
**RAPPORT D’EVALUATION FINALE DE LA
COMPOSANTE SENEGAL DU PROJET DRL « LUTTE
CONTRE L’ESCLAVAGE TRADITIONNEL BASE SUR
L’ASCENDANCE ET LA MENDICITE FORCEE DES
ENFANTS ET LA REINTEGRATION D’ANCIENS
ESCLAVES DANS QUATRE PAYS D’AFRIQUE DE
L’OUEST »**

JUIN 2021

ACRONYMS AND ACRONYMS

ASI : ANTI-SLAVERY INTERNATIONAL

ACHPR: AFRICAN COMMISSION ON HUMAN AND PEOPLES' RIGHTS

CDPE: DEPARTMENTAL COMMITTEE FOR CHILD PROTECTION

CMU: UNIVERSAL HEALTH COVERAGE

CNLTP: NATIONAL UNIT TO COMBAT TRAFFICKING IN PERSONS

DPDPE: DIRECTORATE FOR THE PROMOTION OF THE RIGHTS AND PROTECTION OF CHILDREN

DRL: THE BUREAU OF DEMOCRACY, HUMAN RIGHTS AND LABOR

DSPS: STRATEGY, PLANNING AND STATISTICS BRANCH

ID: DAARA INSPECTION

MJ: MINISTRY OF JUSTICE

MEN: MINISTRY OF NATIONAL EDUCATION

MFFGPE: MINISTRY OF WOMEN, GENDER FAMILY AND CHILD PROTECTION

NGO: NON-GOVERNMENTAL ORGANIZATION

UN : UNITED NATIONS

CSO: CIVIL SOCIETY ORGANIZATION

PAQEEB: PROJECT TO IMPROVE QUALITY AND EQUITY IN BASIC EDUCATION

RADDHO: AFRICAN HUMAN RIGHTS MEETING

SNPE: NATIONAL STRATEGY FOR THE PROTECTION OF CHILDREN

URAC: UNION OF COMMUNITY RADDIOS

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EXECUTIVE SUMMARY

The project, the subject of this final evaluation, was designed to combat traditional slavery based on descent and forced begging of children and promote the reintegration of former slaves in four West African countries.

Funded by the U.S. Department of State, through the Bureau of Democracy, Human Rights and Labor (DRL), the project was implemented by Anti-Slavery International (ASI) in partnership with RADDHO from September 2018 to November 2020.

The main limitation encountered lies in the fact that this evaluation is carried out in the midst of the Covid-19 pandemic. Added to this is the remoteness of certain areas of the study and the sensitive nature of the issues affecting the daara.

It should also be noted that it is difficult to access documentation reports on the progress made and the unavailability of certain actors who had to be interviewed, such as prefects and some daara inspectors. Added to this is a difficult collaboration that the evaluation found between RADDHO and ASI, during the implementation of this project.

To address these constraints, corrective measures were proposed throughout the collection phase to mitigate these difficulties.

A total of 37 individuals were interviewed during the collection phase in the study areas.

The project achieved the following results:

- ✓ 93 state inspectors trained
- ✓ 37 meetings held with Senegalese officials to promote the statutory identification, regulation and inspection of daaras (**DIs**) and the effective enforcement of laws on child begging
- ✓ 123 radio broadcasts were organized

1. GENERAL INFORMATION ON THE PROJECT CONTEXT AND PARTNERS

The project, funded by DRL, was launched in September 2018 and was implemented by Anti-Slavery International and its partners in four West African countries (Niger, Mauritania, Senegal and Nigeria) to help eradicate slavery practices.

This evaluation assesses the project components implemented in Senegal, in partnership with RADDHO (September 2018 - November 2020). These included advocacy actions at the regional, national and international levels to promote the effective implementation of the Quranic schools reform programme and the adoption of concerted and coordinated actions for Talibé children, as well as communication campaigns and artistic projects to sensitize the Senegalese population to the situation of Talibé children and mobilize them around the project to modernize Koranic schools.

1.1 ABOUT ANTI-SLAVERY INTERNATIONAL

Anti-Slavery International (ASI) is an organization founded in 1839 to combat slavery and similar practices around the world. Slavery, servitude and forced labour violate individual freedoms and deprive millions of people of their dignity and fundamental rights. Anti-Slavery International is taking action around the world at the local, national and international levels to eradicate slavery.

1.2 ABOUT RADDHO

The African Meeting for the Defense of Human Rights (RADDHO) is a secular, non-partisan and non-profit Non-Governmental Organization (NGO), created on April 21, 1990, in Dakar. She has been an observer member of the African Commission on Human and Peoples' Rights (ACHPR) since 1991 and has held Special Consultative Status with ECOSOC at the United Nations since 2005.

