



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

# **Combating the Worst Forms of Child Labour in Ecuador— Supporting the Time-Bound Program for the Elimination of the Worst Forms of Child Labour in Ecuador**

ECU/05/50/USA (Adendum al ECU/03/P50/USA)  
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**An independent final evaluation by a team of external consultants**

**July 2008**

**This document has not been professionally edited.**

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## NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants<sup>1</sup>. The field mission took place in July 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

*Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

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## I. ACRONYMS

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AME	Association of Municipalities of Ecuador ( <i>Asociación de Municipalidades Ecuatorianas</i> )
AP	Action Programme
APs	Action Programmes
CAN	Andean Community of Nations ( <i>Comunidad Andina de Naciones</i> )
CCNA	District Councils on Children and Adolescents ( <i>Consejos Cantonales de la Niñez y Adolescencia</i> )
CDL	Child domestic labour
CL	Child labour
CISMIL	Centro de Investigaciones del Milenio ( <i>Millennium Research Centre</i> )
CNNA	National Council on Children and Adolescents ( <i>Consejo Nacional de la Niñez y Adolescencia</i> )
COs	Community organizations
CONAMU	National Council on Women ( <i>Consejo Nacional de la Mujer</i> )
CONCOPE	Corporation of Provincial Councils of Ecuador ( <i>Corporación de Consejos Provinciales de Ecuador</i> )
CONEPTI	National Steering Committee for the Gradual Elimination of Child Labour ( <i>Comité Nacional para la Erradicación Progresiva del Trabajo Infantil</i> )
CONEPTISE	National Steering Committee for the Gradual Elimination of Sector-Based Child Labour ( <i>Comité Nacional para la Erradicación Progresiva del Trabajo Infantil Sectorial</i> )
CSE	Commercial sexual exploitation
CSEC	Commercial sexual exploitation of children
CSOs	Civil Society Organizations
CTA	Chief Technical Advisor
DINAPEN	National Specialized Police Office for Children and Adolescents ( <i>Dirección Nacional de la Policía Especializada para Niños, Niñas y Adolescentes</i> )
DyA	<i>Desarrollo y Autogestión</i> (Development and Self-Sufficiency)
DyA-Fenacle	Consortium (Implementing Agency)
ECL	Elimination of child labour
FNJ	<i>Fundación Nuestros Jóvenes</i> (Our Youth Foundation)
HR	Human Rights
ILO	International Labor Organization
INEC	National Institute of Statistics and Census ( <i>Instituto Nacional de Estadística y Censos</i> )
INNFA	National Institute of Children and the Family ( <i>Instituto Nacional del Niño y la Familia</i> )

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IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour ( <i>Programa Internacional para la Erradicación del Trabajo Infantil</i> )
JCNA	District Boards for the Protection of Children and Adolescents ( <i>Juntas Cantonales de Protección de la Niñez y Adolescencia</i> )
KAP	(Survey of) Knowledge, Attitudes and Practices
MCL	Monitoring of child labour
MDGs	Millennium Development Goals
MT&E	Ministry of Labor and Employment ( <i>Ministerio de Trabajo y Empleo</i> )
MOETICBG- MINGOB	Task Force on the Elimination of Child Labour of the Lower Guayas Basin ( <i>Mesa Operativa de Erradicación del Trabajo Infantil de la Cuenca Baja del Guayas</i> ) Ministry of Government ( <i>Ministerio de Gobernación</i> )
NFE	Non-Formal Education
NNA	Children and adolescents ( <i>Niños, niñas y adolescentes</i> )
NAES	Children and adolescents in sexual exploitation
NGOs	Non-Governmental Organizations
PTA	Principal Technical Adviser
RREE	Ministry of Foreign Relations ( <i>Ministerio de Relaciones Exteriores</i> )
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
TBP	Time-Bound Programme
TSC	Technical Support Committee
UNS	United Nations System
USDOL	United States Department of Labor
UNDAF	United Nations Development Assistance Framework
WFCL	Worst Forms of Child Labor

## II. EXECUTIVE SUMMARY

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The Government of Ecuador confirmed its commitment to eliminate child labour by initiating a time-bound programme (TBP) against the worst forms of child labour in 2003. In order to support this initiative, the International Programme on the Elimination of Child Labour of the International Labour Organization (ILO-IPEC), with the support of the United States Department of Labor has implemented a technical cooperation project in order to strengthen the activities against child labour and its worst forms in cooperation with the Government of Ecuador, workers and employers organizations and civil society organizations. This document corresponds to the report of the expanded final evaluation of this Project, entitled “Combating the worst forms of child labour in Ecuador – Support to the time-bound programme for the elimination of the worst forms of child labour in Ecuador (2003-2008)”. The evaluation was carried out in May and June 2008 by a team of independent consultants. As an expanded final evaluation it included a target group impact assessment study.

The Project started on 30 September 2003 (original Project) with a contribution of US \$2,013,146, from the United States Department of Labor (USDOL). Another US\$ 1,999,796 has been added to the budget through an addendum in June 2008.

The Project has two immediate objectives:

1. The creation of a national legal and institutional environment which is favourable to the elimination of the WFCL.
2. The reduction of the incidence of certain prioritized WFCL, by means of direct action in selected regions of intervention.

### **The final evaluation**

The purpose of this evaluation is:

- To inform the key stakeholders, including governmental agencies and social partners in Ecuador as well as the donor, about the achievements from the mid-term evaluation until the final evaluation.
- To analyze the validity of the project design, in particular in the context of the country.
- To document and analyze the actions that have been taken in response to the recommendations and agreements made during the Project revision which took place instead of the second mid-term evaluation<sup>2</sup>.
- To provide recommendations for the future.
- To analyse the good practices and lessons learned that have been obtained from the implementation of the Project that can contribute to institutional learning of the donor, the ILO, the governmental institutions, the workers and employers organisations, as well as of other institutions and organisations.

The methodology of the evaluation included a document review of material, including project documents, progress reports, reports of evaluations previously carried out, products of the activities of the Project and of its Action Programmes, and relevant materials of secondary sources. The evaluation also reflects field work to selected sites in which interviews have been conducted with national officials, trade unions,

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<sup>2</sup> This refers to the midterm evaluation which has been substituted by a project revision workshop carried out in May 2007.

employers and other associated organisations as well as with local officials of areas in which direct Action Programmes have been carried out. The field work included visits to the action programmes that are implemented. At the end of the field work, a stakeholder workshop was carried out in which the results of the evaluation were communicated. An impact study on the target groups (children and families) has been carried out in the context of this evaluation and has been a major input to this report. This study looks at the impact on the quality of life of children and adolescents that has been achieved by the action programmes in the country between 2005 and 2008 in the context of the project of support to the Time-Bound Programme in Ecuador.

## Conclusions

The design of the Project reflects an adequate knowledge of the subject and context. The project, in its design clearly presents the conception of the phenomenon of child labour and CSEC as a crime that needs to be sanctioned. Intervention strategies of inter-institutional and multidisciplinary character are put forward, with the purpose of achieving legal reforms, public awareness, institutional strengthening, prevention and integral and direct attention to child victims or children in risk of CSE.

The two objectives of the Project, on the one hand, point to the strengthening of the institutional structure linked to the abolition of child labour and, on the other hand, to the implementation of direct action in selected regions and sectors with the purpose of preventing and eliminating child labour. The combination of these two dimensions has enriched the dynamics of the project and allowed the creation of processes and strategies that complemented the implementation of actions that otherwise might have suffered from a unilateral (narrow) focus.

The actions implemented for the prevention and withdrawal of children and adolescents from child labour and specifically CSE have initiated a process of sensitization and capacity strengthening among officials of public and private institutions, NGOs and among the general public. The efforts have been important and of great relevance as they have constituted an essential starting point for building linkages of cooperation for the investigation and the development of work processes. Notwithstanding these efforts, there is a need to continue this excellent work which, without any doubt, needs to be extended to other sectors and production branches, as well as other geographical areas in the country.

The targets for direct beneficiaries (children and adolescents) have been exceeded, due to the high achievements in prevention. Until February 2008 the project had withdrawn 1673 children and prevented 5018 children;<sup>3</sup> the targets for the whole project duration were 2120 withdrawn and 2880 prevented children.

The target group impact study observed positive changes with regard to conceptions of child labour and education among targeted children, adolescents and parents. Some important improvements were noted in the formal economy, such as the legalization of contracts, an increase in insurance coverage among employees, the payment of legal minimum wages and a reduction in exposure to risks. These changes were attributed to the existence of control systems and labour inspections. The employment of minors in

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<sup>3</sup> The figures for withdrawal and prevention through “educational services or training opportunities” by February 2008 were 1586 and 4759 respectively.



domestic work, agriculture and informal commerce were still widespread. In the formal sectors, such as the flower and banana industries, there was an important decrease in the incidence of labour of persons of less than 15 years of age (e.g. in floriculture, there were practically no more children working below 15 years) and, above all, an improvement of working conditions for those who continue to work.

The implementation of the programme has enabled various governmental agencies, social and employers organisations to work hand in hand in the elimination of the worst forms of child labour, resulting in concrete achievements such as the declaration of the National Plan for the Prevention and Elimination of Child Labour and the reform of the Penal Code with relation to the criminalization of human trafficking, adopted in 2004.

The management of the Project with an emphasis on sustainability has resulted in a practice in which the ILO left the leadership to local actors and rather held a role of facilitation and support through the technical team of the ILO. The decision to initiate the implementation of the Action Programmes after having reached progress in the institutional framework is also coherent with the criterion of sustainability.

## **Recommendations**

The evaluation formulates a number of recommendations, for the Project and its partners on how to continue the efforts for the elimination of child labour in Ecuador as well as in other future interventions of similar nature. The main forward-looking, strategic recommendations are:

- Continue to strengthen the strategies of income generation for families as a form to substitute the income generated through child labour and CSEC, by strengthening the capacities of adolescents, of families of children and adolescents at risk, by identifying alternatives of individual and collective self-employment, such as cooperatives, job fairs etc.
- The Ministry of Labour and Employment and the Ministry of Social Inclusion and Economy should continue to promote in the provinces, municipalities and communities, the strengthening of institutional coordination mechanisms: commissions, municipal councils, children's and adolescent's councils, committees, and roundtables for consultation among others, promoting their legitimacy in the institutional cultures and practices of participating entities and, if possible, their legal formalisation. This is the root cause of the fact that, despite progress in the legal area, there are still limitations to enforcement.
- The implementing agencies, within their monitoring activities, should continue the dynamics of exchanges of experiences among implementing agencies and other social organisations which have been initiated in the provinces with the support of the Project. It is opportune to spread the communication of the experiences to other provinces of the country, with the contribution of materials from ILO/IPEC and the public institutions.
- The progress in terms of legal reforms, creation of laws, harmonization of regulations, adoptions of decrees, with support of the Project, has to be communicated massively and shared with other agencies in other geographical areas of the country, by the ILO and the partner institutions.
- It is recommended to continue the processes of capacity building in order to communicate the legislative reforms (penal and process reforms) to judges, public advocates, attorneys, the national and provincial police and others, in order to facilitate the processes of denunciation, identification or

detection and processing of cases.

- Until now, awareness campaigns have been carried out in a non sustainable manner. It is necessary that future projects of national partner institutions ensure the continuity or permanence of the same.
- It is recommended to ILO/IPEC to motivate and advise the partner institutions so that they systematically take certain measures before and after the massive awareness campaigns regarding the attitudes and the knowledge of certain target audiences of the Ecuadorian population in order to assess their impact.
- It is recommended that the partner institutions continue with the basic community experience of prevention, detection and attention to the population at risk and/or to victims. This should be done using participative methodologies, with a view to an attention of humanist and constructive nature.
- Provide follow-up to child and adolescent victims in order to ensure and document the withdrawal of this group from CSEC. In this way, the ultimate success of the Project can be ensured. Or, in case of difficulties, strategies should be advised to assist in their processes of family, educational and work reintegration as applicable.
- It is well known that the problem of CSEC and child labour has its roots in the situation of poverty, inequality and discrimination that an important part of society suffers. Now that national and local governments have undertaken obvious efforts to develop programmes of support and social assistance for the excluded groups where the problem of CSEC and child labour is present, the actions of this type of international cooperation projects have to be linked to government programmes in order to enhance the living conditions of the families of children and adolescents that are victims or at risk.

### **Lessons learned and good practices**

The evaluation has identified the following lessons learned and good practices of the Project of Support to the TBP.

#### Lessons learned

- The creation of processes of social participation, facilitated and supported by the Project of Support to the TBP, in the form of community defenders, inspection and others, need a follow-up that allows them to achieve their consolidation and sustainability by means of self-development, self-administration and co-management. These community structures need assistance and an opportune response to their needs with well-established quality controls.
- The creation of social inspection systems that accompany the work of labour inspectors in agricultural businesses (e.g. in floriculture and bananas) is a good initiative. Nevertheless, these systems need strengthening, apart from building the capacity of their members, by means of a permanent monitoring (assessment in the action), with the purpose of strengthening personal skills of ethical observation as well as social responsibility; provide them with legal instruments of negotiation and mediation, legitimize their role in the local context and develop processes of empowerment together with their members.
- The Project of Support has done a huge effort to help the implementing agencies understand and exploit the gender perspective and the focus on rights, so that they succeed in incorporating these into the practices and strategies of the Project, of its institutions and of social institutions. However, these processes need to be continued and strengthened in order to result in sustained and profound changes in terms of impact in the Ecuadorian society.
- It has been sufficiently shown that participative methodologies, well applied and adapted, are a fundamental pillar for the success of programmes and projects of social development. Therefore, the

challenge of projects like this one is to recreate, publish and share the methodologies and techniques in the work with community organizations, and reinforce the creation and strengthening of local organizations. The training of representative leaders for workers and community organizations is of urgency. The community participation needs to allow the creation of spaces that the action programme alone cannot establish. Moreover, it is important to generate, in the same communities, the capacity to develop responses.

- The need to facilitate the design, dissemination and evaluation of sensitization campaigns planned in a permanent and sustained way in the mass communication media with the purpose of reaching strategic target groups and in order to achieve a socialization of the results, challenges and lessons learned and to obtain a multiplier effect of the Project. The development of sensitization campaigns will require the sensitization of media directors, editorial officers, editors, among other actors, at the national and local levels.
- Changes in the area of formal education are strategically necessary. They can be achieved by various means, including those that have been employed by the Project: changes in the curricula of universities that train professionals, the training and sensitization of officials of the Ministry of Education, the involvement of authorities of national ministries in the debates and bodies of decision making and changes in curricula of schools and colleges.
- The extent of networks of CSE has characteristics that go from the individual, family, community to the social level. For this reason, the response needs to be thought of in the same manner. At the individual level, continue with the restitution of rights, with the strengthening and reconstruction of world visions and finally value scales that permit to denounce and sanction the networks of CSE. At the family level, support the establishment of family networks of support, the improvement of the socio-economic conditions of families with socio-productive alternatives that go beyond the strategies that only cover the survival of their members. At the community level, direct strategic action towards the consolidation and formation of new support networks, the participation in local activities which lead to decision making, negotiation, co-management and self-management, in the establishment of local educational and recreational activities, the strengthening of local leadership and their training on CSEC. At the social level, the strengthening and creation of new institutional networks, the strengthening of a culture where rights are claimed, the articulation of national and local political will, the increase of local and national institutional capacities; progress in the promotion of legislation in the regional and local context, such as municipal directives.
- The elaboration of baselines needs to be done with similar methodologies and the research processes need to be of high quality in terms of rigour, validity and reliability.

#### Good practices

- The multi-axial character of the Project (prevention, withdrawal, sensitization, capacity building, legislation, institutional coordination and negotiation, research, systematization and dissemination), that acts at different levels and impacts on distinct aspects of the problem, is a methodological success.
- The realisation of baselines on CSEC and child labour that were done at the beginning of the Project, in each area of intervention, allowed to generate a useful knowledge base for the understanding of the phenomenon and the sensitization of strategic actors at the level of public and private institutions. The baseline studies should apply similar methodologies and should be studies of high quality.
- The fact that the Project has tried to influence the social perception of the problem, although in an incipient manner, through specific capacity building activities for journalists, in order to achieve a correct journalistic coverage of the subject by the media.
- The practice of ILO/IPEC to constantly adapt the parameters of the monitoring system to the

necessities of the implementing agencies and the characteristics of the context. This notwithstanding, it should be indicated that the systems for gathering information (electronic databases) developed and introduced by ILO/IPEC with the partner agencies are of high quality and have much relevance in decision making.

- As part of the strategy of the Project of Support to the TBP, in order to reintegrate children and adolescents into the school system, educational materials developed by the Wiñari Project have been used. They have been introduced by DyA and WLID through the Action Programmes, in particular in the banana sector, with the aim of putting into practice processes of accelerated education for adolescents between 15 and 17 years with educational backlog. The application of materials elaborated by another project is not only evidence of a coherent strategy to optimize resources, but also shows that there is a homogenous basis of concepts and foci among the projects in the area of combating child labour. This facilitates the enhancement of levels of coordination and opens spaces of collaboration.
- The early involvement of children in work activities makes that they have a very limited experience of recreational options and free time. The activities developed by the project have contributed to a situation in which children, adolescents and families that participated in the activities carried out by the action programmes not only revalue certain practices that they carry out together but also recognize the value of recreation and free time as essential elements in the educational process of human beings. They particularly value the holiday camps that the action programmes have organized.
- The dedication of efforts by the Project of Support to the TBP to the formulation of protocols for institutional intervention in cases of sexual exploitation of children and adolescents (Cases: protocol on health of Machala, integral protocol in Lago Agrio, juridical protocol in Cuenca). The momentum of the Project of Support through actions that allow the application of personalized plans of attention for children and adolescents who are victims or at risk of sexual exploitation, concerning Life Projects. (Cases: F. Quimera and Fundación Nuestros Jóvenes).

### III. BACKGROUND

In 2000, the government of Ecuador ratified ILO Conventions 138 and 182, on the minimum age for admission to work and the prohibition of the worst forms of child labor and immediate action for their elimination. The Ecuadorian government's commitment to protecting the rights of children is reflected in the ratification of various international legal instruments, such as the Convention on the Rights of the Child and its Optional Protocol on the Sale of Children, Child Prostitution and the Child Pornography; the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, the Convention of Belém do Pará; the International Convention for the Repression of Trafficking of Women and Children, and the protocol modifying that convention.

In 1997, a cooperative relationship was initiated between the ILO and the government of the Republic of Ecuador.

#### 1.1 Table 1: Principal actions in cooperative relationship between ILO and Government of Ecuador, 1997-2004 on Child Labour

YEAR	PRINCIPAL ACTIONS
1997	Signing of Memorandum of Understanding between Ecuador and ILO
1997	Official establishment of CONEPTI
1998	Beginning of Action Programs in brick-making kilns in southern Quito and Cuenca
2000	Beginning of mining program in Ecuador
2000	Ecuador ratifies ILO Conventions 138 and 182
2001	Beginning of mining action program in Bella Rica
2001	Beginning of Action Program in garbage dumps in Santo Domingo de los Colorados.
2001	First National Survey on Child Labor
2002	Child Labor Inspection and Monitoring System created
2002	Formation of Banana Industry Social Forum
2002	Renewal of Memorandum of Understanding between Ecuador and ILO
2002	National consultation on the Worst Forms of Child Labor
2003	Preparatory base line studies for TBP (bananas, flowers, construction, CSEC, mining, garbage dumps, education, social programs)
2003	National consultation and drafting of National Plan for the Elimination of Child Labor
2003	Approval of Code for Children and Adolescents
2003	ILO-IPEC project of support for TBP approved in August
2004	Time-Bound Program activities begin in February with arrival of TSC.

Ecuador has received support from IPEC since 1997, when a Memorandum of Understanding was signed between the government and the ILO. This agreement was subsequently renewed in 2002. Throughout these 11 years, Ecuador has been assisted through various IPEC projects implemented with financing from donor countries such as Spain, the United States and Canada.

Since 2000, the IPEC strategy has focused on providing support for the Time-Bound Programme (TBP) for the elimination of child labour.

***“TBPs are understood as a series of national policies and programs that are integrated and coordinated to prevent and eliminate the worst forms of child labor in a country within an established time frame. Their special characteristic is that the country itself begins and carries out the program.”***

Within this framework, the Project of Support for the Time-Bound Programme against the Worst Forms of Child Labour in Ecuador (TBP-Ecuador) is a three-year ILO-IPEC project that began in September 2003 and is funded by the United States Department of Labor (USDOL).

