficiently to deliver results (but the evaluator will not conduct a full audit).
- Enable DFID to monitor and evaluate the performance of the CSCF as a whole, making sure that the overall CSCF project portfolio is contributing to the reduction of poverty and demonstrating, for public accountability purposes, that the fund is an effective use of money.

2. Reporting

The Final Evaluation Report should be no more than 30 pages plus appendices, in Microsoft Word using Arial font 12. The report should contain:

a. Basic Information (1 A4 page maximum)

- Project title
- Agency name
- CSCF number
- Country
- Name of local partner(s)
- Name of person who compiled the evaluation report
- Period during which the evaluation was undertaken

b. Executive Summary (1 A4 page maximum)

c. Achievement Rating Scale (5 A4 pages maximum). **Please note that the overall achievement rating should have a score and a comment only.**

d. Full Evaluation of Project, including the following sections, with reference to the log frame and progress in relation to indicators where appropriate:

Relevance: Details of the project's significance with respect to specific needs and its relevance to country poverty reduction priorities.

- To what extent has the project contributed to rights awareness; whose rights and what impact has there been?
- How well did the project relate to the country's poverty reduction plans and DFID's country assistance plan?

Equity: Discussion of social differentiation (e.g. by gender, ethnicity, socio-economic group, disability, etc) and the extent to which the project had a positive impact on the more disadvantaged groups.

- How did the project actively promote gender equality?
- What was the impact of the project on children, youth and the elderly?
- If the project involved work with children, how were child protection issues addressed?
- How were the needs of excluded groups, including people with disabilities and people living with HIV/AIDS addressed within the project?

Efficiency: How far funding, personnel, regulatory, administrative, time, other resources and procedures contributed to or hindered the achievement of results.

- How well did the partnership and management arrangements work and how did they develop over time?
- How well did the financial systems work?
- How were the beneficiaries involved, how effective was this and what have been the benefits of or difficulties with this involvement?
- Were the risks properly identified and well managed?

Effectiveness: Assessment of how far the intended outputs and results were achieved in relation to targets set in the original logical framework.

- How effective and appropriate was the project approach?
- With hindsight, how would the implementers have changed it?

Impact: Details of the broader economic, social, and political consequences of the project and how it contributed to the overall objectives of the CSCF.

- What was the project's overall impact and how did this compare with what was expected? To what degree have the project objectives been achieved?

For example: *Has the legislative framework prohibiting slavery been strengthened in the countries concerned? Have laws specifically criminalising slavery been passed? Have those laws been applied? Have victims of slavery or related practices gained redress before the courts?*

*Have any other policies been adopted to end discrimination and empower people of slave status?
What has been the impact of anti-slavery legislation and slavery cases?*

To what extent has local, national and regional awareness-raising been conducted, and what impact has this had in terms of achieving the aim of the project?

To what extent have victims of slavery or related discrimination received legal, economic and psychosocial support? What impact has this had?

Has research been conducted on slavery across the three countries? What impact has this had?

To what extent has local, national and regional advocacy been conducted, and what impact has this had?

Has judicial training taken place, and what impact has this had?

Has the project built the capacities of anti-slavery organisations, and to what effect?

Has the project strengthened civil society, and what impact has this had in terms of the project aim?

To what extent have victims of slavery and people of slave status been empowered by the project – in general, and also specifically relating to micro credit projects?

Have there been relevant changes in attitudes, behaviours and practices among project stakeholders in the countries concerned (e.g. victims of slavery, people of slave descent, civil society actors, dominant classes, policy-makers, political/judicial authorities)? How are these changes manifest?

- Which of the following Millennium Development Goals did the project contribute to?

- Eradicate extreme poverty and hunger*
- Achieve universal primary education*
- Promote gender equality and empower women*
- Reduce child mortality*
- Improve Maternal Health*
- Combat HIV/AIDS, malaria and other diseases*
- Ensure environmental sustainability*
- Develop a global partnership for development*
- None of the above*

- Which of the following core CSCF areas did the project contribute to?