RADDHO's mission is to promote, defend and protect human rights in Senegal and Africa by:

- ensuring respect for life and human dignity;
- promoting the full exercise of citizenship, including effective equality of rights between citizens;
- contributing to the emergence and consolidation of the rule of law and democracy and to the rapprochement of peoples in Africa.

2. OBJECTIVE OF THE FINAL EVALUATION

The evaluation focused on the following areas:

- Analysis based on the key issues developed by the partners in the Terms of Reference (TOR);
- Based on the main findings of the evaluation, identification of recommendations to inform future initiatives, research or projects in the fight against traditional slavery based on the ancestry and forced begging of children and the reintegration of former slaves;

The main evaluation questions are:

- 1- Have the project's communication and advocacy efforts led to lasting changes in people's perceptions of forced begging of talibé children and the daara modernization program? If so, are there any discernible demographic trends/factors at work in these changes (e.g. age, gender, urban or rural environment etc.)?
- 2- Has the project selected the most relevant communication tools? What other tools or methods could have had a greater impact?
- 3- To what extent was the target population receptive to the main communication messages of the project? Was the way in which the talibé question was asked and presented to the population the most relevant to bring about a change in perception and mentality? What other arguments could have had a greater impact?
- 4- To what extent has the daara modernization approach supported by the project been strategic to end forced begging and other forms of abuse? What were the achievements and weaknesses of this approach? What alternative approach(ies) could have been more effective?
- 5- How effective has the project been in putting pressure on government officials and legislators? Are there any changes in policies/legislation that can be attributed to project advocacy?
6. To what extent have the daara inspectors' trainings had an impact on how they understand their role (approach to children's rights, elimination of begging, etc.), and their level of engagement with the daara, or Quranic teachers, in their constituency?
- 7- To what extent has the project's evolution towards more regional advocacy (e.g. working with CDEPs) been effective?
- 8- To what extent has the collaboration between RADDHO and ASI been effective? How could it have been strengthened?
- 9- To what extent have Anti-Slavery International's international advocacy activities (UN, TiP etc.) had an impact on the political, institutional and financial response of the Senegalese government and other stakeholders to the issue of talibé children?

3.METHODOLOGY

As indicated in the methodological note submitted to the sponsor, the proposed approach adopted an approach based on the use of mixed methods (quantitative and qualitative). Thus, the consultant was supported by field agents experienced in data collection.

The methodology followed by the lead consultant is based on combined approaches including a quantitative and qualitative approach, integrating information from various sources and triangulating these on with the realities observed on the ground. It was carried out through the collection of primary (from the field collection) and secondary (from the documentary review) data. In this case, the evaluation is participatory, descriptive and analytical.

The development of the maintenance and data analysis guides was guided by the following evaluation criteria: Relevance, Efficiency, Effectiveness, Impact, Sustainability and Scalability.

The final evaluation took place in 2 phases:

A preparatory phase including:

- ✓ The framing meeting with the sponsor
- ✓ Document Review
- ✓ Identification and analysis of stakeholders
- ✓ Development of the collection plan
- ✓ The development of collection tools
- ✓ Pre-testing of tools and correction of tools

An implementation phase including:

- ✓ Data collection using quantitative and qualitative methods
- ✓ Data entry, processing and analysis
- ✓ Production and sharing of the interim evaluation report
- ✓ Production and restitution of the final evaluation report

3.1 LIMITATION OF FINAL EVALUATION

The main limitation lies in the fact that this assessment was carried out in the midst of the Covid-19 pandemic. Added to this is the problem of the accessibility of certain areas of the study and the sensitive nature of the issues affecting the daara. It should also be noted that it is difficult to access documentation reports on the progress made and the unavailability of certain actors who were to be interviewed, such as prefects and some Daara Inspectors. The delay in sharing RADDHO's narrative reports and the slow pace of updating the project's indicators were notable obstacles to the analysis. It should also be noted that there was no scoping meeting with the two project partners in order to better define the contours of the mission, review the data collection tools and validate the list of targeted informants.

3.2 ETHICAL CONSIDERATIONS

The objective of this study was clarified to all the people and groups of people surveyed. The principle of ethics and confidentiality was respected throughout the mission, both during the collection of documents/information and during their analysis. No one was forced to participate or answer the questions and no compensation was offered or awarded for any participation.

4. FINDINGS AND ANALYSIS

4.1 SOCIO-DEMOGRAPHIC CHARACTERISTICS

As indicated in the terms of reference, this study targeted the areas of Podor, Ndioum, Pété, Thiès, Mbour, Kaolack and Dakar.