## IV. INTRODUCTION

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This document is the report of the Extended Final Evaluation of the Project,

***“Combating the Worst Forms of Child Labor in Ecuador – Support for the Time-Bound Program for the Elimination of the Worst Forms of Child Labor in Ecuador (2003-2006),”***

at the request of the International Labour Organization (ILO), through its International Programme on the Elimination of Child Labour (IPEC).

The government of Ecuador confirmed its commitment to eliminating child labor by implementing a Time-Bound Program (TBP) against the Worst Forms of Child Labor (WFCL) in 2003. To support this initiative, the International Labour Organization’s International Programme on the Elimination of Child Labour, with support from the United States Department of Labor, implemented a technical cooperation programme to promote and strengthen activities for combating child labor and its worst forms with the government of Ecuador, organizations of workers and employers, and civil society organizations (ILO-IPEC, 2003).

The project began on 30 September 2003 (original project) with a contribution of US\$2,013,146 from the U.S. Department of Labor (USDOL). Between that date and 30 September 2005, the project registered significant accomplishments.

In September 2005, after the first intermediate evaluation, an **Addendum** was approved with the goal of:

Including a new intervention sector: the trafficking of children and adolescents for purposes of exploitation and CSEC.

1. Extending the geographic area of intervention in the banana industry (to Los Ríos and Guayas), the flower industry (to Quito and Latacunga) and trafficking (to Lago Agrio and Cuenca);
2. Increasing the number of direct beneficiaries by 1,500 children and adolescents (620 to be withdrawn and 880 prevented from involvement)
3. Extending project staff until July 2008, and
4. Adding two positions to the project team (CSEC officer and the vehicle conductor) (ILO/IPEC, 2005, Midterm evaluation report).

The recommendations have been taken into consideration by the responsible of the Programme of Support to the TBP.

An internal review in May 2007 analyzed obstacles and progress in the political-strategic, organizational-functional and human-material dimensions. It also offered a series of **recommendations** for completing the direct Action Programmes, continuing to strengthen the installed capacity of public and private institutions, and carrying out specific studies of institutional and organizational advocacy on child labour and studies related to public knowledge, attitudes and practices related to child labour. It also assessed the dissemination of information in the local and national media; outreach actions such as the publication of bulletins, CDs, Web pages, etc., which need strengthening; and the implementation of robust, friendly information systems. The report recommended promoting better relations with employer and worker organizations and government agencies, reinforcing trade union actions, legal reform and training for public servants and private sector staff members on issues related to the project’s actions. The implementation of the recommendations of the 2007 project revision are detailed in Table 2 of Annex 1 and they are analysed in a separate section called “Achieved Outputs of the strategic objectives of the project”

Two years later, this expanded final evaluation was done to study the project's impact on the quality of life of children and adolescents.

The purposes of the evaluation were:

To provide the main stakeholders, including government agencies, civil society stakeholders in Ecuador and the donor, with an assessment of the work done since the intermediate evaluation;

- *Analyzing the validity of the project design, especially in the context of the country.*
- *Documenting and analyzing actions taken in response to recommendations and agreements made during the project review that took the place of a second mid-term evaluation<sup>4</sup>.*
- *Providing recommendations for the future.*

To analyze good practices and lessons learned from the project's implementation that could contribute to institutional learning for the donor, the ILO, government agencies, organizations of workers and employees, and other institutions and organizations.

### **Problem**

The Project began on 30 September 2003 (original project), with a contribution of US\$2,013,146 (original project) and US\$ 1,999,796 (addendum until June 2008), for a total of \$ **4,012,942** from the U.S. Department of Labor (USDOL). It is therefore important to evaluate the following areas:

*How relevant, sustainable, efficient and effective has the project been?*

*What impact has direct assistance had on the project's beneficiaries?*

*What challenges remain to be addressed to contribute to the elimination of child labor and all forms of commercial sexual exploitation of children?*

*What were the good practices and lessons learned from the design and implementation of the project?*

### **Targets**

The Project's impact on the population served and on functionaries of public agencies and private organizations, and the effect of the Project's actions on worker and employer organizations and public agencies responsible for assisting, protecting and defending the rights of children and adolescents.

Initially, the TBP team focused on strengthening national institutions. Efforts were made to lay a more solid foundation and create a framework of institutional policies that would ensure the sustainability of actions for combating the worst forms of child labour in the country.

The project is divided into two main strategic objectives:

1. Creation of a national legal and institutional environment conducive to the elimination of the WFCL, and
2. Reduction of the incidence of the priority WFCLs through direct action in selected intervention zones.

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<sup>4</sup> It refers to the midterm evaluation that has been replaced by a Project Revision Workshop done in May 2007.



The strategic components related to the first objective were:

- Production of knowledge and information;
- Adaptation of legislation and policies;
- Development of inspection and monitoring systems;
- Awareness raising and mobilization of public opinion; and
- Strengthening of institutional coordination.

Priority sectors for the TBP's direct actions were:

- **Banana** production (El Oro, Guayas and Los Ríos)
- **Flower** production (Cayambe and Pedro Moncayo)
- **Construction** (Quito)
- **Commercial sexual exploitation of children** (CSEC) (Machala, Quito and Guayaquil)
- **Institutional support** (Sucumbíos and Azuay)

The Action Programmes in each of these sectors were designed to develop intervention models that could be expanded or applied on a broader scale to address these and other WFCLs nationwide. The main components were:

- Institutional capacity building at the local level;
- Development of educational and health-care services for children and adolescents;
- Awareness raising;
- Increasing families' income; and
- Development of child labour monitoring systems.

## V. COUNTRY SUMMARY

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### Characteristics of the Ecuadorian context

In the past decade, Ecuador's political and social scenario has been characterized by serious instability and high levels of conflict. During the time frame of the Programme for "Combating the Worst Forms of Child Labor in Ecuador" (TBP-Ecuador) (2003-2008), the country had four presidents.

This conflict and instability are due to two interrelated factors. On the one hand, people are increasingly dissatisfied with the limited effectiveness of public actions to combat problems that have persisted for years because of political and economic policies that have emphasized macroeconomic and fiscal stability over the common good. On the other, the conflict and instability in recent years are also a result of increasing levels of awareness on the part of Ecuadorian society, whose questioning of events has led to social reactions that have culminated with the overthrow of democratically elected presidents because of the growing gaps between government action, the campaign promises that put the candidates in office, and the everyday situation of the population.

A brief comparative analysis of certain indicators shows that Ecuador still faces serious problems. A high percentage of the population remains marginalized from education,<sup>5</sup> health care, access to decent work<sup>6</sup> and participation. Illiteracy has decreased substantially, but still affects 9 percent of the population. Poverty remains a constant for four out of every 10 inhabitants of Ecuador, affecting 4.8 million boys and girls (SIISE, version 4.5).

The country also has one of the highest levels of inequality in the region: in 2006, the poorest 40 percent of the population received 11.4 percent of the total income, while at the other extreme the wealthiest 10 percent received 42.1 percent of the income. Far from being an improvement over the previous decade, the situation had worsened in 11 years. In 1995, these figures were 17.1 percent and 30.5 percent, respectively (ECLAC, 2006 and 2008).

Because of priorities set by the various government administrations, by the end of the last decade the amount of public resources allocated for "social investment" had declined from year to year. Only as of 2000 did this figure begin to show a slight increase, especially in health, education and social welfare. Current trends indicate the possibility of improvement, as the government has committed to universal coverage of health, education, nutrition, potable water and sanitation and must therefore protect resources allocated to these goals.

Meeting this commitment, however, requires important decisions; in comparison with other countries in the region, between 2000 and 2007 Ecuador remained one of the nations earmarking the smallest percentage of domestic revenues to promoting equality, welfare, skills development and wider opportunities for the people.

The situation described above explains some of the reasons why hundreds of thousands of children and adolescents prematurely enter the world of work. Although this decision is also influenced by cultural factors, such as the widely held belief that work is formative for children, there is an undeniable correlation between poverty and child labour. According to a recent publication on child labour, more than 60 percent of households with working children have a family income of less than US\$200 (MBS, Ministry of Labor and Employment, UNESCO, 2008: 9).

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<sup>5</sup> Primary school enrollment, based on net enrollment (the number of people enrolled in or attending school at any level), has stood at about 90 percent since the 1980s (SIISE, Version 4.5).

<sup>6</sup> According to recent official figures, unemployment in the country at the end of 2007 stood at 7.1 percent, while underemployment was 43.6 percent. While these two indicators show significant improvement over earlier years, additional job-creation efforts are still needed (ILDIS, 2008).

In Ecuador, child labour is also the result of political factors related to limited willingness to take a serious, coordinated approach to the problem, as well as inadequate or non-existent enforcement of laws.

Because of this complex set of factors, in 2001, there were 789,071 working boys, girls and adolescents between ages 5 and 17. This figure dropped to 514,674 in 2005 in response to increased government involvement in combating child labour, stronger institutional capacity, campaigns for denouncing abuses and raising awareness that were led by various stakeholders, and national and international social pressure aimed at combating the problem.

This scenario was complemented by increased awareness of the smuggling and trafficking of persons and sexual and commercial exploitation of children and adolescents in the country.

### **Social policies for children and adolescents**

Because of an active social movement for the rights of children and adolescents, which drew on the international fight for children's rights that resulted in approval of the Convention on the Rights of the Child in 1989, the country saw a flurry of policies and laws<sup>7</sup> that were inspired by a concept different from the previous predominant approach, which had emphasized guardianship and welfare-style assistance.

The year the programme for combating the WFCL in Ecuador began, the new Code for Children and Adolescents took effect. Because of this regulatory framework, in 2004 the National Council on Children and Adolescents was established, a National Decentralized System for Integral Protection of Children and Adolescents was launched, and a Ten-Year-National Plan for Integral Protection of Children and Adolescents was approved, setting goals that the country must reach to ensure the rights of this sector of the population.

In 2005, the National Agreement for Children and Adolescents was signed, with a commitment to promoting, over the next two years, priority policies for strengthening coordination among various national and international public and social entities. The same year, the government also declared integral protection of the rights of children and adolescents to be state policy.

Progress at the national level was complemented by the formation of district councils on children and adolescents, as well as district boards for the protection of rights.

In the area of special protection, in 2005 reforms were made to the Criminal Code to include sex crimes against children and adolescents, and a year later the National Plan for Combating the Trafficking of Persons, emphasizing prevention, punishment and the restoration of the rights of children and adolescents, and the National Plan for the Eradication of Sex Crimes in the Educational System were approved.

Policies defined since the ratification of the convention show that a political framework is developing that is increasingly removed from the old approach of paternalistic assistance and dispersed, fragmented, one-time responses. The new approach is one of public policy based on concerted action by various institutions. This new approach is now supplemented by a National Development Plan that, besides setting priorities for the country and laying the groundwork for public administration, places special emphasis on the elimination of child labour.

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<sup>7</sup> Also worth noting are the Ten-Year Plan for Children and Adolescents, the Agenda for Indigenous Children, the National Action Plan for Children, the reform of the Juvenile Code in 1992, the inclusion of the rights of children and adolescents in the 1998 Constitution, and establishment of the Specialized National Police Office for Children and Adolescents.

## VI. METHODOLOGICAL PROCEDURES

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This evaluation was designed to be a systemic assessment of the context, inputs, processes and outputs of the project, which have an impact on how well it has met its goals.

Because of the time when it was done, qualitative procedures were used. These were based on the characteristics and number of participants. Because this is a final expanded evaluation, it includes an impact study that combines quantitative and qualitative techniques and procedures.

The evaluation includes a **documentation review** of materials, including project documents, progress reports, reports of prior evaluations, outputs of project and action program activities, and relevant material from secondary sources, including base lines and other government documents, such as national plans or documents about child labour and CSEC in Ecuador.

The evaluation also involved **field work** in selected places, where interviews were done with national officials and representatives of trade unions, employers and associated organizations, as well as places where the direct action programs were implemented. The approach to the different interviewees (Annex N.º 3, List of persons interviewed) has been done through individual and collective non structured interviews (See Annex N.º 4, the instruments). Visits were also made to the Action Programmes that are under way (See Annex N.º 5, the schedule of activities done during the field visits and the stakeholders list). The processing of the information has been done manually.

### 1. Methodology of the impact studies

The focus was retrospective and looked to compare the actual situation with the one in the past, in this case, before the Programme intervention. *“The challenge... is that these interventions produce long term results”*<sup>8</sup>. In this approach it has to be taken into account when taking the importance of the impact, that sometimes it cannot be achieved in the expected dimension and it could revert into an improper underachievement of the programme execution.

Regarding the research instruments, questionnaires and interviews have been done with focus on the beneficiaries and their collective and individual perceptions. It must be noted, as well, that the methodology used, interviews to beneficiaries and questionnaires to the stakeholders, collect the perceptions and opinions of the people but not with exact information of the results. This is the base of the impact study. Hence, the information and interpretation will have the limitation of subjectiveness due to the different perspectives of the sources of the information.

Based on the “Model of Questionnaire to Beneficiaries”<sup>9</sup>, a formula was produced. It has 134 questions that have been annexed to this report<sup>10</sup>. A free adaptation has been done to the instrument following the criteria underneath:

- Localizing themes and language, taking into account that there is always a way for the interviewers to recreate and request in several ways to allow questions to be better understood by the interviewees.
- Shortening the questionnaire to avoid the large number of questions.

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<sup>8</sup> Claudia Ibarguen and Azra Abdul Cader. *Methodology of tracer studies to measure the impact in girls, boys and adolescents, and families interventions for the eradication of child labour*. Centre for Poverty Analysis (CEPA). IPEC-ILO. March 2005.

<sup>9</sup> This questionnaire is part of the quoted model. *Ibid.*

<sup>10</sup> Annex N.º 8

- To record only two moments in the recording instead as three as mentioned in the original questionnaire.
- Including some aspects such as identity and participation.

Regarding the execution of the questionnaire, it was done with a group of 17 interviewers that came from two areas: Quito and Machala. They received a training concerning the issue of child labour, the use of the instrument and a general knowledge of the programmes.

In the design, a non-random sample was proposed due to the difficulty of tracking the old beneficiaries. Therefore, populated areas (villages) and centres (schools) were proposed to execute the most important activities of the programmes and were where the biggest part of the beneficiaries' population was found. The criteria of concentration and the possibility to find the sufficient number of participants were established. This system was applied due to the difficulty of finding the beneficiaries of the intervention and due to the high dispersion of them in the villages, as well as the high mobility of the population and the activities that they performed.

Sub-groups were identified considering the population *prevented* or *withdrawn* and a suitable sample was done to select the number of individuals of each *strata*<sup>11</sup>.

A large group of individual and group interviews were done and the results were recorded, and the digital and magnetic archives have been handed over with this report. The expected number was achieved, with variations in the interviewees according to each situation found.

The processing of the interviews has been done by digitalization of the information in the SPSS programme. After entering the information, it proceeded by a data cleaning based on the analysis of consistency of the answers. In the same programme, the variables were prepared with each of the answer alternatives, and closing the open and semi-open questions.

At the end of the evaluation, a workshop was organized with 64 participants, officials of public and private institutions, in which the results were shared, including the results of the impact studies (See Annex N. ° 7, List of participants).

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<sup>11</sup> It was planned to apply 1,500 questionnaires. This figure was adjusted with the counterpart institutions to 1.351 (90,1%). Finally 1,184 (87,6% of the agreed number and 78,8% of the original simple number) were applied. The adjusted figure was decided based on the actual capacities of the projects, specially regarding to reach those people that have participated in the Project. The most difficult individuals to find were those not involved with the Project more than a year ago and those that have participated in the **ESCI** projects. (Please check the Annex 5, Schedule of Activities and Annex 8 Impact study).

## VII. OUTCOMES

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The results are presented and organised in three sections: Validation of the Project Design, Implementation of the Project, and the Results referring to: the principal achievements of each one of the strategic objectives, the relevance of the APs, the main achievements of the banana sector, flower sector and in CSEC, sustainability and the capacity for resource mobilization. Each one of the sections refers to the implementation of the recommendations of the Mid Term Review Workshop (2007).

### 1. VALIDITY OF THE PROJECT DESIGN<sup>12</sup>

The project responds to the following strategies:

- Production of knowledge and information
- Adaptation of legislation and policies
- Development of inspection and monitoring systems
- Awareness raising and mobilization of public opinion
- Strengthening of institutional coordination

These strategies should create an environment conducive to processes for eliminating the WFCL, CSEC, trafficking and child labour in Ecuador.

The project addendum had clear, optimal strategic areas: the inclusion of a rights-based approach; the presentation of CSEC as a violation of the rights of children and adolescents; emphasis on legal reforms; efforts to influence the agendas of trade unions and business organizations; incipient efforts to influence the discourse and practices of the media and the tourism sector regarding detection, prevention and withdrawal<sup>13</sup> of children and adolescents from child labour and CSEC; and persistent efforts to help modify discourse and practices among professionals in public agencies and private organizations to raise awareness and avoid the revictimization and exclusion of children and adolescents.

The project's social importance is evident in the design and throughout implementation, as it is aimed at having a social impact, with the ability to produce changes in the target groups in the areas of restoration of rights; promoting or creating conditions for improving living and working conditions; and promoting changes in attitudes, practices, conditioning behaviours, mindsets and knowledge among all stakeholders with regard to the prevention and elimination of child labor, the WFCL, CSEC and trafficking.

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<sup>12</sup> The terms of reference suggested the following questions for this evaluation: *Was the design of the programme logical and consistent? Were the indicators of progress and means of verification relevant? Were the strategies for creating a conducive environment and carrying out the interventions for eliminating the WFCL in Ecuador relevant? Were the critical assumptions realistic? To what extent were they important? How was the project coordinated with other interventions supported by IPEC or other organizations in the country?*

<sup>13</sup> 1. Prevented: Children and adolescents who are at risk of involvement in child labor or who have been involved, but who are in a situation in which a positive preventive intervention can be carried out. According to the strategy that was implemented, they are found in schools, where program activities have been carried out.

2.. Withdrawn or eradicated: Children and adolescents who were in a permanent work situation at the beginning of or during the programme and have been: (i) withdrawn from work if they are under age 15 or, (ii) changed from informal, exploitative working conditions toward formal conditions (registered contract and affiliation), permissible number of hours per day, appropriate weekly work, non-hazardous activities and continuation of schooling for those between ages 15 and 17. They are found in the flower industry and night schools, and the programme has worked with them in those places.

The design describes progress indicators and means of verification, which are expressed clearly, concretely and in relevant language. As with any flexible planning process, however, the goals, indicators, assumptions and means of verification underwent constant adjustment, by mutual agreement with the implementing agencies.

The project's appropriateness, efficiency and effectiveness were demonstrated in the following areas:

- The number of beneficiaries prevented from entering/withdrawn from child labour, CSE and trafficking. The number of NNA *prevented and withdrawn* by the Project has over-achieved the planned number (5.000). In total, 1.673 have been *withdrawn* (79% of the goal) and 5.018 *prevented* (174% of the goal).
- The number of public and private institutions, implementing agencies and partners, as well as the impact on them. A total of 55 programmes, institutions and social organizations that have been incorporated in their agenda specific aspects of the WFCL.
- The change in the project's social milieu. Impacts on the local and national context, noted by the evaluation and the impact studies.

## 2. PROJECT IMPLEMENTATION<sup>14</sup>

The consistency, relevance and integral nature of the intervention strategies is evident in the implementation, as is the impact on the institutional environment and direct actions.

Viability of the political (interests and expectations), institutional (regulations and practices), technical (mobilization of resources), financial (monetary resources and cost-benefit ratio), juridical (institutional legal framework) and socio-cultural (cultural relationships, norms, values and customs) dimensions were a guarantee for the processes implemented during the project life cycle: planning, implementation, evaluation, monitoring and systematic documentation of best practices.

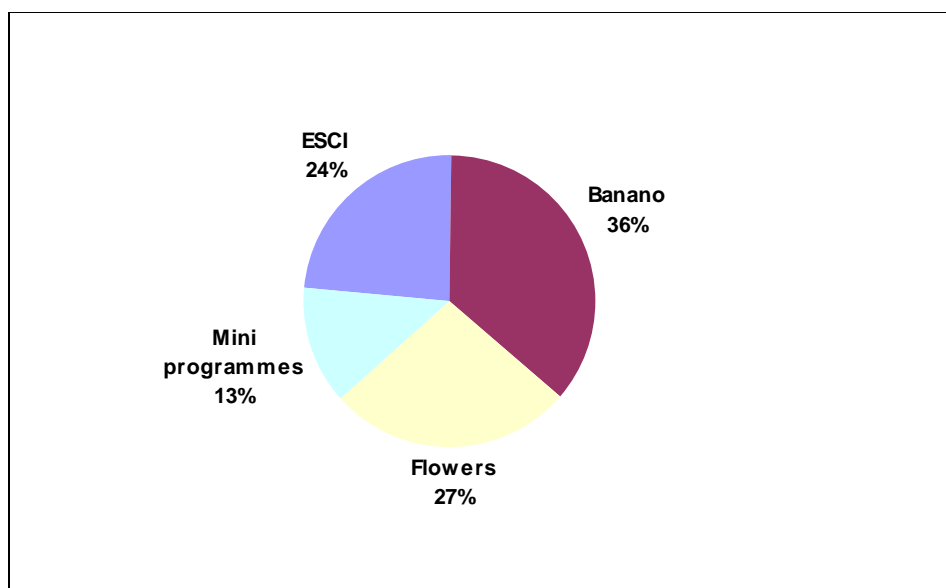
The project reflects appropriate budget planning and effective, efficient use of the resources provided by the donor agency and partner organizations.