- Building capacity of Southern civil society to engage in local decision-making processes*
- Building capacity of Southern civil society to engage in national decision making processes*
- Global advocacy*
- Raising awareness of entitlements and rights*
- Innovative service delivery*
- Service delivery in difficult environments*

- Did the project address the intended target group, and what was the actual coverage?
- Who were the direct and indirect/wider beneficiaries of the project?
- What difference has been made to the lives of those involved in the project?

Sustainability: Potential for the continuation of the impact achieved and of the delivery mechanisms, following the withdrawal of external support

- Has the project generated lasting change towards its objectives?
- What are the prospects for the benefits of the project being sustained after the funding stops? Did this match the intentions?
- How has/could collaboration, networking and influencing of opinion support sustainability?
- How was the exit strategy defined, and how was this managed at the end of the funding period?

Replicability: How replicable is the process that introduced the changes/had impact? Refer especially to innovative aspects which are replicable.

- What aspects of the project are replicable elsewhere?
- Under what circumstances and/or in what contexts would the project be replicable?

Lessons Learned: Key lessons learned throughout the period of the project, which can be utilised to guide future strategies, projects or agencies working in development. It is useful to divide these into project, sector and broader developmental lessons.

- What elements of the project were most effective in achieving its objectives, and why?
- What elements of the project were least effective in achieving its objectives, and why?
- To what extent have outside factors influenced project outcomes?
- What were the major external challenges in the implementation of the project?
- What limitations did the project face? (internal)
- Were there any significant changes in the project design or the project context? What were the reasons for these and can any useful lessons be learned from this for application elsewhere?
- How did the project engage with poor and marginalised groups and support their empowerment most effectively?
- For whom could these lessons have relevance?
- How do the lessons relate to any innovative aspects of the project that were highlighted in the project proposal?
- How has the design of the project been amended as a result of lessons learned during implementation?

Information, Dissemination and Networking: Detail the mechanisms used for dissemination to outside project stakeholders.

- Have lessons been shared during the life of the project – with whom, and to what effect?

Recommendations: Recommendations for improvements based on observations during the evaluation process (e.g. for sustainability, future project design and management)

3. Methodology

- Conduct a desk-based review of project information including the following key documents:
 - The approved project proposal document.
 - The original project log frame and any subsequent amended log frames with the rationale for the changes.

- Annual Project Reports, including financial information.
 - Any case studies submitted to DFID.
 - Examples of lessons shared during the lifetime of the project.
 - Original baseline studies and any subsequent studies to show impact.
 - Other evidence of impact that the project team thinks is important. This could include anecdotes of decisions having been taken, policies or programmes that have changed or communication material that may have an impact on decision-making.
- Develop questionnaires for project evaluation.
 - Visit and interview project partners in the three countries to collect information on achievements and impact and difficulties faced by the project, including the management aspects of work.
 - Visit and interview project stakeholders in the three countries (e.g. victims of slavery, people of slave descent, civil society actors, dominant classes, policy-makers, political/judicial authorities), to include questions on the degree to which project has had the intended impact; and what could have been done differently or better, so that the lessons can be learned.
 - Hold final evaluation meetings with each project partner.
 - Provide at least one case study relating to each country (to be decided in consultation with ASI).
 - Conduct interviews with Anti-Slavery International staff, to collect information on achievements and impact and difficulties faced by the project, including the management aspects of work.
 - Present a preliminary overview of findings (via ASI) to partners in-country and receive comments from stakeholders before preparing the draft evaluation report.
 - Prepare the final evaluation report in English, complete with a summary and recommendations.
 - Submit the draft report to ASI for written comment before finalising the report, to minimise the chance of inaccuracies and to maximise ownership of the findings.