Locations	Quranic teachers	Inspectors	Personnes Resources	Project Team	CDPE	Total
PODOR	2	1	0	0	0	3
NDIOUM	1	0	0	0	0	1
PETE	2	1	0	0	0	3
THIES	5	1	0	0	1	7
KAOLACK	8	1	0	0	0	9
MBOUR	3	1	0	0	1	5
DAKAR	0	1	5	2	1	9
TOTAL	21	6	5	2	3	37

In our sample, we have 37 individuals distributed as follows: 32 men and 5 women representing respectively 86.48% and 13.51%.

4.2 ANALYSIS OF EVALUATION RESULTS

4.2.1 LASTING CHANGES IN PUBLIC PERCEPTIONS OF FORCED BEGGING

RADDHO's media work to date has focused on raising awareness on child protection and prevention against Covid-19 through radio programmes and TV spots, including interventions by Quranic teachers and religious leaders. The radio broadcasts raised awareness on the importance of improving learning conditions in daara, respect for children's rights and on the vulnerability of talibé to Covid-19 and associated restrictions.

At the community level, we felt that the population's perception of begging has changed a lot. Among our sample of 37 individuals, only three (3) Quranic teachers still believe in the benefits of begging. According to them, child begging prepares them to better cope with the difficulties of life and allows the child from an early age to learn to cope. They all denounce, however, the extreme forms of exploitation by which some children spend all their time on the streets begging and receive no learning.

4.2.2 RELEVANCE OF COMMUNICATION TOOLS

➤ Radio emissions

During the project, 123 programs were organized, including 45 related to begging and 78 on the impact of Covid-19 on talibé children. RADDHO has chosen Radio Senegal Internationale (RSI), which is listened to throughout the country and also at the international level. The data collected during the mission allowed us **to highlight** the following points:

- ☞ The programmes were hosted in Wolof by Imam Chief Diop, National Project Coordinator in Tostan. However, in Fouta, the most spoken language is Pulaar;

- ❏ No tool exists which is able to measure the volume of listeners to the programmes, which does not allow an assessment of the impact of the radio programmes on the achievement of the project's objectives;
- ❏ Information is not available on the number of animated programmes at community radio level.

➤ **Social networks**

At the level of social networks, the desired visibility has not been achieved. Although a Facebook account was created, the desired number of supporters was not reached (3787 out of the 6000 targeted). This is partly explained, according to the RADDHO team, by the insufficient budget dedicated to this activity which, in reality, is an institutional communication activity that requires a lot of resources both from a technical and financial point of view.

Other communication tools could have been used:

- ❏ Dissemination of key messages on YouTube, Twitter;
- ❏ Audiovisual spots (TV, radio);
- ❏ Theatres;
- ❏ Skits.

Apart from the training workshops where only inspectors and some Quranic teachers were present, no activities were organized in the communities or within the daaras.

The communication could have had a greater impact if the following activities had been organized:

- ❏ Advertorials;
- ❏ Visit of daaras in project areas;
- ❏ Broadcasting radio broadcasts in Pulaar in addition to Wolof;
- ❏ Visit to religious leaders in project areas;
- ❏ Displays (banners, tarpaulin, Kakemonos);
- ❏ Theatre organization, sketch;
- ❏ Public debates.

➤ **Artistic projects**

Led by a former agent of the Ministry of Culture and former Director of the National Orchestra, the artistic project seems to be relevant in the fight against begging. The aim was to record 5 songs on the theme of forced begging of talibé children and to popularize them in order to raise awareness of the talibé question and promote public support for the reform process.

The contact person helped to:

- ✓ Identify young people to participate in the project;
- ✓ Involve the artists of the national orchestra (equipment, musicians, etc.);
- ✓ Support the organization of an edition of the music festival in 2019 which took place at the Blaise Senghor Cultural Center in Dakar;
- ✓ Ensure the technical direction of the production of the songs to be recorded;
- ✓ Participate in enhancing the texts of young artists.

At the time of the evaluation, 4 of the 5 selected artists had already made their recordings. There was always the recording of the last hit and the broadcast and promotion of the songs. Due to the pandemic, all activities have been frozen.

For the success of this project, it is important to invest the necessary resources to ensure the promotion of these titles using all communication media such as live press conferences, TV and radio programs, make clips for further distribution and have the project sponsored by a great artist recognized on the national and international scene.

Although the project is officially completed, the artistic pieces are still in the production phase. It is therefore impossible for us to measure the impact of this activity on the level of knowledge and adherence of the Senegalese population to the process of modernization of Koranic schools.

The evaluation found that in terms of communication activities deployed as part of the project, RADDHO did not implement the planned activities and therefore did not achieve the expected objectives:

- ✎ With regard to radio broadcasts, the fact that it is impossible to measure the volume of listening prevents us from being aware of the real impact of these broadcasts;
- ✎ Regarding artistic projects, the fact that they are still being finalized and the slowness in the promotion and dissemination of songs, the production of clips, the organization of debates, press briefings, and conferences on the theme makes it impossible to measure any impact on the perceptions of the population;
- ✎ Finally, the number of desired subscribers to the project's Facebook page was not reached.