A review of the distribution of investment among the program's components shows that the largest proportion of the budget of US\$4,012,942 went to fund direct services to children and adolescents and beneficiary families (38 percent), followed by investment in technical assistance, advocacy and monitoring (30 percent). By amount of resources invested, the remaining components were, in order, overhead (11 percent); international assistance and evaluation and operating expenses and transportation (7 percent each); studies, seminars and publications (5 percent); and provision for cost increases (2 percent), as shown in Figures 1 and 2:

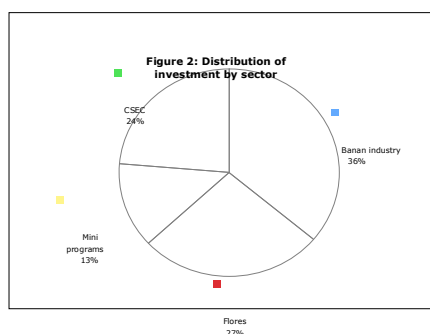
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<sup>14</sup> For implementation of the Project, the terms of reference pose the following questions: *Has the programme been implemented as planned? Was the process for selecting the Action Programmes effective and efficient? What effect has participation in the Project had on stakeholders such as CONEPTI, the Ministry of Labor, the Ministry of Education, INNFA, the banana and flower industry social forums, trade unions, etc.? How were the recommendations that emerged from the May 2007 project review implemented?*

**Figure 1: Distribution of the total programme investment**



**Figure 2: Distribution of investment by Sector**



A closer look shows that 43 percent of the investment was channeled directly to the social sectors defined as the beneficiary population, including direct services and studies, seminars and publications. The remaining 57 percent went to indirect expenses associated with implementation. This distribution could be improved in future interventions, optimizing the resources allocated to indirect expenses such as technical assistance, international assistance, operating expenses and other budget components.

The disbursement pattern was relatively similar in all components; there was steady investment during the 2003-2007 period, with a slight downward trend as of 2007 because of the impending finalization of the programme. In contrast, there was significant growth in investment in direct services to beneficiary children and adolescents as of 2004, as well as a pronounced decrease between 2007 and 2008. A similar pattern can be seen in the technical assistance, advocacy and monitoring component, reflecting the close correlation between this component and direct services.



By intervention sector, the distribution of resources shows that of a total of US\$1,575,235, investment targeted, in order, the banana industry, flower industry, CSEC and the so-called mini-programs, in the proportions shown in Figure 2.

When investment in the Action Programmes is compared with the number of beneficiaries, we find that, on average, the TBP allocated US\$235 per beneficiary, with the lowest per-capita investment in the banana sector and the highest in CSEC, which is justified because of the complexity of work in that area.

### 3. ACHIEVEMENTS

This section looks into the achievements of the strategic objectives, an analysis of relevance of the Project, the principal achievements regarding the Project interventions (flowers, banana and CSEC), the importance of sustainability and the capacity of the APs to mobilize resources.

#### 3.1 Achievement of the strategic objectives

The principal achievements referring to each one of the strategic objectives of the APs will follow. The presentation of the achievements is related to the recommendations emerged in the internal Project Review workshop done in May 2007.

##### 3.1.1. Strategic Objective I:

**Institutional and Juridical Framework.** *By the end of the Project, the relevant government agencies, civil society organizations, workers, employers and international donors will have established coordinated actions to eliminate the worst forms of child labor in Ecuador, within a consistent legal and institutional framework.*

The achievements of the strategic objective<sup>15</sup> have been grouped into: actions against CL, labour inspections, databases and information systems, generation of information and knowledge, strengthening of the institutional and legal framework and consolidation of the tripartite forums.

##### A. Actions for combating child labour

The main actions for combating child labour carried out by implementing agencies were local awareness-raising workshops and training; these represented 72 percent of the activities (Table 3), with the participation of more than 6,000 people, most of whom were women (Table 4). These reflect a great success in the coordination and negotiation strategies established with the private and public institutions; reached thanks to the capacity and the appropriate assistance of the technical team of the ILO/IPEC in the optimal selection of the implementing agencies

As a result of the tripartite social dialogue promoted by the TBP, the National Committee for the Progressive Eradication of Child Labour CONEPTI has been strengthened during this period with the designation of a new technical secretariat and the approval of a work plan that marked the beginning of a review process for the National Plan for the Elimination of Child Labour, implementation of a National Information System on child labour, and strengthening of the Inspection System for Child Labour, among other measures, with technical and financial support from the TBP and other agencies such as IOM, CORPEI, DNI, FLACSO and other entities of the government.

The main activities carried out with trade unions<sup>16</sup> were related to training on child labour. A mini-program is beginning with the Single Workers' Front (*Frente Unitario de Trabajadores*, FUT) to support

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<sup>15</sup> Da respuesta a las recomendaciones realizadas en el taller de revisión efectuado en mayo 2007.

<sup>16</sup>The trade unions affiliated with the Single Workers' Front (*Frente Unitario de Trabajadores*, FUT) drafted a Combating the Worst Forms of Child Labour in Ecuador— Supporting the Time-Bound Program for the Elimination of the Worst Forms of Child Labour in Ecuador – Final Evaluation 2008 13

a program of trade union study circles on child labour. Another mini-programme was also implemented on union strategies for combating child labor and inclusion of the issue in collective bargaining through the CEDOCUT program for grassroots leaders of trade unions affiliated with FUT, with support from the TBP and the ILO's OSRA/ACTRAV.

The ILO advisory team has provided technical assistance to the implementing agencies and partner organizations, business organizations, unionized workers, and the children and adolescents and their families in five interrelated processes; basically it monitors legal cases for judicial sentences, the preparation and monitoring of plans, national and local agendas, and support for the design and entry of data into statistical systems and databases.

### **Labour inspection**

The training and supervision of 27 child labour inspectors<sup>17</sup> by the project implementing agencies, CONEPTI and the ILO advisory team has enabled them to work more effectively, following up complaints appropriately and promoting greater and better enforcement of Ecuadorian legislation on child labour and the elimination of the WFCL. It is important to highlight the mystique and ethics of the child labour inspectors; according to the information provided, all complaints have been channeled appropriately. It was also evident that business people are interested in avoiding such complaints and especially in avoiding repeating violations; at least, that is what they expressed verbally. This indicates that awareness raising about the issue has been progressing successfully. Inspection has now become comprehensive; in the past, child labour inspectors had to regularize the youths' employment situation; now they must take into account the situation of all other workers as well.

During the evaluation period, logistical support and community oversight was provided to the child labour inspection offices<sup>18</sup> in the three provinces. A total of 24 community oversight inspections have been done, resulting in referral of five adolescents to educational services<sup>19</sup> offered by the program. Formalizing the adolescents' employment situation is very complex. In the interview, the inspectors said they did not remember more than 10 cases. In speaking about challenges for the future, they mentioned audits of certifying companies, developing a profile for workplace and safety inspectors, drafting a child labour policy, and developing a strategic plan for inspection.

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proposal for a labor chapter for the Constitution, including articles on fundamental principles and rights at work, including the abolition of child labour. The draft was presented to Task force 6 of the Constituent Assembly, which was responsible for this issue. The ILO provided technical and financial support for developing the proposal.

During this period, as a result of the work aimed at including the elimination of child labour in national policies and programmes, the 2007 report on the Millennium Development Goals and the National Development Plan (2007-2010) launched by the government included this issue and set goals and targets. These two instruments are the basis for the drafting of the United Nations System's Development Assistance Framework (UNDAF) for the country.

The TBP's work with workers' organizations during this period has resulted in the drafting of a common trade union proposal to the National Constituent Assembly on the Labour Chapter of the new Constitution, which includes language on child labour in accordance with the ILO conventions.

<sup>17</sup> Inspections are aimed at large producers, as it is difficult to reach small producers because there are so many of them. The work is guided by an Inspection Manual for Child Labour prepared in July 2003 by UNICEF and INNFA. The number of working children has decreased since 2005 because of fear of authorities and greater awareness on the part of producers. Child labour has not disappeared, however, and there are times when it increases (during vacations, for example).

<sup>18</sup> The FENACLE-DyA Consortium team provided valuable support for the inspectors, with technical advice and transportation assistance.

<sup>19</sup> With help from the Guabo network, 42 adolescents were found on the La Maravilla Hacienda. An educational response was offered, and the youths were referred to computer courses in Ponce Enríquez. In the next period, they can enroll in the banana industry administration course and the accelerated education offered by the program.

## B. Databases and information systems

The principal databases are designed to record information about the AP beneficiaries.<sup>20</sup> It is also important to note that negotiations are under way with INEC for the design and ongoing entry of data into statistical systems for the child labor modules of the Survey of Living Conditions and the National Survey of Child Labour. So far, the first draft of the Second National Survey of Child Labour has been completed.<sup>21</sup> The support of the DINAPEN in this field is also relevant. DINAPEN counts with a database for statistics on CSEC and trafficking. DINAPEN received funds from the ILO to differentiate the variables as established by the reform of the *Penal Code*.

The initiatives of the ILO/IPEC to contribute to the update and information generation have been determinant for the decision making and capacity building, but the most relevant is their support to the maintaining de Labour Observatory through the Social and Standardized System of Statistics (SISE). It is important that they continue to support the CONEPTI to feed these systems. The divulgence by CONEPTI through their website, electronic bulletins and the realization of a strategy related to the social communication media (see Table 2).

At present, the CONEPTI is in charge of a National Information System about Child Labour that feeds the Observatory, the SINIÑEZ and other national systems of information. The ILO/IPEC contribution with technical support have been well valued by the public functionaries involved in these processes, their paper has been relevant in their orientation through financial and technical contributions.

In the operations of the Project of Support to the TBP, the databases with the information of the *withdrawn* NNA, financed by the ILO/IPEC, has been a source for decision making. Moreover, the Monitoring System from ILO/IPEC is to be transferred to the implementing agencies and the counterparts in other national institutions like: SOY, Wiñari, INNFA, and OIM. During the first quarter, the problems with the update of information in the monitoring formula of the programme were solved. In this way, the registry system of information has been strengthened with Excel sheets that feed the formula of the ILO. The field operational formulae and the monitoring sheets have been updated. Up to the present moment of this evaluation, 96% of the boys, girls and adolescents have been monitored in their labour and educational status, 4% has not been monitored because their family has migrated from the area.

## C. Creation of information and knowledge

The Project has supported national efforts to institutionalize the production of reliable, relevant, comparable, periodic information about the state of and trends in child labour, at the national level and in certain economic sectors and geographic areas, to support the design of policies and programs for the prevention and elimination of child labour, especially the worst forms. Rapid assessments and sector base line studies were realized for the following sectors; mining, bananas, flower production, construction, garbage dumps, commercial sexual exploitation (CSE) and trafficking of children and adolescents; legislation; policies and programs related to child labor, CSE of children and adolescents, and trafficking. Moreover, the studies on knowledge, attitudes and practice (KAP) have been done with great success, and the information resulting has been relevant for decision making.

The execution of baselines is of great importance for the impact studies. However, it is recommended to follow up the achievements in their quality and check that they are done with similar methodologies to facilitate the comparison and use in the moment of doing the impact studies.

Other studies done in a successful manner were: the study of child labour in indigenous people, whose

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<sup>20</sup> The databases managed by the implementing agencies are highly reliable; field visits verified that there is a basis for validating the information in the electronic monitoring systems. Information was verified in randomly selected files.

<sup>21</sup> Executive decree that requires institutions to comply with PENDES.

results were promoted through a regional workshop. The study was done by FLACSO funded by the ILO. The NGO Defensa de los Niños Internacional (DNI) executed with the support of the ILO/TBP a study of child domestic labour in the city of Quito. During this evaluation a study of good practices is being generated based in the Action Programme.

The support and the mainstreaming of efforts in the execution of studies has been a relevant matter proven by the high quality of the studies. The results have been well promoted. However, it is recommended to generate different approaches in the awareness raising of the results producing printed and electronic material for the different public groups.

Various information and communication activities, such as dissemination of preliminary data from INEC's Second National Survey of Child Labour; the report presented by the president of CONEPTI at the first meeting of CONEPTIs from the Andean countries; the production and distribution of awareness-raising materials by the TBP, Social Forums and APs; and media coverage of actions related to the elimination of child labour and CSE of children and adolescents have enhanced the degree of information and awareness, resulting in a change in the positive attitudes toward the WFCL that still persist in broad sectors of Ecuadorian society. Nevertheless, there is no ongoing programme for disseminating information in the print, radio and television media in Ecuador.

Both the results of research and studies such as those on specific issues related to CSEC, child labor and the WFCL are shared in a variety of ways,<sup>22</sup> including press releases, reports and printed bulletins, radio and television reports, brochures, project dossiers, notebooks with messages, graphic material with messages, awareness-raising stickers, T-shirts for children and adolescents, stickers for the Day of the Child, information folders, buttons, photos, cards and certificates, quarterly magazines, etc. In all, there were 72 materials of various types. Nevertheless, the valuable efforts in this area are insufficient considering the complexity and number of activities carried out by the project through implementing agencies and partners.

The quality of the information of the ILO/IPEC Project regarding child labour has been recognized both in the framework of the Project review of May 2007, and the present evaluation as an important factor to decision making and its contribution to the production and generation of knowledge in child labour. The result is the production of 72 diverse publications: from written documents to videos (Bank of data of materials produced by the ILO/IPEC Ecuador, 2008 (see Annex 9, Table of Produced Materials)

#### **D. Capacity Building and coherence in the logical and institutional framework**

##### *a. Legal framework*

TBP support has been aimed at building a legal and institutional framework conducive to combating the WFCL and consistent with international agreements, which facilitates multiple, converging initiatives by government, private enterprise, trade unions, NGOs and other sectors of civil society as part of a national policy that offers an integral response to the problem. The adaptation of the legal framework on child labour conducted the following actions: Debate and approval of provisions on child labour in the Code for Children and Adolescents (2004) and the Labour Code (2005), for example, the CNNA approved the *Reglamento de Trabajos prohibidos para adolescentes* of the Labour Code for the harmonization with the CAN, convention 182; Drafting of child labour lists through the social forums (flowers and bananas), CONEPTI and the Council on Children and Adolescents (2006); Development of trade union proposal for

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<sup>22</sup> Six local media reports about the elimination of child labour in the banana industry, 10 print media reports on CSE of children and adolescents, two reports on Teleamazonas, two informative bulletins with a print run of 1,000 copies each in Spanish and English about progress in the elimination of child labour in the flower industry, and one folder for raising awareness; results of the KAP surveys were distributed to interested stakeholders; a brochure, "Tell us and count on us," Machala in CSEC, intervention guides for the detection, protection and restoration of rights of child and adolescent victims of trafficking, Sucumbíos 2008, Esquel - ILO/IPEC.

the Constituent Assembly (2008); Definition of the crimes of CSEC and trafficking; and Debate and approval of provisions on these crimes in the Criminal Code (2005). This has allowed the first cases of prosecution and punishment: Drafting of proposals for complementary reforms (2007).

The strengthening of the juridical framework has been evident through the creation of laws, the elaboration of proposals and reforms in the national level as they are: Substitute enabling regulations for the Victim and Witness Assistance Program, proposal for an Organic Law for Victim and Witness Protection, harmonisation of Code for Children and Adolescents and Criminal Code with Convention 182. And in the municipal level: the legal normative in Santo Domingo of Tsáchilas, Quito, Cuenca, Nueva Loja y Sucumbíos; as well as the three municipality orders approved in the municipalities of Pasaje<sup>23</sup>, Quito y Machala.

#### *b Capacity Building*

The major achievement of the Project of Support to the TBP and the TBP has been the strengthening of the CONEPTI. The technical secretary of the CONEPTI started functioning in 2007 and 70% of the time has been functioning poorly. It was only thanks to the sustained support of the technical team of ILO/IPEC has achieved a better political position. Amongst its main achievements it was the Reform of the National Plan against Child Labour and its plan of action, as well as its design and sustainability of information systems.

##### *• Strengthening of CONEPTI*

The constant turnover of ministers has been an obstacle, which lead to the fact that CONEPTI has worked for many years without direction. It lacked both a communications strategy and adequate internal coordination. The tripartite approach was questioned by some of its members, and the representation of NGOs was also criticized. Among the indicators of the problems faced by CONEPTI were the following: it held only four meetings in 2007. To date, it has been unable to prepare a country report on child labor. The most significant achievement since its founding has been the child labour inspection system. The tripartism has been questioned by some of its members and the non-representation of the NGO that are related to the eradication of child labour.

CONEPTI now has a validated document on which there has been feedback, as well as a biennial operating plan. The government has not given CONEPTI the emphasis it deserves, although this is not meant to minimize the importance of the support of NGOs involved in the elimination of child labour. The president of the FUT believes that cooperation resources should be integrated into state policy; otherwise, they tend to be handled in a compartmentalized manner. CONEPTI is not part of the organic, operational system of the Ministry of Labour and there is no line item for its operation in the ministry's budget. The CONEPTI technical secretariat is currently contracted by INNFA, which funds its operation. This could change when INNFA becomes part of MIES. The best option would be for CONEPTI's budget and technical secretariat to be covered by a budget allocation from the Ministry of Labour.

The Ministry of Labour has continued to show signs of interest in leading and reinforcing the fight against child labour by strengthening CONEPTI. During this period, the ministry convened two extraordinary

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<sup>23</sup> The ordinance stipulates the municipal government's commitment to enforce the rights of children and adolescents; prohibition against hiring anyone under age 15; development of a special record-keeping system through a labor ID card; free health and nutrition services; the duty of all citizens to file complaints with the Board for Protection of the rights of children; sanctions and fines to be channeled into a fund for the protection of the rights of children and adolescents; and involvement of the municipal government in identifying and supporting the implementation of alternative forms of generating income.

sessions of the body, which resulted in approval of the work plan, which is financed by the ministry, INNFA, the TBP and other agencies. The plan includes a review of the National Plan for the Elimination of Child Labour, formulation of a biennial operating plan, and implementation of a National Information System on Child Labour and reinforcement of the Child Labour Inspection System, among other things. The CONEPTI sessions now include an NGO representative chosen by the NGOs.

The MIES officials interviewed took a different position. They recommended that CONEPTI not report solely to the Ministry of Labour and that it have administrative and technical autonomy. “It should become independent.”

During this period, CONEPTI’s member institutions began drafting a list of hazardous types of work prohibited for children and adolescents, which will be based on the results of a technical study sponsored by the AP. This list will be a key tool for child labour inspections and other present and future actions aimed at eliminating hazardous child labour in this sector.

- ESQUEL and other entities.

CONEPTI’s decision<sup>24</sup> to begin a review of the National Plan for the Elimination of Child Labour and draft a biennial operating plan (2008-2010) and budget for its implementation creates an opportunity for allocating public resources and funds from other cooperation agencies for new initiatives within the framework of the National Plan, so as to continue and expand the actions started by the TBP in various sectors or begin working in new priority sectors. The TBP is participating actively, providing technical and financial assistance for the consultation on the National Plan. ILO and CONEPTI were invited to a meeting of the National Labour Council at which a tripartite declaration of commitment to combating child labour was signed.

Both events (the Tri-national Meeting (Ecuador, Colombia, Peru) against Trafficking and the Peru-Ecuador Bi-National Plan) led to collaboration agreements among officials of the three countries, which are being put into practice. A trade union proposal for the labor chapter (including the issue of child labour) of the new Constitution was drafted and submitted to Task Force 6 of the Constituent Assembly for consideration (June 2008).

CONEPTI seeks to tie the guidelines, targets and goals of the Plan for the Elimination of Child Labour<sup>25</sup> to national policy. One important effort is the support it will provide to SENPLADES, linking the content of the plan with its monitoring and evaluation system. SENPLADES, meanwhile, is responsible for budgeting for the plan. Because of the new impetus it has gained this year, CONEPTI had already held

<sup>24</sup> The CONEPTI Technical Secretariat’s work plan was the result of discussion and consensus between workers and employers. The plan includes review of the national plan to establish indicators, goals, time lines and a budget.