Contact throughout the process may be maintained with the Africa Program Coordinator at ASI, Sarah Mathewson. ASI and its partners will also take responsibility for arranging transport, booking accommodation and organising interviews with key stakeholders. The report should be presented to Anti-Slavery International in hard copy and electronic formats by 16/04/12. The report in draft form will be sent to Anti-Slavery International and project partners for comment. The final report will also be made available to colleagues at Anti-Slavery International on its website as well as to organisations and individuals working on similar projects and thematic areas that could learn from the experience.

Proposed timetable

Date	Days of work for CN	Task
Mid-Jan/mid-Feb	(4 days of work)	Sarah to organize flights and visas for Mauritania, Mali and Niger for Carolyn. Carolyn to review project documents; contact partners re. meetings to be scheduled; prepare a plan/itinerary for the evaluation (for ASI/partners' review); prepare questions for interviews, etc.
27 Feb	(0.5 day)	Travel to Mauritania
28 Feb – 2 March	(4 days)	Conduct interviews with partners and local stakeholders, including project beneficiaries with a view to providing a case study.
3 March	(0.5 day)	Travel to Mali
4 – 7 March	(4 days)	Conduct interviews with partners and local stakeholders, including project beneficiaries with a view to providing a case study.
8 March	(0.5 day)	Travel to Niger
9 – 12 March	(4 days)	Conduct interviews with partners and local stakeholders, including project beneficiaries with a view to providing a case study.
13 March	(0.5 day)	Return to London
Week of 19 March	(1 day)	Prepare and conduct interviews with ASI staff.
26 March – 13 April	(9 days)	Write up evaluation and submit for ASI review.
16 - 27 April		ASI to review and share translated version (summary) with partners. ASI to provide feedback + partners' feedback.
30 April – 1 May	(2 days)	Revise evaluation according to ASI feedback; submit final report. ASI to send to DFID.
Up to mid-May		ASI to finalise translation of report to share with partners.

Total: 30 days.

4. Specification of the Consultant

The consultant should be independent of all project partners, Anti-Slavery International and DFID. S/he should have experience in undertaking evaluations in the human rights sector, and should speak and write well in both English and French. Ideally the consultant would have experience of working with vulnerable communities in West Africa. The consultant should be available during the first quarter of 2012, when this evaluation is scheduled to take place.

5. Format for the Evaluation

The evaluation report format should be:

- Contents page
- Abbreviations and acronyms page
- Executive summary
- Achievement Rating Scale
- A short introduction to the project
- The evaluation methodology
- Findings from the evaluation in relation to the issues noted in bold above
- A summary of recommendations
- A one page summary of lessons indicating with whom and how lessons should be shared

These terms of reference for the evaluation should be included as an annex, as well as the name and contact details of the evaluator, along with a signed declaration of his or her independence from the project team. Other annexes could include the evaluation schedule, people met, documents consulted statistical data on baselines and end of project surveys. The original and final logical framework (if different) must also be included.

Annex 2: Name and contact details of evaluator and signed declaration of independence

Name: Carolyn Norris
Contact details: 187 Goldhurst Terrace
London
NW6 3ER

I hereby declare that I am an independent consultant with no formal links to Anti-Slavery International or any of its partners connected to this project. Throughout my human rights work to date, I have previously met with Timidria when employed by Amnesty International. I collaborated with SOS Esclaves and Anti-Slavery international when working as a consultant for Amnesty International to produce a report on slavery entitled: *Mauritania: A future free from slavery*, November 2002. This previous contact with the subject matter enriched my understanding of the work evaluated, but has in no way influenced the conclusions reached.

Sincerely,

Carolyn Norris

Annex 3: Evaluation Schedule

Date	Days of work for CN	Task
Mid-Jan/mid-Feb	(4 days of work)	Sarah to organize flights and visas for Mauritania, Mali and Niger for Carolyn. Carolyn to review project documents; contact partners re. meetings to be scheduled; prepare a plan/itinerary for the evaluation (for ASI/partners' review); prepare questions for interviews, etc.
27 Feb	(0.5 day)	Travel to Mauritania
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16 - 27 April		ASI to review and share translated version (summary) with partners. ASI to provide feedback + partners' feedback.
30 April – 1 May	(2 days)	Revise evaluation according to ASI feedback; submit final report. ASI to send to DFID.
Up to mid-May		ASI to finalise translation of report to share with partners.