4.2.3 LASTING CHANGES IN PUBLIC PERCEPTIONS OF FORCED BEGGING

The response of stakeholders to the implementation of a program to remove children from the streets is positive. All those interviewed considered that this was a good decision on the part of the Head of State given the alarming proportions that the phenomenon of child begging and talibés is taking.

However, some criticisms have been made:

- ❏ The lack of effectiveness in Dakar in the strategies for implementing this decision. It would have been wiser to take prior measures before launching such a programme, such as the establishment of reception centres for children removed from the street, the global implementation of the Decision of the Head of State to remove children from the street at the national level, the involvement of civil society actors in the context of advocacy with religious leaders, actions to raise awareness among Quranic teachers or daara leaders, communities, and children about the harms of this practice and the risks involved. The lack of accompanying measures and wider awareness towards the religious authorities but especially the logistical and technical means that were to allow the implementation of this decision;
- ❏ The resistance of some Quranic teachers and leaders of religious homes in Matam to this decision has been a hindrance to its implementation;
- ❏ The lack of cooperation of the judicial authorities in the implementation of this decision;
- ❏ According to some actors interviewed, this decision had to be applied in all its rigor and throughout the territory, but this requires first considering the needs of Quranic teachers, talibé and families of talibé children in the search for solutions;
- ❏ The lack of synergy of the various Mand technical services that oversaw the removal and the unsystematic way in which the children were removed from the street as well as the low involvement of CSOs.

In view of the results of the data collection, all stakeholders affirm that this project integrates local and national priorities well and requires the active participation of all local actors, including communities, to be able to significantly reduce the practice and promote the daara reform process initiated by the State. Therefore, an approach that favours the participation of local actors will allow for the continuous dissemination of information on initiatives taken at national level to prevent them from returning to these harmful and degrading practices.

4.2.4 ACHIEVEMENTS AND WEAKNESSES OF THE DAARA MODERNISATION STRATEGY IN THE PROJECT AREAS

RADDHO has advocated with the State of Senegal and International Organizations for the Defense of the Rights of the Child to promote the acceleration of the reform program and the effective implementation of anti-begging and anti-trafficking laws.

However, the reluctance of some Quranic teachers to work with the state has been a blocking factor. As proof, to this day, the bill on begging has still not been introduced in the National Assembly because of the strong lobbying of religious groups. Added to this are the significant delays in the implementation of daara modernization projects by the State (lack of national mapping on daara, the non-establishment of the Daara Advisory Council etc.). In the field, some Quranic teachers told us of the difficulty of obtaining the administrative papers necessary to compile the files. The certificate of nationality seems to be the most difficult administrative document to obtain it is necessary to provide the birth certificate of the parents. Many Quranic teachers face this obstacle because their parents living in the rural

world have never been declared on the civil registry. One of the best solutions is to streamline procedures and speed up the processing of files. Nevertheless, the inspectors told us that more and more Quranic teachers are coming to file their files or ask for more information about the state program.

Based on an analysis of the data collected, we identified the following strengths and weaknesses:

Strengths

- 🔗 The initiative to reform the daara of the State;
- 🔗 A good level of knowledge and understanding of civil society and state actors regarding the issues of begging and exploitation of talibé children;
- 🔗 A good level of knowledge and understanding of civil society and state actors on the process of adoption of the draft law on the status of the modern daara and the existence of associations that accompany the talibé for the respect of their rights;
- 🔗 The development of daara modernization initiatives carried out in some places by private individuals;
- 🔗 Structuring of Quranic teachers' organizations.

Weaknesses

- 🔗 A weak presence of NGOs to support protection initiatives in some regions;
- 🔗 A lack of awareness of the legal provisions against begging by some local authorities;
- 🔗 Ignorance of the missions of civil society organisations leads to mistrust of them;
- 🔗 The absence or sometimes the lack of synergy of actors in the context of child protection;
- 🔗 the slow pace of the reform process for the modernization of the daara;
- 🔗 the absence or unavailability of statistical data on daara (location, number, numbers, actions, results etc.) in almost all study areas;
- 🔗 Direct interventions by some NGOs that leave little room for local expertise and community anchoring;
- 🔗 The lack of resources for the Quranic teachers;
- 🔗 failure to comply with state commitments in the implementation of laws and treaties

4.2.5 EFFECTIVENESS OF PRESSURE ON GOVERNMENT OFFICIALS AND LEGISLATORS

Among the pilot actions carried out within the framework of this project are:

- 🔗 The advocacy made by RADDHO, supported by the Network of Senegalese Parliamentarians, for the adoption of the bill on the status of the modern daara;
- 🔗 Advocacy actions with the State and religious authorities to improve the process of removal of children from the street and talibé in particular;

- ✎ Monitoring the implementation of the recommendations made by the African Committee of Experts on the Rights and Welfare of the Child (ACERWC) to the Senegalese government following the complaint filed by RADDHO in 2015 resulting in the conviction of the State of Senegal for non-compliance with the African Charter on the Rights of the Child; this was accompanied by recommendations that are now being followed up by peers at sessions convened at the regional level.