<sup>25</sup> The Plan for the Elimination of Child Labour has seven major areas:

1. Policies: pursues the strengthening of CONEPTI within the framework of the National Protection System.
2. Legal framework: guides efforts toward the issuing of Regulations on Prohibited Types of Work and the streamlining of administrative processes such as youth affiliation and handling of fines.
3. Education: promotes the inclusion of children in basic education and inclusion of the Accelerated Basic Cycle under the Ministry of Education.
4. Health: fosters actions to prevent harm to children and adolescents in the workplace.
5. Employment: assumes the premises of Objective 6 of the National Development Plan: decent work and alternatives for income generation.
6. Family and community: reinforces conditions for receiving Human Development Vouchers, in terms of providing children and adolescents with education and health services, while mobilizing civil society to demand rights (ombudsmen’s offices, community oversight, changes in mentality).
7. Community, awareness raising and information: one key issue is the establishment of a commission to reach agreement with indigenous sectors and launch a “media bombardment” to create broad institutional support.

three meetings between February and May 2008.

With regard to CONEPTI's future, officials from the Ministry of Coordination of Social Development said the councils will not be eliminated, but that their roles will be readjusted to emphasize monitoring, follow-up and support for policy design.

With the present government, the CONEPTI is again part of the Ministry of Labour; it has been reactivated and legitimized in the public and private sector. The dynamism of the committee has been obtained through the support and contribution of the ILO/IPEC, through its Project of Support to the TBP. The contribution has been crystallized through the assistance and technical support, as well as the financial contribution to develop joint activities.

- *Ministry of Employment and Labour*

The re-enforcement of the actions of the Ministry of Employment and Labour (MTyE) regarding the labour inspections of CL is the product of the strong relationship between the ILO/IPEC, the TBP and the MTyE, both in the creation as in the maintenance of the information systems, the inspection, the supervision and the control of the labour inspectorates through their work, the training, strategic planning and operations regarding CL.

- *Capacity Building of the DINAPEN*

Capacity Building of the DINAPEN<sup>26</sup> was done through the training, equipment and technical assistance regarding CSEC and trafficking, through the creation of the Unit Antitrata<sup>27</sup>; moreover, at the local level in the creation of local policies regarding CSEC in Machala, with the capacity installed to combat CSEC and reconstitute the rights of the NNA. Special attention has been given to the restitution of their rights through institutional networks of support in all the geographical regions of the AP interventions in CSEC (See Table 9).

The DINAPEN Anti-Trafficking Unit has consolidated its work, enhanced its members' ability to identify possible cases of CSE of children and adolescents, and reinforced its investigations in coordination with the prosecutor's office.

- *Coordination with SEMPLADES*

The Project of Support of the TBP has established good means of negotiation and coordination with SEMPLADES to include the Plan PETI to the *Plan nacional de desarrollo* (National development plan) and be able to reach the creation of the General Budget for the Republic.

The National Secretariat for Planning and Development (*Secretaría Nacional de Planificación y Desarrollo*, SENPLADES) has played a key role in the design and direction of public policy. Its main instrument is the National Development Plan (2007-2010) presented in September 2007 (the first in more than a decade), the sixth objective of which is to "Guarantee stable, just and decent work." One of its principal strategies is to eliminate child labour from the highest-risk areas of economic activity. The plan's ninth objective is to "promote access to justice," establishing a series of strategies aimed at eliminating the exploitation and trafficking of people, especially women, children and adolescents. ILO/IPEC has shown presence in all the activities of SEMPLADES. It has also given its support through the technical

<sup>26</sup> The Anti-Trafficking Unit currently consists of one official and nine police officers, all based in Quito. The unit has a procedures manual that is updated regularly. The most recent revision came in 2005, with reforms to the Criminal Code. These reforms also required a new cycle of training for police.

<sup>27</sup> The National Anti-Trafficking Plan approved in 2006 includes creation of anti-trafficking units in Guayaquil, Cuenca, Riobamba and Quito. These are not yet operational, however. The Ministry of Government is responsible for implementing the plan. Citizens are still not fully involved in combating trafficking and CSEC, and the country still lacks sufficient administrative and judiciary personnel with expertise in this area. Training for prosecutors has only been done in Pichincha.

assessments that have been recognized and given proven value by the officials of SEMPLADES through their attendance and appreciation to the technical team of ILO/IPEC. The institutions in charge of the implementation and the monitoring of the National Plan have been in coordination and developed actions in the Plan framework. A programme that involves MIES, MINGOB, CNNA, INNFA, OIM, CRS and ESQUEL, amongst others, has been set up to attend the CSEC and trafficking victims NNA in Quito, Machala and Lago Agrio. In this coordination and negotiated scenario ILO/IPEC has the important function of creating links and facilitating the articulation of the efforts.

As a result of the work of SENPLADES, with support from the United Nations System and the Millennium Social Research Center (*Centro de Investigaciones Sociales del Milenio*, CISMIL), in October 2007 the government published the Second National Report on the Millennium Development Goals (MDGs). The report contains updated information about the current state and prospects for achieving the MDGs in the country, including a breakdown of data showing inequalities by gender, ethnic group, poverty, area of residence and age. The MDG report and the National Development Plan are political tools that the UN System, with the participation of all agencies working in the country, including the ILO, has been using since the middle of last year to develop the UN Development Assistance Framework (UNDAF) for the five-year period beginning in 2008.

In the area of CSEC and trafficking, the steering committee created to draft the National Plan<sup>28</sup> gave way to coordination and implementation of the plan by the Ministry of Foreign Relations, MINGOB, MIES, MED, MSP and INNFA through Executive Decree 1823 of August 2006. Since then, there has been consolidation of coordinated work by the various agencies working on actions outlined in the National Plan. One noteworthy effort is the start-up of the programme for “Developing an Appropriate Institutional Response to CSE and Trafficking of Children and Adolescents<sup>29</sup> in Quito, Machala and Lago Agrio,” which involves MIES, MINGOB, INNFA, IOM, ESQUEL and other entities.

One relevant point is the number of programmes, institutions and grassroots organizations that have included child labour, CSEC and trafficking on their agendas or at least participate in debate on these issues. A total of 55 public agencies and private organizations (eight national and 47 local) are or have been associated with ILO-IPEC and the implementing agencies (Table 6). Comparative studies of these programmes, and programmes that have not included those issues on their agendas were not found, but during the consultation, staff members of these institutions were emphatic that there are institutional and personal commitments. Knowledge of these issues was generally extensive among those interviewed, although it was basic in some cases.

During the evaluation, it was evident that the Project had done broad, consistent, high-quality advocacy work in promoting the inclusion of the issue of child labour and CSEC in national and local planning systems. Specific chapters on these issues have been included in all national agendas and plans for children and adolescents. At the municipal level, progress is reflected in the approval of ordinances with specific local plans and agendas (Table 8).

#### • *Comunal Councils of NNA*

The project also provided technical assistance to the District Councils on Children and Adolescents in 11

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<sup>28</sup> The National Development Plan implemented by the government in September 2007 includes objectives for the elimination of the WFCL.

<sup>29</sup> Eight actions against CSE of children and adolescents: District plan against CSE of children and adolescents in Cuenca; network against CSE of children and adolescents in Cuenca; public policy against CSE of children and adolescents in Machala; ordinance against CSE and trafficking of children and adolescents in Quito; task force for monitoring of judicial proceedings in the La Luna case, Quito; Anti-Trafficking Task Force; special protection network and protocols in Sucumbíos; implementation of project against CSE and trafficking funded by INNFA, IOM and MIES in Machala, Quito and Sucumbios, five convictions for CSE of children and adolescents in 2007. The 2007 plan for combating gender violence includes combating CSE and trafficking of children and adolescents.



districts, which have included prevention and withdrawal of children and adolescents from child labour, CSEC and trafficking (Table 7).

The District Council on Children and Adolescents in Cuenca, with technical support from ILO/TBP, developed a district plan against CSE and trafficking of children and adolescents that includes information, an intervention approach and an assistance model based on that of the action programs implemented in Quito and Machala. The plan includes establishing a network of judiciary and law enforcement officials and a network for assistance to victims of these crimes. Sucumbíos has also consolidated an anti-trafficking task force that consists of the CCNA in Lago Agrio, along with ISAMIS, INNFA and NGOs working on the issue. The district councils have carried out a series of actions for awareness raising, prevention and assistance to victims. Local authorities have been trained and agency programs for combating CSE and trafficking of children and adolescents, such as the victim and witness protection program promoted by the anti-trafficking task force, have been strengthened.

The District Council on Children and Adolescents in Cuenca, in conjunction with the district's Inter-Institutional Coalition for Children and Adolescents, is developing protocols for assistance to victims of CSE and trafficking, using models created by ILO/TBP. With the Addendum, support for the district councils in Cuenca and Lago Agrio has been expanded for the development of a District Plan against CSE and Trafficking of Children and Adolescents and other actions.

The Metropolitan Council for Integral Protection of Children and Adolescents (*Concejo Metropolitano de Protección Integral a la Niñez y Adolescencia*, COMPINA) in Quito drafted a proposal for a municipal ordinance against CSE and human trafficking, which was approved by the municipal government. The norm follows the ILO's approach and the process was supported by the TBP. In Quito, COMPINA, through a citizen oversight task force headed by the vice mayor, continues to monitor the trial of the exploiters arrested in the case of the La Luna Nightclub, where 11 adolescents between ages 13 and 17 were rescued and subsequently assisted by the AP. The case is precedent-setting, because complaints about the exploiters had been filed with authorities several times, but they had never been charged. So far, seven convictions have been handed down in Quito (six of them directly related to the children and adolescents assisted by the AP). In Machala, there have also been six convictions (four for CSE of children and adolescents and two for child pornography) since 2005. These cases were also pushed by the AP and the groups that subsequently took responsibility for the continuity of its actions.

Another example is the District Council on Children and Adolescents in Pedro Moncayo, which has a draft municipal ordinance for including child labour on the council's agenda.

- *Consolidation of tripartite forums*

During the evaluation, evidence has been given of the mainstreaming of the efforts towards the consolidation of the social forums: *Foro social bananero* y *Foro social florícola* (*Social Forum of Banana and Social Forum of Flowers*). The forum's proof of evidence of the strategic vision given by the Project of Support to the TBP. The tripartite work of the representatives of the workers, employers and government in the forums has been made evident during all the consultative process of this evaluation. The papers of FENACLE-DyA, EXPLOFLORE and CONEPTI have been very relevant in this field, but there is still a lot of work to be done in other geographical regions and other economic sectors of the country, that has not been still the object of intervention in this Project.

### **Banana Industry Social Forum**

The Banana Industry Social Forum is supported by CORPEI, which funds the technical secretariat, and by banana producers and exporters. Its goal is to eliminate child labour and improve living conditions for workers' families. It was established in July 2003 by ministerial agreement and is CONEPTI's implementing body in the banana sector. The role of DyA and ILO has been to provide guidance and technical support to the forum. The forum's most significant accomplishments include its contribution to

raising the issue of child labour, which was traditionally viewed as a normal, natural activity; definition of hazardous activities; youth employment as an option for young workers; and the possibility of coordinating actions among sectors that are usually in conflict. Difficulties were related to the need to involve a larger number of businesses, mainly exporters, because in this sector the issue of child labour has generally been related to farms, where production occurs. In the forum's view, child labour cannot be limited to the sphere of production, but must be addressed through the market chain. The other difficulty lay in focusing more intensively on the work of children and adolescents on the farms of small producers. This is a broad goal, because according to information provided by CORPEI, there are between 6,200 and 6,400 producers in the country, covering 240,000 hectares. Of these, between 60 and 65 percent are small producers with fewer than 30 hectares.

The Banana Industry Social Forum has included the following activities in its 2008 operating plan: drawing up a list of activities permitted and prohibited for children and adolescents; an awareness-raising campaign about hazardous and prohibited activities, targeting businesses and workers; and accelerated education programs for working adolescents.

### ***Floral Social Forum***

The Forum is a tripartite instance ascribed to the CONEPTI, that allows to generate a space for dialogue and inter-institutional coordination for the prevention and progressive eradication of child labour in the sector, as well as encouraging the accomplishment of the implementation of the current legal framework. The tripartite constitution is added by the participation of EXPOFLORES, being the latter one, one of the principal forums that allows businesses related to the Flower Sector to give answer to the international requirements to apply to stamps that guarantee and certify their exports. The private sector, motivated and incentivised through Corporate Social Responsibility shows their interest in collaboration.

The *Floral Social Forum* has strengthened the processes of awareness raising in the issues of child labour and in the coordination with the national network. It has simultaneously worked with teachers, parents and NNA. It has promoted the importance of education, to the point that today they are inserted in local processes like "communal dialogue for education". In the Flower Sector signed letters of agreements have been made – 15 flower fields – to comply with the working conditions of adolescents of more than 15 years old.

Child labour on plantations has decreased and youths work fewer hours. Nevertheless, child labour has diversified. Children and adolescents can now be found selling candy on buses, waiting tables in restaurants and working on strawberry plantations. Children and adolescents more frequently take over domestic chores in place of parents who work outside the home all day (this was verified in the impact study done as part of this evaluation).

The elimination of child labour faces serious difficulties in this zone because of a lack of educational options. There is a shortage of teachers and a lack of physical space in schools. The network is determined to promote enforcement of laws and has lobbied for the drafting and implementation of local public policies. In Cayambe, for example, there is a child labour policy that recognizes that when children and adolescents complete basic education, they face a critical juncture because of the lack of schools and educational alternatives. In Pedro Moncayo, an education and participation policy is about to be approved. Once approved, this policy must be widely publicized to achieve the public support required for its implementation. Summarizing, networks have started to be generated from the Forums to create spaces for the construction of pectoral policies, strengthening the participation of associated employers or not and assuming the tripartite commitment to fight against Child Labour in the National Labour Council, CNT (2008).

### 3.1.2. Strategic Objective 2:

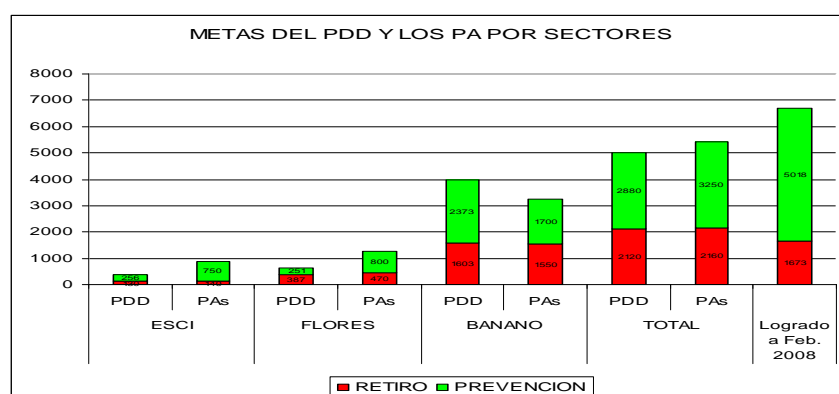
**Direct Intervention:** *By the end of the project, the incidence of the selected worst forms of child labour in the intervention areas will have been reduced significantly.*

This section is organized in the following manner: Direct Action in Child Labour; strengthening the achievements of direct action and, giving specific information on flowers, bananas and CSEC.

In the flower and banana industries and in CSEC, the planned goals were met and the initial targets for elimination and prevention of child labor were exceeded. Specifically, in terms of planned direct action to be achieved during the Project of Support to the TBP<sup>30</sup>. The results of the Project and its impact, understanding impact as the effects of the results after three years of execution will be introduced, later on, when the synthesis of the Impact Study (IE) developed by the *Instituto de Estudios Avanzados (IDEA)*. will be presented..

**Graph N.º 5:**

**Targets of the TBP and AP by sectors**



Through its direct action, the programme has produced several approaches, models, methods and tools that have been proven to be successful and that are being replicated in other areas. Moreover, several institutions have decided to sustain and continue the activities developed by the Action Programmes against Commercial Sexual Exploitation, trafficking and child labour after the end of the Project. During this period as a result of the judicial procedures and sentences (total of 13) to exploiters, the legal reforms through the legal measures introduced during the project intervention and the social monitoring done by the same families and organizations linked to the Justice and Prevention networks have helped to contribute to the reduction and impunity of this crime.

**Table 9 QUANTITATIVE INFORMATION ABOUT FLOWERS, BANANAS AND CSEC, March 2007 – February 2008**

Description	Flowers	Bananas*	CSEC-
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<sup>30</sup> From 2000 the IPEC strategy has oriented to bring support to the Time Bound Programme (TBP) and the elimination of child labour. The TBPs are understood as a sum of national programmes and policies integrated and coordinated to prevent and eliminate the worst forms of child labour of a country in a time bound manner. The particularity is that is the country that initiates it and implements it. The Project of support to the TBP has its action programmes (AP) that look to develop models of intervention that can be replicated at a larger scale and into other worst forms of child labour at the national level. The target of the direct beneficiaries reaches a total of 5.000 children. (2120 working boys and girls and 2 880 boys and girls at risk).

			<b>Trafficking</b>
<b>Education</b>			
Children/adolescents withdrawn from WFCL who received educational services	508	240**	782
Children/adolescents prevented from involvement in WFCL who received educational services	1,825	1,618	2,265
Children/adolescents involved in programme who enrolled in educational system	1,677	-	1,669
Children/adolescents involved in programme who enrolled in educational system and participated in camps	55	-	-
Children/adolescents involved in programme who participated in vacation camps or sports activities	447	665	-
Children/adolescents involved in programme who participated in training	22	328	511
Children/adolescents who participated in non-formal education		69	-
Children/adolescents who have improved their economic conditions or started new income-generation activities		345***	-
Children/adolescents who did not want to study	22		-
<b>Health</b>			
Children/adolescents involved in programme who received health services (withdrawn and prevented)	113	-	267
Parents who are receiving health services	-	-	135
Children/adolescents who have improved their health and working conditions	-		1188
<b>Awareness raising</b>			
Parents who participated in training	3,319	181	328
Parents of children/adolescents who have improved their economic conditions or started new income-generation activities	-	269***	274
Number of intervention zones where model for monitoring child labor is being adapted to the local situation	-	-	5
Public officials trained		218	

\*There were a total of 2,233 beneficiary children/adolescents. The data shown exceed this total because various children/adolescents participated in more than one service.

\*\* Participants in Accelerated Basic Cycle

\*\*\* Data provided by FENACLE-DyA, as of May 2008; 11 of these parents began economic activities related to cacao.

A similar percentage of beneficiaries participated in the Action Programmes of the Project as shown in the

following figure.

**Figure 3**

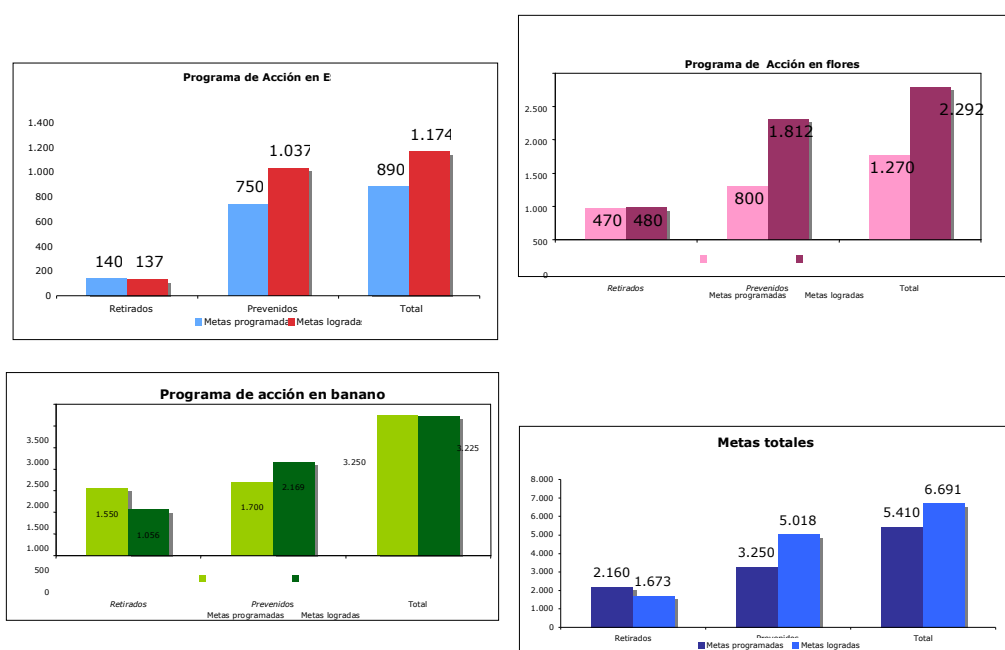
**Beneficiaries by sex Women (Mujeres) Men (Hombres)**



*Source: ILO-IPEC*

In the areas of CSE and trafficking of children and adolescents, the APs in Quito and Machala exceeded their planned targets for both withdrawal (105 percent) and prevention (405 percent). The flower AP also exceeded its targets for prevention (722 percent) and withdrawal (124 percent). Only in the banana AP, which ended in May, was the withdrawal figure lower than the target initially set by the TBP. Nevertheless, the overall number of children and adolescents whom the project withdrew from or prevented from entering the labour force exceeded the original target (5,000). A total of 1,673 were withdrawn (79 percent of the target) and 5,018 were prevented (174 percent of the target). This is shown in the following figures.