Total: 30 days.

Annex 4: List of people met

Location	Name	Description
London	Sarah Mathewson	ASI, Africa Programme Coordinator
	Romana Cacchioli	ASI, Programmes and Advocacy Team Manager
Mauritania	Boubacar Messaoud	SOS Esclaves President
	Various including in-depth meeting with Mohamed Said Ould Hamody	SOS Board members
	Mahmoud	SOS Nema Focal Point
	Salimata Lam – project coordinator Abdel Aziz Niang – micro-credit Ahmed Boubacar – accountant	SOS staff
	Sellama Mint Mbarek, her sister Maimouna Mint Mbarek and her baby son	Two sisters recently escaped from slavery
	Moukheir Mint Yarba	Woman who escaped from slavery
	Mohamed Ould Sell	Man who escaped from slavery
	Salecka Mint Abedellahi Selekha Mint Said Fatimata Mint M'Bareck Mahmaude Mint Mahmoud Maninya Mint Bilal Fatimetou Mint Hamed Nagi	Women receiving micro-credit through this project
	Bamariam Baba Koita	President, CNDH
	Haimat Ramdan	Advisor to the Ministry of Justice
	Isselmou Ould Sidi Moustapha	Imam and religious affairs advisor to the Prime Minister's Office
	Sid'Ahmed Ould Ahmed	Parliamentarian from ruling party
	Dr Zekeria O Ahmed Salem	University professor specialising in slavery
	Ahmed Ould Cheyakh	Acting Coordinator of the PESE and his staff
	Mamadou Moctar Sarr	Executive Secretary of FONADH
Biram Ould Dah Ould Abeid and his colleagues	President of IRA-Mauritania	
Aminetou Mint Moctar	President, AFCF	
Me Fatimata Mbaye	President, AMDH	
Me Limam Cheikh	Lawyer working with SOS Esclaves	
Brian Commaroto-Roverini	Political Officer, US Embassy	
Ilaria Carneval	Deputy Resident Representative, UNDP	
Marcel Akpovo	Head of Office, OHCHR	
Mali	Ibrahim Ag Idbaltanat	President, Temedt
	Various, including Abdoulaye Macko, Vice President	Board members of Temedt

	Mohamed Ag Mohamedine dit Allachor (affaires culturelles)	
	Soumaguel Oyahit	Staff member. Permanent Secretary, Temedt
	Al Mahmoud Ag Bilal (by phone)	Director, Gari
	Iddar Ag Ogazier	Man who has benefited from Temedt legal and economic support
	Nalewate, her uncle and baby daughter, Aminatou.	Woman whom Temedt has supported since her escape from slavery
	Naffet Keita	Anthropologist and author of research funded by DFID
	Me Kadidja Sangaré Coulibaly Ibrahima Berthé	President, CNDH General Rapporteur of CNDH
	Me Téoulé Diarra	Lawyer working on American Bar Association-Rule of Law Initiative project with Temedt
	Me Oumar Fofana	Lawyer working with Temedt on slavery cases funded by DFID
	Mamadou Kassogue	Magistrate involved in Temedt trainings
	Violet Diallo	Former British Consul, human rights activist
	Adam Thiam	Journalist, Le Républicain
Niger	Elh. Habibou Ibrahim	President of National Executive Bureau, Timidria
	Various board members, including Secretary General Bouzou Ali, Adam Illibinet Ichocal (responsible for protection of women and children) and Almansour Galissoun, treasurer	Board Members, Timidria
		Staff members, Timidria
	Souleymane	President of Timidria, Konni
	Mohamed Mohamed dit Alex	Para-juriste with Timidria in charge of Zango Ablo micro-credit project
	Almou Wandaran	President of Timidria, Dogueraoua
	Mariama Amadou	Free-lance gender expert who has worked with Timidria and the West Africa Network through this project
	Fifty women members of a micro-credit group in Zango Ablo, and their president Alhoussna	People reached by Timidria thanks to DFID funds, but assistance funded by others.
	Hadijatou Mani Kourao	Woman supported by Timidria and whose case was taken to the ECOWAS