The blocking of the promulgation of the law on forced begging, combined with the slow implementation of State programmes and projects aimed at the modernization of daara, have prevented the achievement of the expected results.

However, in line with the priorities identified and supported by RADDHO, significant progress has been made in the following areas:

- ✓ **Strengthening the modernization of daara and their integration into the formal national education system:** the Senegalese authorities in charge of national education have, with the help of partners, made considerable efforts to build or rehabilitate daara that meet safety standards. 46 daara have so far been built as part of the PAMOD project, of which 15 are now functional and welcome learners.
- ✓ **The establishment of a database about child begging:** the Senegalese authorities have taken stock of the lack of data on the daara subsector with its corollary related to the exploitation of children by begging and the President of the Republic has asked the competent authorities to map the daara. At the DOJ level, the CNLPT is developing a database on trafficking in persons (Systraité).
- ✓ **Expanding the access of the CMU to talibé children:** the process of integrating children is underway and the documents are being developed.
- ✓ **Strengthen the means of the decentralized and decentralized structures of the State for the improvement of the quality of the services of care of children in general and of the talibé in particular:** the Department of Supervised Education and Social Protection (DSPS) informed, during the meeting for the elaboration of the TIP report, held with the Embassy of the United States, that the construction of new reception facilities is now included in their strategic plan.
- ✓ **Extension of daara reform projects in other regions:** extension of the second phase of the PAQEEB Daara to all regions with 431 daaras enrolled; one hundred daara were beneficiaries of the first phase.
- ✓ **Improve the legal treatment of cases of abuse of talibé children through the application of the 2005 law against trafficking in persons and similar practices:** several Quranic teachers have since 2018 been prosecuted and convicted on the basis of the 2005 law. As proof, 22 Quranic teachers were tried and convicted for exploiting children through begging in 2019.
- ✓ **Removal of children from the street (3rd phase):** This 3rd phase of removal of children from the street was promoted by the advent of the Covid-19 pandemic. During this

phase, 6,187 children were removed from the streets, much more than in phases 1 and 2 with 1,547 and 541 children respectively.

- ✓ **Strengthen the well-being of talibé children by focusing in particular on psychosocial support for talibés, training of Quranic teachers, parents of talibé and the development of income-generating projects:** development of support programs for Quranic teachers and provision of psychologists at certain reception centers during child removal operations.
- ✓ **Strengthen surveillance at the border level:** Control has been strengthened at the border level. As proof, a delegation of children led by an organization that had not taken care to have documents issued by the official authorities for the return to Guinea-Bissau was returned following a control carried out by the border police.
- ✓ **Accelerate the reform of the daara in terms of relevance, structure and management, in particular by introducing scientific and technical subjects into their educational curriculum:** training of Quranic teachers in the administrative, financial and material management of a preschool structure.
- ✓ **Training of teachers in didactics and the use of the Integrated Early Childhood Development (DIPE) kit:** The curriculum of modern daara is validated and the competency framework of preschool daara is implemented.
- ✓ **Taking into account the rights of the child in the daara:** Senegal has begun to gradually integrate the rights of the child into initial training programmes.

4.2.6 IMPACT OF TRAINING OF DAARA INSPECTORS.

Training sessions on the rights and protection of children initiated for 93 inspectors made it possible to:

- ✓ improve relations between inspectors and Quranic teachers
- ✓ to facilitate the awareness of Quranic teachers of the learning conditions of talibés
- ✓ to support them in providing information on the modernization of daaras
- ✓ to provide advice to Quranic teachers on pedagogical aspects
- ✓ to make more visits within the daaras
- ✓ to have a better understanding of the daara assistance projects put in place by the government

During the assessment mission, the results of the collection revealed that the objective of training 120s daara inspectors was not achieved. Some inspectors are themselves Quranic teachers and/or are part of Quranic teachers' associations. They share information in these networks. This contributes to diluting the perception of some Quranic teachers that the state, through the modernization program, deploys a Western ideology in opposition to Islamic traditions.

At the end of the training sessions, the inspectors stated that they had understood the different forms of violence against children and the protection mechanisms at the regional and national levels.