**Figure 4 Initial targets and totals attained**



*Source: OIT-IPEC*

Through Action Programmes coordinated by employers, in the case of flowers (EXPOFLORES), and trade unions, in the case of bananas (FENACLE-DYA), a strategy was developed for the complete withdrawal from work of children and adolescents under age 15 and modification of working conditions for working adolescents. The strategy combines child labour inspection and community oversight<sup>31</sup> with actions by local protection networks made up of District Councils on Children and Adolescents, Protection Boards, municipal governments, local INNFA offices, the basic educational system and technical training services. This is supplemented by promotion of better working conditions for adults in the sectors through strengthening of the Social Dialogue in the Flower Industry and Banana Industry Social Forums, strengthening of trade union organizations and support for small producers to improve their crops and enable them to participate in fair trade systems.<sup>32</sup>

#### **A. Direct action on child labour in the flower sector.**

The impact study<sup>33</sup> done by the IDEAS Foundation for this expanded evaluation shows that:

In the flower sector, the initial baseline showed that some plantations had child labour, some of the children under the minimum age of employment, and they were exercising hazardous labour like plant fumigations and working long hours. Confronted to this reality, the ILO has joined efforts with the Social Flower Forum and the Flower Producers and Exports Association of Ecuador, in a joint strategy with the labour inspectors and social protection networks of the children that were proposed to *prevent or withdraw*<sup>34</sup> labour to the boys, girls and adolescents younger than 15 years old and to revise the labour conditions of the adolescents. The AP, as it has been previously mentioned, has benefited a great number of boys, girls and adolescents in the main areas of flower production that the Project influenced in Ecuador.

The impact study shows that the 25 % of the boys, girls and adolescents interviewed are not local to the places in which the plantations are, which shows a big presence of migration conditions. From these, 40% are considered as *withdrawn*. The sources of family workers do not show changes regarding the information collected three years ago. The impact study show that there is presence of child labour in the provinces of Cotopaxi and Pichincha. The perception of the boys, girls and adolescents interviewed is that economic situation of their families is good if they compare with the recent past (three years) as per more

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<sup>31</sup> A total of 24 community inspections have been done, with five adolescents referred to educational services offered by the programme. Through commitments with the network in Guabo, 42 adolescents were found on the La Maravilla farm. An educational response was offered, referring them to computer courses in Ponce Enríquez. In the next period, they will be enrolled in the banana industry administration course and accelerated education.

<sup>32</sup> In the flower industry, EXPOFLORES has expressed interest in continuing to work on the elimination of child labour and promotion of youth employment (under appropriate, legal conditions) as a policy. It is seeking sources of funding, both self-generated and external. FENACLE is also seeking ways to continue working on the elimination of child labour in the banana industry and expand its work to the flower industry. The consortium formed with DyA is being analyzed as a way of continuing the work. They are currently preparing a mini-program to identify the relationship between wages in the banana industry and child labour.

<sup>33</sup> The study included 738 people, 352 prevented and 386 withdrawn from child labour in the banana industry, who were connected with the programmes and ranged in age from 6 to 20 years. The majority (68.7 percent) were between ages 9 and 15. Among the children and adolescents who participated in the programs, the percentage of males (50.7 percent) and females (49.3 percent) was almost the same. There were 323 people in the flower sector, including 247 prevented from entering the work force and 72 withdrawn; of these, 160 were female and 163 were male.

<sup>34</sup> In the flower sector the terms prevent or withdrawn comprise the 15-17 years old children that continue to work in better conditions than before.

than half of the interviewees.

Regarding the documentation of the boys, girls and adolescents interviewed about the benefits of their presence during the Project they have in their majority referred to services related to education, 90% of the interviewees valued the services received as very good, 93% of the interviewees said to live with one of their parents, which tells about the importance of family relationships. Their perception says that the exercise of the family leadership has not changed compared to what it was three years before.

#### *a Child Labour*

Regarding Child Labour, 31% of the beneficiaries interviewed work. In fact, almost all the interviewees catalogued as withdrawn work. It is important to understand that the strategy of the Project was to change the status of work from the adolescents older than 15 year old from an exploitative situation to the creation of youth employment. Therefore, the adolescents that were working in adequate working conditions were considered to be withdrawn. Hence, there are no significant changes regarding the impact of the Project. Divided in age groups the cases of the boys, girls and adolescents that work from the age of 10, and more important the ones that work from the age of 14. The boys, girls and adolescents that work do it within their own households. The work amongst the children withdrawn reach the 11% and is more important between the age group of 14 years old.

Child labour manifests itself within the households. Of the 14.4% of the interviewed households, there are other minors working, similar to what they were doing 2 or 3 years back. Sixty five per cent of the children working do it to complete the household income. Hence, we can conclude that the needs of the families linked to the culture that promotes child labour are the main reasons for its existence. The space of work clearly shows that the flower sector is the one with the biggest child labour. Eighty per cent of those interviewed work in this sector. There has been no change compared to two or three years ago where the flower sector was proven to be the one with most child labour. Regarding the time that the children spent working, 72% reported that they are working full time or more than 8 hours a day. The reason of the high number of hours might be link with the high season in which the interviewees took place. The daily work or weekly work is one of the rights that have been less developed, in the two provinces. 45% of the boys, girls and adolescents were in the labour market already two years ago, this emphasises the fact that the incorporation of the children in the labour market of minors has a permanent character that is consolidated in the area. Fifty one per cent of the interviewees have answered that they have stopped working during two or three years. This is an achievement of the Project.

The participation in child domestic labour is very significant, 79% of the girls and 85% of the young adolescents do it. This shows that the child domestic labour continues to be a female issue, as a cultural assigned labour.

After having proved the existence of work, during three years, the Forum, the NGO network and different state agents have implemented the control through the Inspectorate of Child Labour and have pointed out the following changes:

In general there have been changes reported in the art and form of understanding child labour in all the sectors of the society. In the same way, there have been improvements in the working conditions for the youth or adolescents in the formal sector, particularly in the flower sector. In the flower picking activity

there has been an important decrease of the children working under the age of 15 and it is evident that the working conditions have improved for those children working. It is without doubt that the control mechanisms and the labour inspections have generated this change. There are big fields that are linked to the Project that are supporting their workers and applying all the security norms.

In the flower enterprises there are practically no minors under the age of 15 working there. The conditions of work have been improved for the boys, girls and adolescents over the age of 15 and good salaries are being paid. It is important to note that the enterprises have increased their responsibility and some of them have developed better health and studying conditions. It was calculated that 180 adolescents of the Pichincha area have been incorporated to the education system.

Some entrepreneurs have fired or stopped hiring minors under 18 years old since they wanted to avoid investing in the activities to reach the conditions established by the law enforcement.

There are some cultural changes in the society thinking and in the families about child labour, but it is still considered to be something “normal” to work from the age of 15, or to look for a job once primary school has ended as well as help the families in their shops. It has been noted that now parents give value to the studies but still consider work as part of their personal learning if they do not drop off the studies. The boys, girls and adolescents are more informed about their rights and labour duties, they understand that they can not be exploited and that they have the right to enjoy their studies and their free time.

#### ***b Education***

The situation of the *prevented* boys, girls and adolescents shows that they all attend schools. In the “*withdrawn*” group 60% does not study. Eighty six percent of the interviewees were all in the formal education system. The level that they attend is the one correspondent to their age, which gives evidence on their interest in attending school. There was a minimal absentism reported by the school since only 13 % of the interviewees had been regularly absent. The perception about the quality of the education shows that 93% highly values the schools. Improvements are perceived qualitatively in the education received, in the infrastructure and the attitude of the teachers in the classrooms.

It is very significant that 18.6% of the total of the interviewees and 92.6% of the *withdrawn* of the second phase pay themselves for their studies. It gives account of their own gains and their economic independence as well as their own investment in their education. The access of the minors to a vocational or non formal education is of 19%, which talks about an important effort of actualization.

As a result of the AP the teachers care a lot more for the boys, girls and adolescents. They support them and teach the parents how to enhance their children. At present, the schools in the area give importance to child labour, they have incorporated the subject of children rights and their responsibilities. The attitude of the boys, girls and adolescents has also changed, they learn more and behave better. Moreover, they protest when they are shouted at or badly treated. The Ministry of Education has participated in this change. They have incorporated advice to the cantonal committees on Childhood and Adolescence. The recent governmental decision to give free matriculation, uniforms and materials has given the opportunity to the poor to attend to the educational centres.



Regarding the direct participation of the AP the most recognized ones have been those related to knowledge and practice on the development of the children rights. Forty six per cent value highly the conversations given and 25% to the pedagogical support that has been provided.

There is still the problem that the majority of the boys, girls and adolescents want to be incorporated in the labour market when they finish primary school, from 13 years onwards. Therefore, the boys, girls and adolescents do not continue the secondary school and they are incorporated into the flower fields or in the construction sector.

### *c Health*

The perception that the interviewees have of their health is very good. However, 18% have health problems. 58% of the interviewees *prevented* and 36% of the *withdrawn* show that their health has improved since two years; 15% of the *prevented* and 21% of the *withdrawn* show that their health has worsened. The improvement in their health situation have been attributed to the improvements at work and their economic situation. 53% of the *withdrawn* interviewees consider that they have health afflictions due to the working conditions, attributed to the use of chemicals as the main reason.

### *d Free time*

The distribution of the free time in the studied group is very low (22.65), regarding their immediate past (three years ago) 46% said they have had use of their free time. The free time is used in various ways: to play, watch television, make sport, be in the street or participate of meetings.

Ninety seven per cent have access to television, 89% to radio and 65% to newspapers. The relevance of fan organizations by the boys, girls and adolescents linked to the AP shows that 30% congregate now and 25% have done it in the past. They gather their friends at sports or in a minor level in cultural and religious gatherings. The vocational camps have constituted themselves in a highly valued place for the interviewees due to the possibility to exchange with other boys, girls and adolescents and the activities are very well remembered by the beneficiaries.

## **B. Direct action on child labour in the banana sector**

The external evaluation and the Impact Study<sup>35</sup> by the IDEAS Foundation, have found through this external expanded evaluation that:

Ecuador is one of the main banana exporters in the world. The fruit is produced in big plantations and small faros. In the frame of the TBP, and in partnership with other stakeholders such as the Social Banana Forum, the municipalities, the production associations, FENACLE-DyA, several programmes have been executed to prevent and withdraw children from hazardous child labour such as; fumigation, packaging and *garrucheo*. Together with the Labour Inspection, the project has targeted boys, girls and adolescents under the age of 15 to withdraw them from work and prevent the adolescents to be exposed to dangerous tasks, to reduce their hours of work and to incorporate them into the educational system, with alternatives to apprenticeships, occupational skills development and youth employment programs. Moreover, the programme has helped the parents and families within the small faros to increase their production and

<sup>35</sup> See in Anexes the full study.

incorporate other products like, for example cacao, to increase their economic gains. The APs, as shown in previous pages, have benefitted a number of boys, girls and adolescents in the main areas of the banana production in Ecuador.

The impact study shows that 89% of the boys, girls and adolescents linked to the work in the banana fields come from the areas where the plantations are located. The main economic activity of the families is linked to the banana sector, 77% contributing to the agriculture as the main family income. Only 25% of the boys, girls and adolescents interviewed consider their family economic situation as good if they compare it with what it was three years before.

From the results of the Impact Study it can be seen that the prevention was emphasised on the age range of boys, girls and adolescents between 8 and 11 years old, whilst the group of withdrawn was concentrated in the age range of 13 to 17 years old. The boys, girls and adolescents that participated in the Action Programmes were represented by a similar proportion of boys and girls. Regarding the received services from the APs, 90% were scholarships, 30% was vocational training, 12% was pedagogical support and 7% were income generating activities. The 97% of the interviewees consider as *good* the service received, 63% of the respondents live with both parents and 28% with only one of them. 64% acknowledge their father as the head of the household and 19% recognized the mother in this position within their family.

The AP for the banana sector was carried out in the provinces of Los Ríos, El Oro, and Guayas, it has been executed by two implementing agencies: Fundación Quimera and Consorcio DyA-FENACLE, with the participation of NGOs such as: Fundación Pro-Niño, El proyecto SOY and the Proyecto Wiñari. In the case of FENACLE- DyA two phases have been implemented: the first one in 2005, for 18 months covering 1.000 boys, girls and adolescents, and a second phase for 13 months covering 1.750 boys, girls and adolescents. The action had also the participation of the Buena Vista Church Committee, La Iberia (El Oro); Tenguel (Guayas), Machala Municipalities, El Guayo, Guayaquil, Pasaje, Babahoyo and local networks. In the same way, the Ministry of Labour participated through the Child Labour inspection and the CONEPTI.

The actions were developed by the Forum, the Banana Association of El Oro-ABO, Association of Small Producers of Banana from El Guabo –APPBG- or trade unions such as ASOGUAB and the FENACLE. The following institutions have also been involved: CEDOC-CUT, CEOLSL and CEDOC-CLAT.

### *a Child Labour*

13.4% of the *prevented* boys, girls and adolescents pointed out that they were working, so were 40% of the *withdrawn*. In general the 72% do not work and 27% do. 30 % of the *prevented beneficiaries* and 68% of the *withdrawn* work since two or three years, comparing this data with the present situation it shows that there has been a reduction of work in both groups. By age group, there are minors that work since 6 year old age. However, from 11 onwards is where a consistent group of workers can be seen and from 14 onwards there is a significant group working (50%). Regarding the work of other minors members of the family, 80% show as not to be working, comparing the situation with previous three years a reduction from 18% to 14% can be observed at present. This gives evidence of the positive influence of the Action Programmes.

The main reasons argued by the boys, girls and adolescents to involve themselves at a tender age in child

labour has to do with the family needs (80%). Moreover, they consider work as a way to maintain their own income (33%). The perception shows work to be good for the families and the beneficiaries. A significant number of boys, girls and adolescents work in the finca that is part of their family or from a different owner (66%). The work in the farm or plantation is done by children of 7 years onwards. In the previous period equal numbers can be seen on the work on the farms (77%). A difference can be seen in the type of work that the boys and girls do compared with the men that are hired to cover the banana racines and the work of the girls hired to pack them or take away the flowers.

Of the boys, girls and adolescents interviewed, work in activities related to the banana activities, and another important sector is the domestic work (16%). Regarding the type of activities that they have been doing, one can observe that there is a reduction in the reported work by the boys, girls and adolescents regarding hazardous work. This could be an effect of the impact of the AP. The 36% of the boys, girls and adolescents declare to work between four and six days a week. 28% work more than five days, which could show a high respect to what is legally established. Regarding the previous period, 45% work between four and six days a week, which shows the impact of the AP. Regarding the hours worked, 56% report to work between 4 and 8 hours, compared to the previous period (76.6), so one can observe an important reduction of 20%. The work of the boys, girls and adolescents in the banana sector was also produced through the relationship with the external employers that use their work in seasons when there is a bigger demand. There is also important evidence of the percentage (20%) that work during their holidays. However, at present there are less boys, girls and adolescents that report to work during the holidays.

The money that has been earned by the beneficiaries for their work is used for personal expenses and to help their families. Savings (18%) are pointed out as the destination of the wages, which is completely different to that seen in the previous period. With regards to the treatment received at work, 75% consider to be well treated and 18% to be very well treated. There is an improvement in the perception of the way they were treated before the intervention of the AP.

With regards to the impact that the APs had in their lives, the interviewees recognize the influence in the educational sphere, 68% consider that the actions of the APs were useful to learn or improve their studies. 83% argue that their attendance to school avoids them to work. 84% of the boys, girls and adolescents interviewed do domestic work every day. They point out having an active participation in duties such as cleaning the house and cleaning clothes, duties that are done when they come back from school.

With the work done in the past three years as part of the *Forum*, and the network of NGO and government entities that have been implementing, controlled by the Child Labour Inspector Unit, the impact study shows that the following changes have been made:

The child labour situation related to the banana sector has changed in the previous years through a conjunction of factors from which the most outstanding one is the intervention of NGO, government, trade unions, protection networks and international cooperation organisations that have changed the environment. The execution of the Project financed by the ILO through USDOL and executed by FENACLE-DyA, as well as the Fundación Quimera has helped in great manner to change the consciousness and attitude in relation with the prevention and eradication of child labour in the banana sector.

As shown by the Impact Study, there is a higher awareness of the children rights, without taking the importance of the scholarships. In this sense, the awareness raising actions and those related to education have been proven by the stakeholders as the ones with social and temporal sustainability. In fact, it can be affirmed that the boys, girls and adolescents have a greater conscience related to the rights that assist them.

It is important to highlight the importance of the coordination of the different implementing agencies with the Ministry of Labour through their inspectorates, with the change of attitude regarding child labour. It should also be taken into account the links by some of the employers sectors with the APs, such as ASOGUAB, the Social Banana Forum and some particular enterprises.

### *b Education*

The offer of the educational services is perceived as very positive. In the geographical areas of influence of the APs it can be noted an important perception throughout all the stakeholders interviewed, showing that there was an improvement during the last years due to the greater intervention of the government, the local municipalities and the local institutions. They recognize the improvement regarding the infrastructure, the teachers capacity building and the distance learning programmes. In the same way, the incorporation of new proposals in the high school curricula as the accelerated CBA, has generated a mechanism that has helped enormously as a component of the programmes to eliminate child labour (TBP). The increase in the school scholarships by the APs, is one of the most appreciated aspects by the parents when referring to the impact that the APs had in the education of their children.

In general the educational situation of the interviewed boys, girls and adolescents has improved, school drop out and it has been observed an increase in the attendance in the school system. The assistance to school is high for the children *prevented* children. 87% of the withdrawn children assist to educational centres, 12% do not attend. The relationship between the age and the grade completed show that there are very few exceptions of older children in lower grades. Absenteeism in the classrooms is minimal but it should be noted that the 18% of the absent children are because of labour reasons or because they were carrying out domestic duties. Comparing this information with the situation before the AP had been implemented, there was a bigger amount of absenteeism; 14% over 8% of the present situation. This could reflect the incidence of the AP components.

The assistance to the vocational education reaches 14% of the minors interviewed, being more important for the boys, girls and adolescents that have been *withdrawn*. Lower numbers can be observed comparing it with the period previous to the AP, which does not imply much considering the huge increase of the boys, girls and adolescents *prevented and withdrawn* that have entered the formal education. It could be observed that an important segment searches for skills training, apprenticeships, short courses or vocational courses; some of them attend more than one. The interest of the participants is oriented to improve their future labour conditions, 73% have expressed so. 12% do this because the AP has offered them the course.

The boys, girls and adolescents interviewed show the importance of the scholarships as a huge positive incidence in their lives, as well as expressing the relevance of the vocational training. The activities started by the APs for income generation and the incidence of the CBA were also highlighted.

### **c Health**

Eight four per cent of the boys, girls and adolescents interviewed said to be in good health. The *withdrawn* group show a bigger impact, 14% expressed that they were not feeling very healthy. 85% of the boys, girls and adolescents interviewed (81% of the *withdrawn* and 89% of the *prevented*) have signalled that their health improved compared to their situation before the start of the project. Amongst the reasons given were a greater care, the prescence of medical check-ups and having stopped working.

The 84% of the boys, girls and adolescents interviewed considers to be in good health. 59% of the boys, girls and adolescents perceive themselves to be in the same state as three years before. 25% considers that their health has improved and 3% considers that their health has deteriorated.

A positive influence by the APs can be considered in the training and in awareness raising campaigns refering to health and prevention. The health situation around work shows a low perception of influence. After the APs perception has changed and working in the worst forms is perceived as affecting health (31%) instead of the previous 20%. It was further remarked by the *withdrawn* group.