		court
	Me Abdourahaman Chaibou	Lawyer working with Timidria through DFID funding
	Weila Ilguilas	President of ORDH and President of National Executive Bureau, Timidria, until December 2010
	Kadir Abdelkader Galy	Author of DFID-funded report on Wahaya
	Marou Amadou	Minister of Justice, with his Head of Cabinet and Secretary General of the Ministry
	Prince Moustapha Kadi Oumani	President of Réagir dans le Monde – TANIFILI, RDM-Tanifili, and members of the board
	Abdoulaye Kanni	Coordinator, Collectif des Organisations de Défense des Droits de l’homme et de la Démocratie, CODDHD.

Annex 5: Final logical framework

LOGFRAME						
ORGANISATION NAME: Anti-Slavery International PROJECT TITLE: Challenging Descent-based Slavery in West Africa (CSCF 397) COUNTRIES: Mali, Mauritania, Niger						
GOAL	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	
Eradication of slavery in West Africa specifically Mali Mauritania and Niger	Mali, Mauritania and Niger adopt and enforce anti-slavery legislation	Law criminalising slavery in Niger but not applied	International bodies(UN/ILO) make recommendations for slavery eradication in Niger and Mauritania	Slavery is no longer a taboo and there is greater awareness of slavery (through campaigning and media) by general public in all 3 countries and across the region	Law criminalising descent based slavery adopted and applied in all 3 countries	
		Source				
		Official Records in Mali, Mauritania and Niger Legislation –the Penal Code Local partners reports Public statements endorsing eradication of slavery ILO /UN reports Media reports				
	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	
	Number of people gaining redress for crimes of slavery through the courts	Cases brought to the attention of the authorities were not investigated in Mauritania and Niger	3 test cases successful in prosecuting slavery in Niger by end of Year 2	10 test cases brought in all 3 countries by the end of Year 4	1 case sets is brought to an international court and sets precedent with respect to descent-based slavery	
		Source				
		Case files, judgements Media reports Partner reports/records				
PURPOSE	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	Assumptions

Anti-slavery legislation is established and implemented; and victims of slavery receive support (legal, economic and psycho-social) through the strengthening of grassroots anti-slavery movements in Mali, Mauritania and Niger	Legislative changes incorporating definitions/prohibitions of slavery that can be enforced: <ul style="list-style-type: none"> Law criminalising slavery in Mali and Mauritania Number of cases brought for slavery crimes Amendments to Penal Code and inclusion of mentions of slavery in anti-trafficking law in Mali 	Only Niger has anti-slavery law.	Law criminalising slavery is approved in Mauritania by the end of Year 2.	A law criminalising slavery is drafted and presented to the Ministry of Justice in Mali by the end of Year 4.	Law criminalising slavery is adopted in Mali. Slavery is included in amendments to the Penal Code in Mali. Slavery is included in the draft law on trafficking in Mali.	States are willing to acknowledge and accept descent-based slavery as a problem and take measures to address it. Anti-slavery movements are able to mobilise other civil society actors around slavery and engage with government officers. Sufficient funds for micro-credit scheme to promote socio-economy autonomy for former slaves. Partnerships successfully established for the provision of legal support.	
	Source						
	Official Records – Journals Draft and adopted Legislation Local partners reports Final Evaluation Media reports (local and national)						
	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012		
Partners confident in their ability to engage with policy-makers; face to face and through campaigning or advocacy initiatives	Partner organisations or their representatives unwilling and/or unable to appropriately engage with policy-makers	Partners in Niger are able to realign their advocacy messaging in order to fully engage and work with government, and policy makers by end of Year 3	Partners in Mauritania are consulted and participate in policy dialogue in relation to the application of the law and the Commission to eradicate slavery by the end of Year 4	Temedt is recognised as a stakeholder with expertise on slavery in Mali by CSOs and Ministry of Justice			
Source							
National Action Plans, Terms of reference of Commissions Composition of Observatories Budgets allocation Reports from local partners Minutes from Observatories meetings Reports from local partners							
Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012			
Number of former slaves accessing micro-credit and legal/psychosocial support	Support was <i>ad hoc</i> and recording by partners erratic	360 former slaves benefiting from micro-credit schemes and 2 cases receiving legal support by the end of Year 3	480 former slaves benefiting from micro-credit schemes and 10 cases receiving legal support by the end of Year 4	600 former slaves benefiting from micro-credit schemes and 10 cases receiving legal support			
Source							
Local partners reports Significant change stories Financial records (micro-credit scheme)							