However, progress is limited by the lack of resources and a formal mandate given to Daara inspectors. They have a large number of schools to supervise and daaras are at risk of being left behind and will not be given priority until they are part of the formal education system.

The inspectors, provided with limited logistical means, are unable to make frequent visits to the daaras. In the academy inspections visited during the mission, only a car or two were available in each structure for all staff. Any inspector wishing to make field visits had to make a request, which is sometimes not granted because of the glaring lack of logistical means in the inspections.

All the inspectors met expressed the wish to be financially supported by the project to better do their work by multiplying visits to Quranic teachers. However, a prolonged subsidy on the travel and logistical costs of inspectors may have unexpected negative effects as it would risk placing them in a state of perpetual dependence on external projects and subsidies, while allowing the State to continue to evade its responsibilities.

4.2.7 ADVOCACY ACTIVITIES

RADDHO has a long history of advocacy and lobbying. Based on the responses collected, the evaluation finds that the targeting of central authorities has had a limited impact. For some time now, there has been a status quo because state authorities do not have the courage to formally ban begging. Religious leaders are very influential and are not in tune with the state on the idea of modernizing the daaras. The actions carried out by the government are punctual and do not give the expected satisfaction because no monitoring mechanism is put in place after the interventions of the authorities.

For sustainable actions, there is a need for better collaboration between the decentralised authorities that coordinate local action on child protection and welfare and their corollaries at the central level.

The CDPE of Dakar shared the project of realization of the radio broadcasts and the director of the protection and promotion of the rights of the child welcomed the initiative and the relevance of the proposed topics. He also said that the heads of national institutions must participate in these broadcasts to inform the actions of the state and exchange on challenges and prospects.

During the Covid-19 pandemic, the government has promoted a policy of removing children from the streets. A significant number of children have been removed, but according to the information collected, many Quranic teachers and children have since returned. This phenomenon is more prominent in Dakar (Ouakam) and Mbour. Returned Talibé children struggle to stay in their residential areas because the conditions in which their parents live are difficult. Returning home, they become a burden on parents who cannot afford to feed, care for, and educate them.

The CDPEs are in charge of overseeing the withdrawal program in their respective areas. However, one of the handicaps at the departmental level is the fact that the CDPE are deprived of the means to carry out their missions. These structures cannot therefore do

anything without the assumption of responsibility for some of their activities by RADDHO or other organizations.

Given the primary role of the CDPE in the field of child protection, and in particular of talibé children, they need to be strengthened to carry out the following actions:

- ✓ Prevention actions through awareness-raising
- ✓ Action to take care of victims in cases of abuse and ill-treatment
- ✓ Advocacy with state decision-makers

At the beginning of the project, RADDHO made its plea mainly to the Daara Inspectorate as the department of the Ministry of Education seemed willing to exercise leadership in the daara regulatory process. However, in view of the slow pace of modernization at the national level and in particular the non-adoption of the law on the status of the modern daara, RADDHO decided to expand its advocacy to focus more on actors with the capacity and mandate to act and immediately end child begging. These included the Ministry of Justice and local child protection authorities (CDPE) which have a major role to play in conducting investigations, prosecuting abusive Quranic teachers and closing abusive daara.

Testimony: The DPDPE, the CDPE of Dakar and the local authorities had to close a daara that housed more than a thousand children who lived in very precarious conditions in the Parcelles Assainies. The children, as well as their Quranic teachers, were returned to their places of origin. Ms NDECKI GEORGETTE DIOMPY (CDPE DAKAR))

The overall objective of this project was to promote the adoption of a law that would set high standards that daara should meet, as well as a nationwide regulatory system, led by state daara inspectors, to ensure that all daara in Senegal meet these standards (daara requiring improvements would be assisted by state subsidies; daara purely based on child abuse would be closed, with sanctions for those responsible and social assistance to children who would be taken away from them). Despite RADDHO's significant advocacy efforts, the Senegalese government has yet to pass the law regulating daara. Worse still, the state's consultation with religious leaders on the bill resulted in a much less rigorous version in terms of child protection than previous versions. In particular, the current version of the bill does not contain any explicit prohibition on child begging.

4.2.8 RELATIONS BETWEEN RADDHO AND ASI

Communication between the parties has deteriorated, which has sometimes created somewhat tense relations between ASI and RADDHO.

According to the RADDHO management team, there was a transparency problem that arose on the financing of this project. ASI had informed RADDHO that it had obtained co-financing for two activities: data collection with additional compensation of 120,000 FCFA per month for the monitoring and evaluation consultant from September 2018 to August 2020 and the printing of a research report carried out as part of another project. However, it was only in

December 2018 that ASI informed RADDHO of the sending of the first transfer of funds from the DRL project. And it is following the sharing of the documents of this project that RADDHO found that beyond these 2 activities, it was in fact a completely different project.