### **d Free time**

The perception of the availability of spare time is higher now than three years ago, in all the groups of boys, girls and adolescents participating in the impact study. The activities that they carry out during their spare time vary from watching television to play, doing sports and are the same at present as three years ago. The activities that they spend doing the most with friends are sports (62%), play (52%), go to parties (25%), and meetings (15%). Regarding the use of their spare time in their vocational time is: meeting with friends, domestic work, take care of their brothers and sisters, visit family members or work during the holidays (13% at present and 20% before the APS).

Between 10 and 20% of the boys, girls and adolescents interviewed belong to a group of friends or sport group. Less important are the spiritual groups (6%) or trade unions (3%) both at present as before the APs. The children that are organized say spending several days of the week or at least one day of the week in the organization, both in the *prevented* as in the *withdrawn* group, this reference was the same as present as before the start of the Project.

## **C. Direct action in CSEC<sup>36</sup>**

The External Evaluation and the Impact Study<sup>37</sup> executed by IDEAS, for the expanded final evaluation, show that:

The trafficking of boys, girls and adolescents for commercial sexual exploitation has become a business worldwide, directed by highly organized networks. In the ILO study (2002) done in Guayaquil, Quito and

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<sup>36</sup> The commercial sexual exploitation in boys, girls and adolescents can be understood as the use of minors for sexual activities in exchange of pay or any other type of retribution, or promise of pay, for the person that is minor or for a third person that is handling with the boys, girls and adolescents.

<sup>37</sup> See the complete study in the annex.

Machala, an estimated number of 5.200 boys, girls and adolescents were in a situation of commercial sexual exploitation. However, the information only gives the evident observations and does not refer to the dynamics in which the exploitation increases as the levels of clandestinity and informality increase<sup>38</sup> The study done by the ILO establishes that Guayaquil, Quito and Machala are the cities with higher incidence in CSEC and trafficking of boys, girls and adolescents in the country. Therefore, the activities of the Action Programmes started in these localities are working together with executing or implementing agencies.

The Action Programmes executed with the Fundación Quimera (Machala) and the Fundación Nuestros Jóvenes (Quito) have validated a model for the prevention, withdrawal, protection and prosecution of trafficking and Commercial Sexual Exploitation based in the networks on two levels: 1. *Law and rights network*, conformed by DINAPEN, Unit for the protection of the Public Ministry Victims and witnesses, the Unit for Sexual Crimes, that coordinates the withdrawal of the boys, girls and adolescents and gives a legal endorsement to the exploitators; 2. *Service network*, confirmed by the provincial committees of Childhood and Adolescence, Protection Meetings, local INNFA, Sections of health, education and social welfare, amongst others, that give the integral attention to the victims or potential victims of commercial sexual exploitation and trafficking for their protection and restitution of their rights.

The forms of intervention of the implementing agencies or counterparts of the Project regarding to CSEC, have as an objective to achieve the definite withdrawal of minors from commercial sexual exploitation. The actions count with the experiences of the ILO in the different countries: the identification of the victims, the withdrawal of implementing strategies that involve the protection of the people involved, the inter-institutional integral action and the follow up action to the families and the victims. The APs, as shown in previous paragraphs, benefitted an important number of boys, girls and adolescents, especially in the provinces in which the Project has implemented in Ecuador.

In May 2006, following the baseline elaborated by the Fundación Quimera, the commercial sexual exploitation is linked to diverse and multiple situations: social, economic and cultural. Poverty is the factor that facilitates the commercial sexual exploitation of boys, girls and adolescents. Childhood and adolescence is used as “labour force” for the family to increase their income. Other factors that influence are the disintegration of the family by the migration of the father or the mother, domestic violence, amongst others. The boys, girls and adolescents that are involved in commercial sexual exploitation do so by seduction or kidnapping. In the base line, commercial sexual exploitation was recognized as sex industry, in which the exploiters are adults owners of night clubs, gangs, organized networks and in the last years related to sex tourism.

The range of ages in which the adolescents are exploited in Quito is around 15 years; however, a girl of 8 years old was also found. In Machala the age range was from 13 to 17 years old. The adolescents withdrawn, in Quito, Machala and Guayaquil were from other towns. This situation led the Programme to move the prevention techniques to the cities from where the adolescents were coming in order to raise awareness and build capacity related to CSEC amongst the parents and families. The majority of the participants in the prevention programmes, following the survey conducted were from Quito and Machala.

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<sup>38</sup> Fundación Quimera (2006), Base line: prevention and attention to boys, girls and adolescents in risk or victims of commercial sexual exploitation in Machala, unpublished document, ILO-Ecuador.

The economic situation of the families is perceived as regular by 72% of the boys, girls and adolescents that have answered the survey. As shown by the interviewees, the principal source of income for the families are the salaries received as employees, the independent income activities, and for the agricultural commerce.

The adolescents *withdrawn* and *prevented* perceive that the country economic situation has worsened and believe they see more poverty, there are more boys, girls and adolescents working. With regards the health services and education, they considered that there are more services but the quality has not improved. It was shown by the head of families, that since their girls were involved in CSEC they know the existence of the services given by DINAPEN, the Fiscalía and in particular the Foundations of Nuestros Jóvenes and Quimera. Amongst the principal changes referred to the CSEC and that have influenced the life of the *withdrawn* adolescents were: 1. The sensitization of the problem, 2. The confirmation and compromise of the people and institutions that are part of the networks (rights and services).

The CSEC of young male adolescents is more difficult due to false prejudices, linked to the macho view of the society. It is more difficult to have the adolescents denouncing. They are normally hired in the video games rooms.

The *withdrawn* group answered to the question of what other services they would have liked to receive from the APs. The *withdrawn* from Machala, indicated that in the first place they would have liked to be trained in skills (49%) and sexual education (27%). The adolescents *withdrawn* from Machala were between 12 and 18 years old.

From the 14 adolescents that live in Machala, 70% were exploited in regulated premises or had a working dependency with an exploitor or trafficker in streets, parks or rented rooms, controlled by their partners or husbands. The 14 were from the coast region, 12 were single, one lived as a couple and the other one was married, four of them had children. All of the 14 beneficiaries were studying before the AP: 9 were in basic education and 5 were in secondary school. This group of adolescents were satisfied with the services that they had received. The services that were best qualified were the ones given by Social Work (71%), Medical Assistance and Legal Assistance 57%. The changes were manifested by the adolescents after the Programme ended were: seven of them expressed that they were better living. Four of them expressed to have had changes but could not rate them as better or worse and three of them signalled to be living better but still with problems. In general, they all recognized they needed more support.

The adolescents *withdrawn* in Quito were in their majority between 12 and 17 years old. These girls came from Santo Domingo from the SÁCHILAS, Quevedo and Buena Fe. Most of them are single. Amongst the services received, the ones highlighted were: the reception in the crisis moment, in which they were given attention from social workers, physicians and psychologists. This helped them to uplift their self esteem, their self support and recover lost dreams to keep on living. They added that the only thing they would take away from the PoS TBP was the police vigilance, since that made them feel bad, taking them away from the possibility of acting like young adolescents. The parents and other relatives participated in the activities of the APs, this group was informed about the ways that the networks of sexual exploitation work and how to identify and defend themselves from exploiters and learn ways to denounce them.

The group of adolescents *prevented* that were interviewed, participated in the prevention activities even at



the age of 11 years old, but priority was given to the ones between 16 and 18 years old, as they were the ones that had the greatest risk. The participation of men (46%) was similar to those of women (54%). It is important to note that the families of this group of *prevented* boys, girls and adolescents; did not participate in the APs. The television (72%) is the most used communication media, followed by the radio (44%) and the newspapers (11%). The boys, girls and adolescents that participated in the prevention workshops remember to have received the following services: sexual education (36%), vocational training (26%), workshops and talks (10%), scholarships (0.8%). Their perception towards the services was very positive and 71% considered them good and 20% regular.

#### *a Child Labour*

The group of *withdrawn* had not been consulted through the survey, hence the lack of information within this section.

The group of *prevented* adolescents shows that 29 % of the boys work, that 13 % of the girls also work. In general only 21% of the total of the interviewees work. The reason why they do not work is their dedication to their studies. It indicates the high dedication to studying. The majority of the children working do it in the commercial sector. Of the ones that work through the whole year (65%), 23% do it in their holidays. 65% work in the afternoons, with working hours that vary from 1 to 3 or 7 to 8 hours per day. The majority work three days a week, but two important groups work between five to seven days. It is evident from the answers from the ones that work that they do so to support the family economic needs. The money owned is used for their personal expenditures and to cover the household needs. 80% indicated to be well treated at work.

#### *b Education*

The group of adolescents *withdrawn* was not consulted through the survey. Hence, no information is reported in this section.

Of the 124 *prevented* boys, girls and adolescents that were interviewed, in only one study, the majority has reached 3rd year of high school (88.5%). The EI indicates that induction into the labour market can be done only after concluding high school. The girls are the ones that attend schools (100%), compared to 98% of the boys. 99% indicates that they are now studying for the past three years. There are high expectations that their studies will allow them to get a job, take care of their families and become a professional. Out of the 124 people interviewed, 14% assists to some informal education course. The majority goes to vocational courses and other short courses. 63% assists to other courses and indicates that they do this to prepare themselves to the future. The added value to follow the courses is improving their role in the world of work.

#### *c Health*

The group of *withdrawn* was not consulted through the survey. Hence, no information is reported in this section.

The interviewees perceived that they have better health than what they had before. 69% have good health, while 24% added that their health status has improved in the past two years, 4% reported that their health has worsened and 67% were said to be the same. Only one of the children working reported that health has been affected for labour reasons, specifically because of the use of chemicals.

#### *d Free Time*

The group of *withdrawn* children was not consulted through the survey. Hence, no information is reported



in this section.

For the group of *prevented* boys, girls and adolescents, spare time is important in their lives. Both in the present like in the past, they love playing. A high percentage, 38% reports to have very little free time. In general after school they do domestic work, like cleaning, washing clothes, cooking, taking care of their brothers and sisters, amongst others. Only 4% points out to have not assisted to school to be able to carry out domestic work.

#### 4. RELEVANCE

While all two sectors selected for the Action Programmes respond to social situations affecting children and adolescents, the choice of the flower and banana industries took advantage of a national and international context<sup>39</sup> (2002-2003) in which various public and private stakeholders were interested in signing a free trade agreement with the United States and the consequent need to adjust regulations and labour procedures to that country's parameters. The role played by current events, however, does not minimize the importance of having chosen the banana and flower sectors; nevertheless, the fact that the programme took advantage of those circumstances meant that there was a lack of installed capacity for covering other areas of the economy mentioned in the ENEMDUR results<sup>40</sup> (2001), which showed a high proportion of working children and adolescents in agriculture, livestock, commerce, manufacturing industries and domestic labour in private homes. These sectors should be considered in future cooperation projects.

Apart from this, the decision to implement an Action Programme in the flower sector was important for two reasons. Since flower production is one of the most important economic activities in the country (flowers are currently the fifth-largest export), there is a clear need to maintain appropriate labour standards and quality production processes so as not to affect the positive impact of this activity on the economy in terms of creating jobs and generating revenue. Besides this pragmatic reason, the choice of the flower sector was also relevant because of the characteristics of its production process. Because flower production uses a large amount of chemical inputs, there is a broad risk threshold for workers' health, especially for children and adolescents whose development could be affected. Combating child and adolescent labour cannot be limited to quantitative factors; it also involves another series of variables, such as strengthening workers' organizations so that workers take ownership of and demand their rights. This issue was placed on the agenda of Expoflores through coordination and recent negotiations with FENACLE. Since the appearance of the flower sector in the country, no workers association have been established. The constitution of a workers association is one of the achievements of the TBP and the work of ILO/IPEC has facilitated the development.

The results achieved in the prevention and elimination of child labour in flower and banana production by far justify the costs incurred by the project, not only because of the improvement in the direct beneficiary children and adolescents and their families, but also because of the value of the models, methodologies, tools, commitments and capacities that are taking hold in public agencies, organizations of employers and workers, and other social stakeholders involved in the action programs, which has made it possible to

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<sup>39</sup> This was also a conclusion of the impact study.

<sup>40</sup> Survey of Employment, Unemployment and Underemployment in Urban and Rural Areas (*Encuesta de Empleo, Desempleo y Subempleo en el Área Urbana y Rural*), carried out in 2001, which includes a module on child and adolescent labour in Ecuador.

multiply resources and will enable continuation of the actions after the project's support ends.

Thanks to the project, it was possible to develop awareness-raising processes<sup>41</sup> within the trade unions. Child labour is now one focus of their training activities. There is interest in working with youth,<sup>42</sup> but actions are still incipient. The possibility of addressing the situation of youth more effectively also implies a critical review of how trade unionism has functioned in the country. For CEDOC-CLAT, addressing child labour and its consequences implies strengthening the fight for decent employment.<sup>43</sup> Workers must also be trained so that they can report cases of child labour in their workplaces. Social dialogue and the forging of a new social contract are valid options. They realize, however, that businesses are not always willing to participate. The trade unions feel that in the future the ILO should strengthen campaigns to publicize the content of agreements such as the ones on free association and collective bargaining.

Justification of the project's investment is especially visible in efforts to create a national climate conducive to combating the WFCL. The results achieved during this period, such as inclusion of the issue in the report of the MDGs, the National Development Plan, and proposals formulated by social stakeholders for the Constituent Assembly, as well as the strengthening of CONEPTI and the impetus given to the National Plan for the Elimination of Child Labour, are good examples of the commitment and national capacity developed to address child labour, including key stakeholders such as organizations of workers and employers that previously were not included in either the debate or the solutions.

As the project nears its end, data indicate that it will achieve its goals and meet its targets with significant success. In the area of creating a climate conducive to combating the WFCL, the accomplishments noted above are good examples of its effectiveness. In the area of reducing the incidence of the WFCL, the targets for prevention and withdrawal have already been exceeded.

Political, institutional and legislative changes that have occurred in Ecuador since the new administration took office confirm the relevance of the programme's contribution, both in creating a climate conducive to combating the WFCL and in reducing the magnitude of the problem. In particular, the inclusion of goals and targets for elimination of the WFCL in the National Development Plan (especially hazardous child labor, trafficking and CSE of children and adolescents) shows that the programme's contribution responds entirely to the country's needs and priorities.

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<sup>41</sup> **Training for trade unions in methodologies for the elimination of child labor:**

During this period, the model workshop for raising awareness about the elimination of child labour for unions associated with FENACLE was validated with 21 union activists. In addition, 16 awareness-raising workshops on child labour were planned and held in conjunction with FENACLE and its affiliated union organizations and workers. Approximately 210 people participated and made an active commitment to the elimination of child labour in workshops held in Los Ríos (Ventanas, Catarama, Pueblo Viejo, Baba and Babahoyo), Guayas (Triunfo, Milagro, Recinto Jaime Roldós, Villa Nueva and Tenguel) and El Oro (Río Bonito, Barbones, Pasaje, La Peaña and La Iberia).

<sup>42</sup> Organization of youths is a concern of CEDOC-CLAT. Work has begun this year with youth (ages 15 to 18), and alternatives are being sought for individual affiliation, especially for urban youths on the coast and in the highlands. FENACLE adds that this is a shortcoming in its work. Actions are still largely one-shot efforts. The Youth Secretariat is concerned about developing training processes for young people. About 800 to 1,000 youths are currently being trained.

<sup>43</sup> In the FUT's view, resolving the problem of child labour requires ensuring decent work for adults. "Without decent work, there will only be obstacles to the elimination of child labor."

## **5. LOGROS EN FLORES, BANANO Y ESCI**

### **5.1 Flower industry**

The first Action Programme for prevention and elimination of child labor in the flower sector was implemented from June 2005 to December 2006 in the districts of Cayambe and Pedro Moncayo. The second phase was from January to April 2007, and was aimed at providing continuity to the overall intervention strategy and reinforcing the work done in the district of Pedro Moncayo, as well as expanding the intervention zone to the district of Quito in the province of Pichincha and the district of Latacunga in Cotopaxi.

The implementing agency for the Action Programme is Expoflores — an association of export flower producers — through the Flower Industry Social Forum, which operates nationwide.

Overall, implementation of the Action Programme in the flower sector followed the strategies outlined in the project documentation, with the exception of identification of and support for the implementation of productive alternatives and support for better access to health services for children and adolescents, aspects that the former coordinator of the Flower Industry Social Forum acknowledged were not addressed by the programme.

With regard to the commitments made with the signing of the Addendum, the least-developed strategy was the promotion of recreational activities for free time. There was limited coordination with institutions that were capable of promoting the creation of sports infrastructure, as well as marginal support for sports, artistic, cultural and vacation programmes. Within this strategy, the programme's progress in organizing children and adolescents was barely incipient. Limited achievement of goals in this strategy area made it impossible to advance with the systematic documentation and evaluation of alternatives for the use of free time.

### **5.2 Banana industry**

The first Action Programme for the prevention and elimination of child labour in the banana sector was implemented from June 2005 to December 2006 in the districts of El Naranjal, Tenguel, Puerto Inca, Ponce Enriquez, El Guabo and Roldós. In the second phase, beginning in April 2007, besides providing continuity to the overall intervention strategy, it also sought to reinforce work done in those places.

The most significant result of the AP in that period was the organization and joint operation of FENACLE and DyA as a Consortium for the Elimination of Child Labour<sup>44</sup> in Ecuador. The consortium was formed to strengthen joint management of the programme for the elimination of child labour in banana production, which FENACLE and DyA had implemented in the first phase. The goal of this arrangement

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<sup>44</sup> The consortium also continued to participate in the Banana Industry Social Forum, whose policy agenda now includes actions aimed at the elimination of child labour. Its 2008 operating plan includes the following activities:

- Clear definition and formal acceptance of the document establishing the activities permitted and prohibited in the banana sector.
- Campaign to raise awareness and prevent hazardous and prohibited activities, targeting businesses and workers.
- Dual education-work plan as an alternative for adolescents over age 15 (accelerated education programs).
- Trade unions contributed by agreeing that collective bargaining contracts would prohibit the hiring of children. Elimination of third-party contracting, a fight led by workers, will also put limits on child labour.

was to: (i) Formulate a policy for the elimination of child labour in banana production that includes the workers' perspective: the lack of decent work is a principal cause of child labour in this sector. (ii) Through FENACLE, help ensure that children and adolescents displaced from child labour receive compensatory services (education, income supplement, etc.). (iii) Have FENACLE spearhead actions and policies for the elimination of child labor in banana production. (iv) Establish in FENACLE an area specializing in child labour.

During this period, the programme also began to develop partnerships with the Ministry of Labour and INNFA, both for the formulation of policies for the elimination of child labor and so that children and adolescents involved in the programme could gain access to services. For educational services, the AP has support from Telefónica Movistar's Proniño Foundation, which finances educational incentives for the children.

During this period, support agreements were finalized with the three Child Labour Inspection Offices in Guayas, El Oro and Los Ríos, and these offices took responsibility for overseeing development of three protection networks headed by the municipal governments of Guabo and Pueblo Viejo and those in the lower Guayas basin. During this period, there were no changes in the programme strategies outlined in the Action Programme approved by the ILO. There was only one change in one of the forms of education proposed. The program had planned to offer extended school hours for working children and adolescents, but the parents, INNFA, FENACLE and CECAT chose to establish an Accelerated Basic Cycle (Ciclo Básico Acelerado, CBA) <sup>45</sup> instead. This service provides working children and adolescents with accelerated education, enabling them to complete three years — 8th, 9th and 10th grades of secondary school — in one year. This is a service for those over age 15, and differs from the extended-hours service, which is only for those under age 12. The impact on elimination of child labour is greater because it is on-site and occupies all of the time available to the children and adolescents. It will also be linked to occupational training.

During the quarter, the project expanded its coverage, completed monitoring of the children and adolescents working with the project, and developed the awareness-raising modules and activities for use of free time during vacations. Flooding affected the activities and access to all of the project's intervention zones, however, and displaced beneficiary families from those areas. Possible compensatory measures are being studied, because the economic effects of this disaster will exacerbate child labour among families in the banana sector. The workshops and consultations with principal stakeholders in the banana sector were completed so that their feedback could be considered in the Agreement on the Elimination of Hazardous Work Activities for Minors between ages 15 and 17.