		Final Evaluation				
INPUTS (£)	(£)	Govt (£)	Other (£)	Total (£)	DFID SHARE (%)	
	£477,870		£151,117	£628,987	76%	
INPUTS (HR)	(FTEs)	0.2 Programme Coordinator UK (ASI) 0.10 National Coordinator Niger (Timidria) 0.10 Administrator Niger (Timidria) 0.14 Accounts/Finance Officer Niger (Timidria) 2 x 0.50 Office Support staff Niger (Timidria) 0.10 National Coordinator Mauritania (SOS Esclaves) 0.10 Administrator Mauritania (SOS Esclaves) 0.14 Accounts/Finance Officer Mauritania (SOS Esclaves) 2 x 0.50 Office Support staff Mauritania (SOS Esclaves) 0.06 National Coordinator Mali (Temedt) 0.06 Administrator Mauritania Mali (Temedt) 0.09 Accounts/Finance Officer Mali (Temedt) 0.06 National Coordinator Mali (GARI) 0.06 Administrator Mauritania Mali (GARI) 0.09 Accounts/Finance Officer Mali (GARI)				
OUTPUT 1	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	Assumptions
The nature and extent of descent-based slavery and associated discrimination is assessed and solutions for eradication are presented	Research studies about slavery are conducted in Mali, Mauritania and Niger	Preliminary study about slavery in Niger conducted in 2003	Research is launched in 3 countries by end of year 2	Research reports are finalised and include emerging trends and action plans by the end of Year 4	Research reports are published along with advocacy campaigning in each country	The research method/strategy is appropriate both for reaching the slave population and obtaining the necessary data
		Source Data provided by the research team and review produced by Network Final research reports Evaluation feedback following publication of reports				Government (particularly Mauritania) allow the research to be undertaken.
IMPACT WEIGHTING	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	RISK RATING
10%	Recommendations drawn from the assessment inform advocacy strategies	States deny slavery exists and do not engage with CSOs	National advocacy strategies adopted by partners in 3 countries and shared on law reform and accompanying measures by end of year 3	Reports shared with stakeholders through national dialogue and recommendations are taken to action in at least 2 countries by end of year 4	Wide range of stakeholders are aware of slavery and work together to press for law reform and assistance for victims of slavery by end of project	Governments engage in a multi-stakeholder process to examine and adopt recommendations on eradicating slavery
		Source Final research reports Evaluation feedback following publication of reports Monitoring the use of recommendations by partners				