We noted during the evaluation that collaboration was not the best for several reasons:

- ✓ the non-involvement of RADDHO in the development of the DRL project and the planning of activities
- ✓ the long silence of RADDHO staff following requests for further information by ASI
- ✓ indicators were not updated in a timely manner
- ✓ delays in the filing of accounting documents for a transfer of funds to be made
- ✓ the fact that the monitoring and evaluation did not work as desired because the consultant who was to be a permanent position with an extension of 120,000 FCFA on his salary worked only on certain activities.
- ✓ Another blocking factor in monitoring and evaluation is that it should have been done more on the ground, but due to lack of resources, this was impossible.
- ✓ a break in communication at certain times between ASI and RADDHO (the exchanges by email browsed show that ASI made requests for additional information that RADDHO did not satisfy).
- ✓ the annual action plan, which was never implemented on time because many activities are experiencing considerable delays, which have sometimes been attributed to the context of the pandemic when the causes were more internal.
- ✓ delays in the validation of the TORs of certain activities.
- ✓ the doubt about the effectiveness of advocacy that has not yet borne the expected fruits.
- ✓ the choice of the channel for broadcasting radio programmes, which should have made greater use of community radios, even though there was collaboration with the Union des Radios Communautaires du Sénégal (URAC).
- ✓ the lack of tools to measure the impact of radio emissions through listening rates.

We also found that the work relied heavily on the RADDHO Coordinator who was unable to delegate certain tasks to her assistant and the monitoring and evaluation officer.

4.2.9 INTERNATIONAL ADVOCACY ACTIVITIES

ASI has worked closely with its partners in Senegal to develop its key advocacy messages that are formalized in joint submissions to UN human rights mechanisms, in order to increase pressure on the State of Senegal to make political, legislative and institutional changes in favor of talibé children.

According to ASI, government action to combat forced child begging has been periodic and inconsistent over the past five years. There are periods of momentum, followed by periods of

"retreat" or lull in action. While there is more than one contributing factor to this inconsistency of approach, the government often faces significant opposition from some religious leaders and a negative reaction to initiatives to combat forced child begging.

Pressure from international organizations such as the UN and ILO or from governments that have a particular influence on the government of Senegal, however, seems to be yielding results.

During the Covid-19 pandemic, the government has tackled children's forced begging and has been able to roll out a number of initiatives to reduce their vulnerability to Covid-19 and associated restrictions. It is important to note that there was still opposition from some religious leaders during the Covid-19 pandemic to initiatives to remove talibé from the street.

Therefore, international advocacy during this project was designed to take advantage of international and diplomatic pressure on the Government of Senegal. International advocacy is undertaken in coordination with a range of interventions to generate the required pressure.

Thus, during this project, ASI submitted data and analysis to feed into the Report on Human Trafficking, published annually by the U.S. government. ASI also highlighted the issues of forced child begging as well as the necessary measures to be taken by the government whenever Senegal was examined by a UN or ILO mechanism: by the UN Human Rights Committee during Senegal's Universal Periodic Review, and by the ILO Committee on the Application of Conventions and Recommendations.

ASI has therefore managed to exert significant pressure on the government of Senegal through international mechanisms.

For example, as mentioned earlier, a multitude of recommendations to combat forced child begging were made by states during Senegal's Universal Periodic Review and the government has publicly committed to implementing them. The major challenge, of course, lies in the implementation of these recommendations.

5. FINDINGS

The following obstacles identified during the evaluation hinder the successful implementation of such a project;

- ❧ The slowness in the filing of RADDHO's narrative and financial reports has been a handicap
- ❧ Delays in the implementation of certain activities have a significant adverse effect on the achievement of expected outcomes
- ❧ Communication is not optimal between the two parties
- ❧ The very high level of poverty in some regions, which is mentioned as a justification for the entrusting of children to Quranic teachers, most of whom have nomadic or itinerant daara.

- ❏ Illiteracy and ignorance of the population
- ❏ The proliferation of daara without authorization to open
- ❏ The lack of training of Quranic teachers (pedagogical and child rights training)
- ❏ Lack of harmonized curricula
- ❏ Tolerance of the practice of child begging due to socio-cultural constraints
- ❏ Lack of training of security and defense forces and judicial authorities on the law against trafficking in persons, especially women and children, and similar practices.
- ❏ The cross-border position of certain target regions
- ❏ Mobility of talibé children at the sub-regional level (Mauritania, Guinea-Bissau, Gambia, Mali, Guinea Conakry) or from certain provider regions (Kolda-Kédougou-Tambacounda)
- ❏ Slowing down the daara reform process
- ❏ Lack of a mechanism for collecting and disseminating information on child protection