The AP developed socio-productive activities with the families of the boys, girls and adolescents that were

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<sup>45</sup> The accelerated basic cycle is an accelerated model approved by the Ministry of Education to enable adolescents over age 14, who have dropped out of basic education and are more than three years behind the appropriate grade level for their age, to finish the basic cycle (8th, 9th and 10th grades) in 12 months. The students attend classes with teachers who have been trained and contracted especially for the cycle. There are study materials for the students and guides for teachers, and the curriculum is adapted to the adolescents' needs, with special emphasis on reinforcing self-esteem. Classes are held in the students' community. Flexible Basic Education is based on the principles of accelerated education, which not only shortens the time, but also leverages the students' skills. The key areas are language, mathematics, natural sciences and social sciences. Other important areas are also included, such as physical culture and other areas adjusted to the weekly class schedule. The accelerated program is offered in the classroom, and allows the adolescents to work one day a week on plantations of businesses that have agreed to contract them for non-hazardous activities.

*withdrawn and prevented* with the purpose to give them an alternative to generate income, which will help them to collectively have access to work. An example is the cacao production. In this period the survey collected the information of the national census of 115 families of the area of Tenguel and its surroundings, as well as the areas of Santa Rita, Balao, Santa Rosa de Flandes, Las Mercedes and La Roldós of Naranjal in the province of Guayas, and the area of Chimborazo in the province of El Oro. In total, 326 boys, girls and adolescents have been introduced in the programme in the past two trimesters due to the child labour elimination strategy<sup>46</sup>.

During this period, the process of defining and agreeing on permitted and hazardous activities in banana production continued, along with implementation of control systems, reporting of cases of child labour and formalization of work for adolescents over age 15 in non-hazardous activities, ensuring appropriate working hours that allow the adolescents to participate in accelerated educational programs and vocational training.<sup>47</sup>

The Quimera Foundation has provided a significant support to the households and the banana sector NNA through two projects: *Las cajas de ahorro comunal*???, that grant small credits, basically to women household heads from Machala; and another successful Project, the “Sport Options for NNA, linked somehow to the banana production..

### 5.3 Commercial Sexual Exploitation and Trafficking

The Project began in January 2005. The Action Programmes carried out with the Quimera Foundation (Fundación Quimera) in Machala and the Our Youth Foundation (Fundación Nuestros Jóvenes) in Quito validated a model for prevention, rescue, protection and prosecution in the areas of trafficking and commercial sexual exploitation of children and adolescents, based on two-tiered networking: 1) A Rights Network, consisting of DINAPEN, the Public Ministry’s Victim and Witness Protection Unit, and the Sex Crimes and Human Trafficking Unit, which coordinates the rescue of children and adolescents and criminal prosecution of those who exploit them; 2) A Services Network, consisting of the District Councils on Children and Adolescents; Protection Boards; local INNFA offices; health, education and social welfare offices, and other entities that provide comprehensive assistance to victims or potential victims of CSE of children and youth for their protection and restoration of their rights. Replication of this

<sup>46</sup> Two hundred cacao plants will be provided, representing an income of approximately \$600 per year for the families. Delivery is expected to begin after 15 March 2008, depending on winter weather conditions. During this period, a technical expert made follow-up visits. To deliver this cacao package, the AP extension worker will follow a field protocol and provide monthly follow-up to ensure that the cacao is planted and offer subsequent technical assistance on fertilization and plant diseases. Monitoring of child labour will be done and there will be an assessment of the need for other services, such as educational incentives to ensure that the children and adolescents enroll and remain in school.

<sup>47</sup> The strategic partner for this process has been the Banana Industry Social Forum. The forum and the consortium have held workshops and meetings with AGROBAN, the Association of Banana Exporters of Ecuador (*Asociación de Exportadores Bananeros del Ecuador*, AEBE), the Association of Small Producers of Guabo (*Asociación de Pequeños Productores del Guabo*, APPBG), the Orense Banana Producers Association (*Asociación de Bananeros Orenses*, ABO), the Coastal Chamber of Agriculture (*Cámara de Agricultura del Litoral*), workers’ associations from FENACLE, youth associations from La Iberia, the Parish Board of Tenguel, the Parish Board of Iberia, Oro Banana S.A (OBSA), organic producer Walter Landeta, the Ministry of Labor and Employment, CONEPTI, INNFA, MOETICG, CORPEI, and the municipal government of Guabo, to present the strategies for the elimination of child labour and define hazardous activities and youth employment. The partnership with the Banana Industry Social Forum has been very important for ensuring the commitment of associations and institutions in the actions described.

model is beginning in other localities.

The Inter-Institutional Network against CSE in Machala used the approach for commercial sexual exploitation of children and adolescents that was developed by ILO/TBP and the assistance model from the Action Programme implemented with the Quimera Foundation to formulate the “District Public Policy for Action and Prevention against Trafficking for Purposes of Commercial Sexual Exploitation of Children and Adolescents in the District of Machala, and two court judgments due to begging, which have allowed different actors, networks and media communication as well as the public in general to raise awareness of CSEC and trafficking as violation to human rights. It is evident that the awareness is in relation of CSEC, and capacity has been built with national and international acknowledgement.

In **ESCI?** and the commercial sexual exploitation (la trata), it highlights other activities in which ILO/IPEC provided technical advice though on-going follow-up and finance. These includes for instance:

- Reinforcing the technical secretariat (CONAMU and CNNA) of the steering committee for preparation of the national plan for combating CSEC and human trafficking and smuggling.
- National Plan against Trafficking and CSEC approved by Presidential Decree in 2006.
- Organization of the First Tri-National Technical Meeting (Ecuador, Colombia and Peru) of top officials against the international trafficking of children and adolescents (2006).
- Formulation and implementation of the National Assistance Programme for victims of CSEC and trafficking in Machala, Quito and Lago Agrio (2007)
- Formulation of the District Plan against Trafficking and CSEC in Cuenca (2008).
- Formulation of protocols for assistance to child and adolescent victims of CSEC and trafficking in Lago Agrio (2008)
- Creation of a municipal assistance programme for victims of CSEC and trafficking in Quito (2008)
- Initiation of the project efforts with a study and modification of the legal penal norms and at the municipal and national levels, which allowed the debate and proposals to the legal system regarding trafficking and CSEC to persecute infractors.
- Production of high technical quality content targeting different social actors (educators, journalists, policemen, migrant agents, and managers of direct Action Programmes, amongst others) to inform them and raise awareness of their role in the detection, prevention and attention of the working boy, girl and adolescent, CSEC and trafficking from a personal and institutional level.
- Training of community teachers and university students in the prevention of trafficking and CSEC. .
- Integral attention model to the victims from a gender and human rights perspective, with the participation of the foundations NUESTROS JÓVENES, QUIMERA, Esquel, CCNA de Cuenca. Giving the following services:
  - At the individual level: temporary protection, health services, social, legal, education/training, counselling, scholarships, incentives and income generation activities.
  - From a family level: social security services, counseling, support to the link with institutions that give services of income generation, economic incentives that will guarantee the withdrawal and prevention services.

## 6. SUSTAINABILITY

This section includes the following aspects: institutionalization of the TBP, construction and consolidation of support networks, institutional capacity building and the strengthening of the institutional capacity for the elimination of the worst forms of child labour and the financing of future actions.

### Institutionalization of the TBP

The strategic option of working from the beginning to institutionalize the program was important for ensuring the sustainability of the outcomes. This was a constant throughout the project implementation period, and is reflected in the choice of implementing agencies, most of which have substantial experience in the area of child labour and a strong commitment to continuing this work in the future.

Efforts to institutionalize the programme were also evident in the strategies for strengthening the institutional framework for dealing with child labour, with special emphasis on more and greater systematic coordination and capacity building for public institutions involved in the issue. Moreover, the implementing agencies have acquired their experience and knowledge on the administrative aspects, in the direct action to support the awareness raising, the prevention and attention to girls, boys and adolescents victims or at risk of CL, trafficking and CSEC, as well as their families.

One of the legitimization and sustainability strategies of the Project of Support of the TBP, as well as the implementing agencies is the training and consolidation of institutional networks and organizations. From these instances, they multiply the economic, technical and profesional efforts, and plan local and national actions of awareness raising and training regarding CL and the WFCL.

### 6.1 Conformación y consolidación de redes de apoyo

The following is a detailed list of the networks that have been built across sectors and that have had the logistical support of the implementing agencies and the Project of Support to the TBP.

#### **Networks against child labour**

National Network against Child Labour

National Steering Committee for the Gradual Elimination of Child Labour (CONEPTI)

Local networks against child labour in the flower industry

Inter-institutional network in the Pedro Moncayo district<sup>48</sup>

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<sup>48</sup> -As of 2005, in Pedro Moncayo and Cayambe, the network promoted the formation of the District Councils on Children and Adolescents, as well as Protection Boards. The work done for prevention and elimination of child labour, as well as the establishment of joint work policies, are among the elements that have led these councils to be recognized nationwide as examples of organization and problem solving.

-The network began 12 years ago as a joint effort by institutions in Cayambe and Tabacundo that were interested in coordinating efforts, avoiding duplication of effort and resources, and increasing the impact of their interventions. The Flower Industry Social Forum became part of this network. It currently consists of INNFA, SOY, the bilingual Education Office, the Provincial Education Office, World Vision's CEDIT, the SOY Consortium, Turujta and Ñucopen (two first-tier organizations), Municipal Government of Pedro Moncayo, Aid in Action and ADJ.



Inter-institutional network in the Latacunga district

Local networks against child labour in the banana industry

Inter-institutional network of the Pasaje district

Inter-institutional network of the Guabo district

### **Networks against CSE and trafficking of children and adolescents**

National Commission for the National Plan against the CSE and trafficking of people.

Networks against sexual exploitation of children and adolescents in Quito

Justice network

Protection and assistance network

Inter-Institutional Network against CSE of Children and Adolescents in Machala

Justice network

Protection and assistance network

Anti-trafficking task force connected with the network for protection of children and adolescents in Nueva Loja (Lago Agrio)

Coalition against CSE and Trafficking of Children and Adolescents in the district of Cuenca.

The work of the project in this area was of particular relevance since it could give the support to achieve the institutional coordination, the maximization of economic and human resources, as well as reaching the sustainability of their actions.

## **6.2 El fortalecimiento institucional y la eliminación de las PFTI**

The inclusion of the elimination of the WFCL on the work agendas of various national and local public and private institutions, within the framework of actions implemented by the project, create the expectation that they will be sustained after the TBP ends. In the case of CSE of children and adolescents, a national program has already been implemented, with funding from public agencies and private organizations, to continue the actions begun by the project in Machala and Quito and expand them to other areas, such as Lago Agrio. EXPOFLORES is negotiating with other agencies for funding to continue actions to combat child labour in the flower industry. Similarly, the consortium made up of the NGO DYA and the FENACLE labor organization has expressed its willingness to continue working after the TBP ends. It has obtained funding for educational services through the Pro Niño Foundation of the Spanish telephone company Telefónica. Other examples of the network coordination were:

- The existence of a national structure and local structures for combating child labour and the WFCL, such as CONEPTI and the sub-commissions and the social forums made up of representatives of employers, workers, the government and NGOs, strengthened national and local institutions by providing them with laws, regulations and municipal ordinances, as well as a foundation for the development of national and local public policy on child labour. Sustainability also depends on the human, organizational and financial resources that have been mobilized through the creation of networks of institutions



empowered to work on the issue.

- Workers' organizations such as CEDOCUT, CEOSL, CEDOCLAT, FENACLE and FUT have made combating child labour and the WFCL a priority. Results include various training activities and a key role in the Constituent Assembly and in the quest for ways to ensure the continuity of the work begun by ILO-IPEC.
- The existence of a national and local structure for the elimination of CSEC and human trafficking, consolidated through *networks of institutional services* offered by civil society organizations and *prosecution*, is a guarantee of sustainability.

### 6.3 Finance of future actions

The technical team of the ILO-IPEC together with the implementing agencies have done an important work in the negotiation of funds with the purpose of giving continuity to the results of the project of support to the TBP, as well as all the implementing agencies that now have the support of the national and international organisations to support the work that has been initiated in the eradication of the WFCL. 1

Table 10: Possible or current sources of funding for follow-up of actions

Implementing agency	Ending date	Geographic area	Possible or current sources of support
Quimera Foundation	August 2007	Machala, Guayaquil	IOM, INNFA, Task Force on Migration
Our Youth Foundation ( <i>Fundación Nuestros Jóvenes</i> )	May 2007	Pichincha, Santo Domingo de los Tsáchilas	IOM, INNFA
Expoflores	March 2008	Cotopaxi, Pichincha	Expoflores, USAID, FENACLE-DyA, Proniño
FENACLE-DyA Consortium	May 2008	El Oro, Guayas, Los Ríos	INNFA, Proniño
Esquel Foundation	May 2008	Sucumbíos	
ILO-IPEC	May 2008	Azuay	

#### Sustainability can be evidenced and strengthened through:

The participation of business associations is very important in prevention, reporting of violations and efforts to enforce existing legislation, as well as in generating resources to make future projects financially sustainable.

The strengthening of the Ministry of Labour, INNFA, MIES and labour inspection offices. Thanks to these institutions, legislative reforms have been promoted by national and local entities and many professionals have been trained in accordance with the provisions of the legal reforms.

Growing public awareness of the negative effects of CSEC, mainly among people organized in civic associations and networks that work directly on campaigns, studies, filing complaints, debates and proposals for legal reforms, etc.

The implementing agencies are a bridge between NGOs and government agencies. Advocacy activities also encourage the government and its agencies to take responsibility for restoration of rights as outlined in the National Plan against Trafficking.

As a result of the work with the media, there has been greater coverage of CSE of children and adolescents and better handling of the issue. Television reports during this period (4) refer to CSE, rather than “child prostitution.” This was a result of ongoing work with the media by the TBP and other organizations.

As a result of the intervention models developed by the Project through the APs for combating CSE of children and adolescents, various national and local institutions are taking steps to continue the actions that were begun in Quito and Machala and expand them to other areas. During this period, a district Plan against Trafficking and CSE of Children and Adolescents was formulated in Cuenca, as well as a District Public Policy against Trafficking for CSE of Children and Adolescents in Machala and protocols for assisting victims of CSE and trafficking of children and adolescents in Lago Agrio.

INNFA and the IOM expressed interest in supporting the continuation and expansion of the actions begun by the Project to combat trafficking and CSE of children and adolescents in Quito and Machala when the APs end. The TBP provided technical assistance for the formulation of the program for “Development of an Appropriate Institutional Response to CSE and Trafficking of Children and Adolescents in Quito, Machala and Lago Agrio,” transferring the information, approaches, methodologies and tools developed by the TBP. The new programme has a budget of about US\$300,000 provided by INNFA (\$250,000) and the IOM (\$50,000). Implementation of actions will be under the responsibility of the Quimera Foundation in Machala, the Our Youth Foundation (Fundación Nuestros Jóvenes) in Quito, and Catholic Relief Services in Lago Agrio, with the collaboration of MIES, MINGOB, MED, MSP, the District Councils for Children and Adolescents, and other institutions.

The Spanish Fund for the Millennium Development Goals convened the UN System in the countries to present proposals for inter-agency programs for various thematic windows. The TBP, in coordination with the ILO’s OSRA, joined other UN agencies in Ecuador in drafting proposals (concept papers) for the “Culture and Development” and “Youth, Employment and Migration” windows, including the elimination of the WFCL among indigenous peoples in the former and a youth employment component in the latter. Ecuador’s proposal for the Culture and Development Window won, and the TBP participated, with the other agencies involved, in the preparation of the project document, which is currently in the final approval stage.

The creation of a favorable political environment was important. It is important to mention the launching of the *National Development Plan*, that includes specific objectives for the elimination of child labour, trafficking and CSEC of boys, girls and adolescents. Moreover, it is important to highlight that after an evaluation process done by the members of the CONEPTI, its technical secretary was renewed and a working plan was approved that included the revision of the PETI national plan, that would contribute to build capacity in the national policies of eradication of the WFCL. In the legislative sector, the Trade Unions centrals proposed for their National Constitutional Assembly the revision of the labour chapter in the new constitution, in which the incorporation of the principles and fundamentals of work established in the ILO Conventions, amongst them the elimination of child labour.

## 6.4 Resource Mobilization

The Action Programme in the flower sector mobilized additional resources for the “Youth Sensation” vacation camp held in the summer of 2007. ORS, the flower sector business association, provided economic resources and the Ecuadorean Armed Forces donated books. CORPEI provided economic resources for the publication of materials to raise public awareness about the issue of child labour.

Beyond these one-time actions, however, there were weaknesses in the mobilization of additional resources. For example, in evaluating the flower sector action program in Tanicuchí (Cotopaxi), the representative of Expoflores noted that obtaining funds for future operation of the Flower Industry Social Forum is a “pending challenge.”<sup>49</sup>

For the banana sector and CSEC, the Project channeled resources from public and private entities. Actions for combating CSE and trafficking of children and adolescents, as well as the elimination of child labour in the banana sector, were efficient in that the resources invested in both the APs and the activities aimed at creating a context conducive to these efforts have yielded results with a multiplier effect at the national and local levels. Clear examples of this during the period include continuity in the transfer of assistance models and methodologies to other localities, such as Lago Agrio and Cuenca; the establishment of regulatory frameworks (municipal ordinances and local plans against CSE and trafficking) based on initial ILO experiences, and the start-up of a new national programme with resources provided by national institutions and other agencies, which is allowing the continuation of actions begun in Quito and Machala and their expansion to other localities after the project funding ends.

## 7. OTHER QUESTIONS

In this section the following aspects will be developed: indirect achievements by the Project, management of the gender and ethnic perspectives in the planning, implementation and monitoring stages; and the adoption of measurements to reduce the negative effects of gender discrimination to increase the positive effects, the internal and external factors that have influenced the project, and the increase of the capacity of the implementing agencies and partners to develop effective actions as a consequence. Finally, the contribution of the Action Programmes to the immediate objectives of the National Programme is developed.

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<sup>49</sup> Remarks by Mr. Ignacio Pérez Arteta, president of Expoflores, at the Accountability Meeting. Tanicuchi, 25 April 2008.

## 7.1 Indirect outcomes of the program

In the intervention zones of the banana sector AP, FENACLE youth groups were organized to promote youth employment and the elimination of child labour. Participation is still limited. This was perceived by the evaluators and was a conclusion of the Impact Study. This strategy together with the training of local promoters, also the FENACLE, constitute the fundamental pillars of the capacity building of the trade unions.

Worker and employer organizations that participate, along with the Ministry of Labour, in the tripartite leadership body of the Ecuadorean Professional Training Service (Servicio Ecuatoriano de Capacitación Profesional, SECAP), which has a budget of US\$30 million, have expressed interest in drafting a proposal to include the elimination of the WFCL in that service's plans. The TBP will begin talks with the two organizations about the possibility of proposing a national technical training program for working adolescents to help them move out of hazardous child labour into decent youth employment, based on the experience of the intervention in the flower and banana sectors.

This project has contributed, without any doubt, to evidence the labour tertiarization and its influence on child labour. In the enterprises outsourcing coexists with hiring forms to other enterprises or independent entrepreneurs to outsource specific work, as for example, the maintenance of the green house or nursery infrastructure, that was normally given to child labour. At present, these hiring forms have been regulated even by the government.

The gender and Manejo de las perspectivas de género y etnicidad en las etapas de planificación, implementación y monitoreo, y la adopción de medidas para reducir los efectos negativos de la discriminación de género y para aumentar los efectos positivos.

Progress in gender and ethnicity has been seen in the planning, implementation and monitoring stages as well as the adoption of measures to reduce the negative effects of the gender discrimination and increase the positive effects. Greater attention must be paid to these issues in future ILO projects in Ecuador. The inclusion of the gender category in prevention, detection and direct assistance requires changes in analysis and everyday practices of individuals, families, communities and institutions. These are long-term goals and the concepts will be assimilated slowly, as they also imply changes in the socio-economic situation, norms, values and customs. Gender should therefore be viewed as one of the decisive factors in social, political and economic relationships surrounding CSE and child labour. Any project that attempts to have an impact in these areas must take special care to observe and raise awareness about differences between men and women, since masculinity and femininity are social constructs. It will always be wise to consider gender in the processes of domination, subordination and differentiation related to CSEC and child labour, understanding these as social phenomena characterized by economic, political and cultural inequalities. It is very relevant in this type of work for the incorporation of the "nationality" categories for migrant population and "cultural diversity".

## 7.2 Internal and external factors that have affected the project

The Project was positively affected by several external factors, the international certifications of the agro-export enterprises, which were an opportunity to sum up the efforts against child labour towards the elimination of the WFCL. Another relevant factor was the signature of the TCL with the United States, which conditionalities should be used to eliminate the WFCL.

The Project was initiated during political uncertainty in Ecuador, with an evident dismantling of the government, governance crisis, a thin social dialogue (official's rotation) and the working processes followed by the public institutions consulted by the ILO. However, the political scenario has changed and there are signs of sustainability, a greater social participation and a government ready to assume the social responsibilities of a social orientation. In all, an encouraging environment to allow the country to continue the actions initiated towards the elimination of child labour and the WFCL.