		National media reports (printed and online)				
INPUTS (£)	(£)	Govt (£)	Other (£)	Total (£)	DFID SHARE (%)	
	£110,821		£8,892	£119,713	92.6%	
INPUTS (HR)	(FTEs)					
OUTPUT 2	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	Assumptions
Legislative framework against slavery is strengthened and the judiciary has enhanced understanding and capacity to effectively implement anti-slavery laws	Slavery is made a crime in all 3 countries	Slavery is a crime in Niger	Coalition is formed to draft and advocate for law criminalising slavery in Mauritania by end of year 2	Slavery criminalised in Mauritania and coalition is formed to draft and advocate for law criminalising slavery in Mali by the end of Year 3	Slavery is criminalised in Mauritania and Mali by end of project	Agreement is achievable on the definitions, prohibitions & actions necessary to eradicate slavery Magistrates and the Ministry of Justice support and work collaboratively to develop training seminars which include slavery
	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	
	Slavery is included in magistrates human rights training programmes & materials	0	25 magistrates trained in 1 country (Niger) by the end of Year 3	75 magistrates trained in 1 country (Niger) by the end of Year 4	Training extended to 25 police officers in 1 country (Niger) and 20 magistrates trained in Mali by end of year 4	
		Source				
		Official journals Draft and adopted legislation Coalition partners statements and briefing Statements/manifestos advocating for slavery eradication by political parties and other stakeholders National and international media reports (BBC, RFI and local including official websites)				
		Source				
		Monitoring by the National Magistrates School in Niger Feedback from training sessions Reports from partners Interviews with magistrates Manual and training materials produced				
IMPACT WEIGHTING	Indicator	Baseline	Milestone 1	Milestone 2	Target (date)	
50%	Number of slavery cases brought before national and international courts	0	2 cases in 1 country by the end of Year 3	10 cases in 3 countries by the end of Year 4	1 case admitted by ECOWAS Court and 1 case submitted to the African Court on Human & Peoples' Rights by end of project	
		Source				RISK RATING

		Progress reports from lawyers Correspondence with the courts and Ministry of Justice Affidavits, judgements Media reports around cases: <ul style="list-style-type: none"> ▪ At the national level local printed papers and TV ▪ At the international level: reports from major news services (BBC, Al-Jazeera, All Africa, Irin, UN News, 				
INPUTS (£)	(£)	Govt (£)	Other (£)	Total (£)	SHARE (%)	
	£175,987		£44,751	£220,738	79.7%	
INPUTS (HR)	(FTEs)					
OUTPUT 3	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	Assumptions
Governments put in place policies and mechanisms to address slavery (National Plans and multi-stakeholder National Observatories or Commissions)	Number of National Observatories/Commissions put in place and number of different stakeholders (including civil society)	0	1 in Niger by the end of Year 3	A Commission in place in Mauritania which includes socio economic assistance by the end of Year 4 –	2 Commissions in 2 countries operational and assisting victims by end of project	Different stakeholders are willing to come together and reach consensus on the problem of slavery and the route towards eradication. Once established, observatories/commissions will be able to work independently and in the best interest of those affected by slavery.
		Source				
	National Action Plans, Terms of reference of Commissions Composition of Observatories Budgets allocation Reports from local partners					
	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	
Number of cases referred to National Observatories by CSOs	0	2 in 1 country by the end of Year 3	3 in 1 country by the end of Year 4	5 in 2 countries (Mauritania and Niger)		
	Source					
	Minutes from Observatories meetings Reports from local partners					
IMPACT WEIGHTING	Indicator	Baseline	Milestone 1	Milestone 2	Target (date)	
10%	National Plans are in place and public budget is allocated to make Commissions/Observatories sustainable	No National Plan in place	National Plan in Niger by the end of Year 3	National Plan in Mauritania by the end of Year 4	Budget allocations allow mechanisms established by National Plans to be sustainable	
		Source				
Composition of Observatories Minutes from Observatories meetings Budgets allocation Reports from local partners					RISK RATING	
INPUTS (£)			Other (£)	Total (£)	SHARE (%)	