On the other hand, real opportunities that can serve as levers for the project exist and can be used to increase the impact of this type of intervention. These are:

- ❏ The existence of structures involved in the fight against begging (CSOs, NGOs, CDPE, OCB, etc.)
- ❏ The existence of relevant legal and regulatory mechanisms
- ❏ The involvement and collaboration of daara (Quranic teachers) leaders with the project in most areas of the study
- ❏ The existence of Quranic teachers' associations at the national and regional levels
- ❏ The creation of a state institution in charge of daara at the MEN and inspectors for Arab-Islamic education at the level of IAs and IEF
- ❏ Availability of the Strategic Framework for Child Protection (SNPE)
- ❏ The existence of associations of religious authorities that can be relays in raising awareness
- ❏ The existence in some places of NGOs involved in this field that can be potential allies
- ❏ A possibility of setting up a sub-regional consultation framework to combat trafficking, and child begging
- ❏ The interventions of the General Caliphs for the eradication of forced begging of the talibé
- ❏ The existence of socio-economic projects that can contribute to reducing the social vulnerability of families
- ❏ Electoral deadlines with the presidential election for the intensification of advocacy
- ❏ The creation of a community basic school

6. RECOMMENDATIONS

The following recommendations are made to each party:

ABOUT

For greater impact, Anti-Slavery International will:

- ✎ Strengthen leadership
- ✎ Continue advocacy at the international level

RADDHO

To increase the effectiveness of the implementation of projects of this kind, RADDHO will:

- ✎ Use *success stories* as levers to improve the protection of children in terms of considering their needs, their living conditions, but also in terms of access and quality of learning
- ✎ Directly involve children and communities throughout the implementation process of project activities to achieve effective, efficient and sustainable outcomes
- ✎ Continue training activities for inspectors
- ✎ Continue advocacy activities with administrative and religious authorities for better participation of local actors and better prospects for the continuation of the effects induced by the project
- ✎ Promote the synergy of actors' interventions around child rights protection mechanisms.
- ✎ Strengthen the monitoring and evaluation system for projects and programmes.
- ✎ Favor the community approach by relying on existing frameworks such as the CDPE which bring together actors involved in the field of child protection at the departmental level;
- ✎ Promote the establishment of a framework that brings together civil society actors for the synergy of actors and periodic and joint monitoring of interventions focused on the eradication of child begging and the sharing of experiences;
- ✎ Promote capacity building, including in collaboration with the CNLTP, for training on child trafficking;
- ✎ Accentuate communication with, in particular, a wider media coverage of actions aimed at the eradication of forced child begging in Senegal, awareness-raising and advocacy with national authorities by extending them to the local level;
- ✎ Support the alert and monitoring mechanisms set up at the departmental, communal, village and neighbourhood levels.

THE STATE

- ✎ The State must continue its efforts to promote modern daara, like public or private schools, and formalize them in their creation, operation and management. This will have the merit of cleaning up the sector and having a right of scrutiny and the right to sanction. To achieve this, full support from Quranic teachers and religious leaders, as well as anyone involved in the protection and promotion of children's rights, is needed.
- ✎ Strict application of the law against begging to anyone who exploits school-age children in this way. However, such an application requires discernment and realistic accompanying measures both upstream and downstream.
- ✎ It is mandatory that projects for daara leave the cities and apply in the areas providing to create the reflex of returning to the communities of origin because the current funding of "talibé projects" promotes the exodus of daara to the major centers where quranic

teachers hope to capture aid for their survival by deceiving the vigilance of development partners

- ✎ Popularization of the law on the status of Daara.
- ✎ Broaden the debate on child begging at the community level.
- ✎ Strengthen the involvement of local authorities in the implementation of child protection programs and especially talibé.
- ✎ Translate relevant laws and daara reform programs into national languages to raise awareness among Quranic teachers and community actors.
- ✎ Strengthen the functioning of CDPE.
- ✎ Extend the program to remove of forced child begging to all regions of Senegal.
- ✎ Involve local authorities in the protection of children and more particularly in the fight against the begging of talibé children.
- ✎ Harmonize interventions between actors by pooling their resources.
- ✎ Set up a participatory monitoring and evaluation mechanism for projects and programmes implemented for the protection of children in general and talibé in particular.
- ✎ Adapt communication strategies to the changing context of communication and information techniques and the determinants of the practice of forced child begging.
- ✎ Strengthen the means of the decentralized and decentralized structures of the State for the improvement of the quality of the services of care of children in general and talibé in particular.
- ✎ Strengthen border surveillance with more rigor, especially in terms of controlling the mobility of children to better combat child trafficking.
- ✎ Strengthen the involvement of local communities in the implementation of child protection programs and especially talibé.