	£27,814		£9,606	£37,420	74.3%	
INPUTS (HR)	(FTEs)					
OUTPUT 4	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	Assumptions
Increased capacity of CSOs to campaign on slavery issues, advocate at both national and international levels and share good practices	Number of CSOs coalescing around slavery issues sharing good practices	6 CSOs in 3 countries	Partners meetings to review and share lessons learnt - 15 CSOs include antislavery work and join in advocacy in 3 countries by the end of Year 3	20 CSOs in 3 countries by the end of Year 4	40 CSOs in 3 countries by end of project	International mechanisms are responsive to advocacy by CSOs. CSOs are willing to adopt slavery issues despite risk of alienating other groups. CSOs share advocacy goals and have overlapping practices.
	Source					
	Monitoring by the Network Final Evaluation Joint activities and declaration					
	Indicator	Baseline	Milestone 1	Milestone 2	Target 2012	
% by which membership of slavery organisations is increased year on year	In Niger Timidria have over 40,000 members In Mauritania membership is up to 30. In Mali, Temedt set up and secured over 4,000 members in its first year	Membership increases by 10%	Membership increases by 15%	Membership increases by 20% by end of project		
Source					RISK RATING	
Membership records; Reports from local partners						
IMPACT WEIGHTING	Indicator	Baseline	Milestone 1	Milestone 2	Target 2012	
15%	Number of advocacy initiatives (including submissions resulting in meeting with government reps, MPs, UN agencies leading to recommendations being taken up	ILO recommendations to Niger under forced labour convention 29 to address slavery	ILO Submission on Mauritania and Niger lead to specific recommendations by end of year 2 Special Rapporteur on Contemporary forms of Slavery Practices visits Mauritania and issues report by end Y3	Recommendations to States via UPR (Universal Peer Review) process – to at least 1 country (Mauritania) by end of year 4	Submission relating to non-compliance by Mauritania of African Commission decision by end of project	
Source						

		Briefings and correspondence with government Records of parliamentary debates on slavery Correspondence with the Special Rapporteur Reports by the Special Rapporteur UPR reports and documents; submissions to ILO and Special Rapp/ ILO reports Local media (print and web)				
INPUTS (£)	£	Govt (£)	Other (£)	Total (£)	DFID SHARE (%)	
	£125,406		£71,670	£197,076	63.6%	
INPUTS (HR)	(FTEs)					
OUTPUT 5	Indicator	Baseline 2006	Milestone 1	Milestone 2	Target 2012	Assumptions
Victims of slavery, especially women, achieve economic self-reliance and improved self-esteem	% of beneficiaries of micro-credit schemes able to repay their loans whilst maintaining their capacity to generate income to provide for their families	0	20% by the end of Year 3	30% by the end of Year 4	50% by end of project	Micro-credit schemes are sufficient to lead to economic independence. Micro credit groups will be supported by partners as they set themselves up, groups are also intended to be promote self organisation and reliance; rights awareness and diversification of skills and activities
		Source Reports by local partners Interviews on significant change with beneficiaries Financial records (evidence of loan repayments)				
IMPACT WEIGHTING	Indicator	Baseline	Milestone 1	Milestone 2	Target (date)	RISK RATING
15%	80% of micro-credit direct beneficiaries are women	0	190 women by the end of Year 2	380 women by the end of Year 4	480 women by end of project	
		Source Reports by local partners Interviews on significant change with beneficiaries				
	Indicator	Baseline	Milestone 1	Milestone 2	Target (date)	
	Women accessing micro-credit schemes report improved confidence and greater respect and recognition within the wider community	Women were not able to break free from slavery and/or to provide for their families and interact socially in a confident manner	Women are able to provide for their families and organise themselves in groups	Women report increased respect from community members	Women are able to engage in economic and social activities with confidence by end of project	
		Source Interviews with beneficiaries Most significant change stories Reports from partners				

INPUTS (£)	£	Govt (£)	Other (£)	Total (£)	DFID SHARE (%)
	£37,842		£16,198	£54,040	70%
INPUTS (HR)	(FTEs)				