*“In this context, the national government has emphasized the need for profound social, cultural, political and economic change to correct the country's inequalities. One of its principle postulates has been recovery of the state's role as an active promoter of social equality” (TPR - March 2008)*

Ecuador's coast suffered serious flooding beginning in February, affecting the areas where the AP banana project has been implemented. This had a detrimental affect on the AP's performance in its final stage. The beginning of the school year was delayed, many families were displaced, and the loss of property and sources of family income will probably lead to an increase in child labour.

The programme, the agency implementing the AP in the banana sector and local assistance networks are making efforts to ensure that the target population affected by the disaster receives emergency assistance organized by the national and local governments and other agencies. A similar effort will be made to channel assistance to the target population during the post-emergency reconstruction phase. The AP ending date was extended from March to May to allow time to deal with this situation and complete the planned activities. The flower and banana APs continue to operate in the intervention zones; they are to end in May 2008. One noteworthy element is the follow-up and support provided at the local level to beneficiaries, their families, local assistance networks and municipal governments to consolidate the work that has been done. Unfortunately, the serious flooding that has affected the Ecuadorean coast, where the banana sector AP is implemented, has made this task more difficult. The banana sector AP encountered difficulties in delivering some educational services because schools were closed and the enrollment period was suspended on the coast. Nevertheless, work continues and at times the program teams in the zone have had to combine the program's activities with others related to the emergency.

### **7.3 Increase in capacity of implementing agencies**

The Project's actions have unquestionably contributed to the work of the implementing agencies, which have strengthened their capabilities in terms of management, digital information systems and databases, monitoring, planning and ongoing evaluation. The agencies have taken ownership of these processes, adapting them to their needs and to the demands of other funding agencies after the project ended.

One noteworthy partner agency initiative is that of CONEPTI, which held a national forum on child labour to review the National Plan. This demonstrated its repositioning and ensured its legitimacy as the agency specializing in child labour and the WFCL.

Studies and local base lines (bananas, flowers, CSEC and trafficking), KAP studies and other research on child labour and CSEC done with project funds and technical assistance from ILO-IPEC have been shared with implementing agencies and other partner organizations. The use of these results has contributed to better approaches to the issues and better management of APs and other projects by these agencies. The implementing agencies and other organizations (SOY, IOM, INNFA, DyA) have also adapted the databases provided by the project as a tool for monitoring their projects for combating the WFCL.

## VIII. LESSONS LEARNED FROM THE PoS TBP

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-Creation of opportunities for civic participation, **facilitated and promoted by the TBP**, such as community ombudsmen, community oversight task forces, etc., require following up to ensure their consolidation and sustainability through self-development, self-financing and shared management. These community structures require monitoring and a timely response to their needs, with well-established guarantees of control.

-The creation of community oversight systems to support the work of labour inspectors on farms (in the case of flowers and bananas) is a good initiative; nevertheless, besides the training of their members, these systems must be strengthened through ongoing monitoring (guidance in action), to increase their capability for ethical observation and social responsibility; provide them with legal tools and skills for negotiation and mediation; give them legitimacy at the local level; and empower their members.

-**The PoS to the TBP made huge efforts to make** the implementing agencies understand and implement a gender approach and rights-based approach, incorporating them into the practices and strategies of the project, their organizations and partner organizations. **However, these efforts must continue to be strengthened and followed up if the transformations obtained will remain having an impact on the Ecuadorian society.**

-**It has been proved that the participatory methodologies, well applied and adopted are a fundamental pillar for the programme's and project's success in social development. The challenge for the Project is to recreate, publish and share techniques and methodologies in the work with communities, to potentialize the creation and strengthen the capacity of the local organizations. The leaders training to lead the workers and communal organizations is necessary. The community participation should allow to reach spaces that the APs can not. It is also important to generate the capacity in the communities to give answers to problems and generate solutions.**

-There is a need to facilitate the design, dissemination and evaluation of structured, ongoing, sustained awareness-raising campaigns in the media, in order to reach strategic target audiences, share the results, challenges and lessons learned, and ensure the project's multiplier effect. **In this way, actions should be facilitated and promoted with the involvement of the private enterprises, mass media communication to obtain the pertinent impact. The development of awareness raising campaigns would need directors, media chiefs, editors and national and local stakeholders.**

-Advocacy on formal education is strategically important and can be done on various fronts already opened by the Project. Activities should include advocacy about study programmes at universities that train professionals, formation and awareness raising among Ministry of Education officials, involvement of national ministerial authorities in discussion and decision making, and advocacy on primary and secondary school study plans.

-**The *withdrawal* of the CSEC networks has characteristics that go from the individual, family, community and social, giving the answers that need to be thought in the same way. The individual level needs to**

continue with the restitution of the rights, the strengthening and reconstruction of a world vision and a value scale that will allow the denunciation and judgement of the networks of CSE. In the family, to reconstruct the family support networks, the support of the socio-economic conditions, with socio-productive alternatives that will go beyond the survival strategies of its members. In the community, the action should be directed towards the consolidation and building of new support networks, the participation in local activities that will end up in decision making, negotiation, co-participation and the establishment of recreational and educational initiatives, the strengthening of the local leadership and the training on CSEC. In the social, the strengthening and construction of new institutional networks, the strengthening of a culture that claims for its rights, the articulation of political will nationally and locally, the strengthening of capacity building in local and national institutions, and the achievement of a legislative promulgation both at a regional, local and municipal level.

-The elaboration of baselines with high quality methodologies similar to those of research regarding rigorously the viability and its trustworthiness.



## IX. IDENTIFIED GOOD PRACTICES

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- The multiaxial character of the Project, (prevention, withdrawal, awareness raising, legislative capacity building, coordination and negotiation, systematization and awareness raising) acts at different levels and in different aspects of the problem that gives credit to its methodology.

-The baselines of CSEC and child labour previous to the Project, in each area of intervention, allowed to generate a knowledge base good for the comprehension of the phenomena and the awareness raising of key stakeholders from the private and public institutions. These methodologies follow others from high quality studies.

- Raising awareness of the social problem through specific training activities to journalists to influence the media.

- The practice of the ILO/IPEC to permanently improve their monitoring system parameters to the needs of the implementing agencies and the environment characteristics. However, it is important to mention that the information registry systems (electronic database) developed and integrated by ILO/IPEC with their partner agencies, are of high quality and pertinent to decision making.

- As part of the strategy of the Project of Support for enrolling children and adolescents in school, the educational materials developed by the Wiñari project, which was implemented by DyA and WLID, were used by the Action Programme, particularly in the flower industry, to establish accelerated education programs for adolescents between ages 15 and 17 who were behind their grade level in school. The use of materials prepared by another project was not only a strategy for optimizing resources, but also demonstrated that there was a foundation of homogeneous concepts and approaches among the projects for combating child labour, which facilitated better coordination and created opportunities for collaboration.

The early entry of children in the work force limits their options for recreation and relaxation. Activities implemented by the Project have helped the children, adolescents and families participating in the Action Programme develop practices different from those that are commonly seen, as well as recognize the value of recreation and relaxation as important elements in human development. The vacation camps organized by the Action Programme were especially appreciated.

- The dedication of the efforts of the Project to the Support to the TBP in the protocol formulation for the institutional intervention in the sexual exploitation of boys, girls and adolescents (e.g. health protocol in Machala, integral protocol in Lago Agrio, judicial protocol in Cuenca). The impetus given from the TBP of actions that will allow the application of personalised action plans for the boys, girls and adolescents, victims or in risk of sexual exploitation, around their life projects (Cases: F. Quimera and Fundación Nuestros Jóvenes).

## X. CONCLUSIONS

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-The project's two objectives were aimed at strengthening institutions for the elimination of child labour and implementing direct actions in particular areas and sectors to prevent and eliminate child labour. The combination of these two dimensions enriched the project dynamic and made it possible to establish processes and strategies that complemented other actions that otherwise would have suffered from a unilateral approach. If the project had been limited to the Action Programmes (APs) and the development of political and regulatory frameworks, it would not have gained the importance that it obviously has in recent years. Similarly, if it had focused only on political advocacy, there probably would have been a risk that the results would have been more rhetorical and disconnected from real practice. It is therefore the combination of direct action in the field and the consolidation of political, institutional and regulatory frameworks that gave the project its richness and enabled it to achieve its outcomes.

- The actions for the *prevention* and *withdrawal* of the boys, girls and adolescents of child labour and specifically the CSE, have initiated an awareness raising and capacity building process on officers of public and private institutions, on NGOs and the public in general. There have been important efforts of great relevance that were the initiation to building cooperation networks for investigation and working processes. However, in spite of all the effort, it needs to continue with the work to expand to other sectors and productive branches as well as other geographical areas of the country.

- Development of a policy for the elimination of child labour in the banana sector, with INNFA, has begun but requires consolidation and follow-up. The actions of NGOs and international cooperation agencies are important for beginning a process that must be continued through the design and implementation of public policies. This requires inter-sector, inter-agency and interdisciplinary alliances at the local, regional and national levels to ensure the prevention of CSE, trafficking and child labour and the withdrawal of children from these activities. Most of the processes that have begun should also have a follow-up phase to consolidate the outcomes, address challenges and put into practice the lessons learned. One important area is productive alternatives for low-income families, whose children must work to contribute to the family income.

- The direct attention to the boys, girls and adolescents and their families during short periods was effective but obliged the government to complete the actions with public policies that are relevant and efficient. Unfortunately the creation of public policies with regard to commercial sexual exploitation, trafficking and child labour in general, compromises the international cooperation to continue with this type of initiative.

- From the standpoint of redistribution of resources, working closely with business associations raises questions. Given that efforts at cooperation are meant to decrease inequality and poverty, the project lacks sufficient justification for providing financial support to associations such as Expoflores, which have technical and economic resources. Financial support could be provided in an initial phase as an incentive to gain the group's active support, but once this is done, the support should decrease until instead of receiving, the producers' associations are channelling resources to benefit the programme and help support actions in the field.

- Sustainability as a strategic approach that guided the project's management and its Action Programmes. Sustainable project management meant that the ILO emphasized the protagonism of local stakeholders, while the ILO team played a facilitating and supporting role. The decision to begin implementing the Action Programmes only after progress had been made on the institutional framework<sup>50</sup> was also consistent with the criterion of sustainability.

- Recognition of possible organizations, projects or initiatives that could provide continuity to the work done by and with support from the project. The project helped bring together public and private institutional stakeholders through mechanisms for coordination and institutional inter-connection to combat child labor and CSEC at the national level and in each province, contributing to the development of joint platforms for action, such as the proposed legislative reforms.

- **The promotion and facilitation of the TBP** emphasis on a tripartite approach (which has a broad scope but is still incipient), and the programme's implementation has enabled various government agencies, community organizations and business associations to work together to eliminate the worst forms of child labour, with concrete outcomes such as the approval of the National Plan for the Prevention and Elimination of Child Labor and the 2004 reform of the Criminal Code to penalize trafficking. As a result of greater coordination and integration between CONEPTI and the National Council for Children and Adolescents, the elimination of child labour became a strategy in the draft proposal for a 10-Year Plan for Integral Protection of Children and Adolescents, which was drawn up within the framework of the Code for Children and Adolescents, with the establishment of tripartite CONEPTI groups within certain sectors of economic activity (such as the Flower Industry and Banana Industry Social Forums).

- The project design reflects appropriate knowledge of the issue and the context. From the design phase, the Project demonstrated clarity in the concept of child labour and CSE, both as a crime to be punished and in terms of the inter-institutional, multi-disciplinary nature of strategies needed to win legislative reform, raise public awareness, strengthen and interconnect institutions, take preventive action, and provide direct integral assistance to children and adolescents who are victims or at risk of CSE, etc. The Project outlined a comprehensive response to the multiple aspects of the problem. The Project has helped provide an integral response to the problem of CSE in the country, making opportunities for inter-institutional action a key element for fostering discussion and organization of efforts to combat child labor and CSEC. The work has made it possible to leverage the actions of various institutional stakeholders.

- Because of the absence or weakness of sector-based labour organizations, strategies are needed to create or strengthen them so that this sector can take ownership of and demand enforcement of its rights. The implementation of this type of strategy is even more important in a context marked by great change in the productive and labour structure of a country such as Ecuador, which requires not only training and awareness raising, but also close monitoring and accompaniment of trade unions and workers' organizations. There are no labour organizations in the flower sector. The progress made toward decent work is basically due to recent changes in labour regulations, which limit third-party sub-contracting. In this sector, sub-contractors commonly included children and adolescents covertly in work groups for temporary labour.

- In a country where political instability and governance reflect great rifts, there is a need to reinforce ILO-IPEC's practice of keeping national, provincial and municipal partner institutions informed about actions implemented, discussions in the field and challenges and responsibilities related to the prevention and

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<sup>50</sup> The CSEC action program began in January 2005, while the Action Programmes in the flower and banana sectors began in May and June of that year, respectively.

withdrawal of children and adolescents from CSE, trafficking and child labour. It is also necessary, that in projects like the one of support to the TBP, efforts are articulated to consolidate the building processes of local, regional and national public policies for the elimination of child labour.

-Results exceeded the planned targets. The implementing team showed no difficulties in achieving the proposed goals during the project addendum period. Implementation of the Project showed significant strengths in prevention and awareness raising, components of which have very satisfactorily met the immediate objectives for national and local coverage. There has also been significant, though still inadequate, progress<sup>51</sup> in the restoration of rights and capabilities to children and adolescents, especially in the educational sphere, through direct assistance in the provinces of Cotopaxi, Pedro Moncayo, Pichincha, Guayaquil, Machala, Santo Domingo, El Oro, Guayas, Los Ríos, Sucumbíos and Azuay. The initiatives in awareness raising, training and dissemination of information have had a high impact at the national level and should be expanded to other provinces of the country. In the view of all the institutions and organizations consulted, ILO-IPEC should continue to promote similar projects to combat CSEC in Ecuador to strengthen the institutional capabilities of national and municipal government entities, trade unions and NGOs to combat CSEC and defend and demand enforcement of the rights of children and adolescents.

- Outcomes and impacts can be achieved with relatively few resources. Needs in the areas of elimination and prevention of child labour and problems related to CSEC and trafficking exceed the possibilities and strategies of short-term projects. The project's strategy was very appropriate, however, as it defined target populations for actions and awareness raising and training on CSE and trafficking. It channelled resources and made strategic, appropriate choices of civil society organizations (implementing agencies and partners) to strengthen their institutional capabilities. It also helped strengthen existing governmental and non-governmental networks, allowing broad, strategic coverage of the various areas in which the problems of CSE and trafficking occur.

-The evaluation did not provide opportunities to directly hear the views of children who were victims of or at risk of involvement in CSE and targets of the Project's actions. Nevertheless, interviews with officials from implementing agencies and public institutions indicated that the project helped improve their physical, social and psychological conditions and provided them opportunities to receive assistance and refuge. There were few but strategic advances in the detection of trafficking networks and investigation and punishment of those responsible for sexual exploitation, which helped decrease impunity and served as a step toward effective restoration of rights to children and adolescents.

-The participation of children and adolescents in trade unions, sports groups and community organizations demonstrates the need for processes that explicitly encourage their participation, as well as training for teamwork. This was perceived by the evaluators and was also a conclusion of the Impact Study.

- The commitment, mystique, dedication and technical capability of the ILO-IPEC team and partners. The personal commitment of the teams involved in prevention, elimination of child labour, CSE and human trafficking and their strong technical skills were crucial for providing appropriate assistance to children and adolescents at different levels. All of the institutions and organizations consulted during the evaluation

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<sup>51</sup> Because of the qualitative and quantitative magnitude of poverty at the national level and in the project's areas of direct influence.

propose continuing actions aimed at the prevention and elimination of child labour and CSEC and protection for victims of CSE in Ecuador, with contributions from ILO-IPEC.

*“The technical and administrative support received by the organization was positive, because we worked together in an atmosphere of mutual trust, coordination and communication. This allowed the development of joint strategies for overcoming obstacles that arose in the course of the AP.”*

*“The technical support was always timely. We were provided with sufficient material, training and information about the administrative and technical tools, about good practices in other APs, about gender and rights approaches, which led to enhanced knowledge and expertise that resulted in better assistance to beneficiaries. The capability and experience of the ILO-IPEC staff overall had a positive impact on actions, interventions and implementation of processes.”*

-The implementing agencies' teams show great commitment, organization, technical capability and executive capacity. There was strategic vision, negotiation and institutional coordination for channelling resources toward sustainable actions with a national, provincial and local impact. Their protagonism is the result of the role played by ILO-IPEC as facilitator and motivator, rather than protagonist in the Project's implementation. The partners' work allowed the re-creation of methodologies and strategies and made the intervention more efficient.

-A project of such short duration cannot affect deeply rooted cultural practices or structural problems. There is a risk that children and adolescents will remain in or return to the work force, as is verified in the results of the Impact Study. This means there is a need to continue supporting actions and processes aimed at the creation of models for intervention with other groups, including indigenous peoples, using a multi-cultural approach with an emphasis on community-based social interventions that replicate the good practices already developed. The Impact Study confirms that child labour is closely tied to poverty and confirms that there is a widespread cultural belief that work is normal and is a way of supporting the family. Child labour and CSEC persist even in areas where the project had direct influence. This means there is a need for sustained, longer-term action; suspending or ending a project after one year of intervention reflects clear limitations whose results are demonstrated and described in the Impact study.

-Targets for withdrawal and prevention of participation in child labour and the WFCL were exceeded (Figure 4). Overall, changes are observed in the way child labour is viewed and there is some significant improvement in the formal sector of the economy, although there is still generalized hiring of minors in domestic labour, agriculture and informal commerce. In formal sectors, such as the flower and banana industries, there has been a significant increase in the number of workers under age 15 and an improvement in working conditions for adolescents. Legal work contracts are being signed, they are being enrolled in insurance plans, they receive the legal wage and their exposure to risks has been reduced. Oversight mechanisms and labour inspection have led to this great change (Impact Study).

- The opinions of withdrawn girls and adolescents of commercial sexual exploitation deserves attention. For them, the programme enabled them to have periodical health checks and value their bodies. To secure their attention, the managers of the programmes in Quito and Machala had to hide the exploitation situation that the girls and adolescents had gone through. The health professionals – very similar to the educational sector – have many prejudices with this theme.

- The situation of the girls and adolescents that have been rescued from commercial sexual exploitation is worrying since the psychological coaching, the social and health work depends of the capacity of the executing agencies to mobilize the funds and the capacity of the local and national governments to give answer to the incipient demands.

- The difficulty to promote the elimination of child labour has been observed if it is not linked, in some cases, with the creation of alternative income that can replace the one generated by the boys, girls and adolescents. Even if the scholarships are the foundation for building the programme phases, it is convenient to consider the intervention of other national actors that will generate economic initiatives in the medium and long term.

- Social Forums were created and consolidated in which the subcommittees of the CONEPTI were working. These were Social Banana Forum and the Social Floral Forum.

In all reports reviewed, and in the opinion of interviewees, it was noted that ILO-IPEC's work processes were always aimed at reinforcing institutional structures for the development of national and local public policies. Despite the political instability in Ecuador in recent years, there has always been a group of institutions interested in the ILO's work and willing to participate in joint efforts. One example of this is that the Project also participates in meetings of the UN System country team, which has included the issue of child labour in the formulation of the 2008 UNDAF and in inter-agency projects submitted to Spain's DOM Fund.

## **XI. RECOMMENDATIONS**

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### **1. OIT / IPEC and USDOL**

-ILO and USDOL should pay attention to the goals and deadlines set for “withdrawing” children and adolescents who are victims or at high risk. Withdrawal from risk scenarios requires greater follow-up, which signifies more time to ascertain “withdrawal.”

-It is important to keep in mind that before a direct assistance project begins, at least four months are needed to lay the institutional groundwork and train the staff. Allocation of economic resources should take this into account and allow adequate time for budget disbursements for the projects, as was the case with flowers and bananas.

- Continue strengthening the households’ income generation as a form to replace the income derived from child labour and child labour exploitation, by means of the training of the adolescents and the families of boys, girls and adolescents in risk, by the identification of self-employment alternatives both collective and individual, e.g. cooperatives and job funds, amongst others. .

### **2. INSTITUTIONAL CAPACITY BUILDING**

The counterpart institutions (INNFA, MIES DINAPEN) should consider the strategic convenience of maintaining CL, CSEC and trafficking as components of the national and operational plans at the local and provincial level.

- The MTyE and the MIES should continue promoting the Inter.-institutional coordination and capacity building in the provinces, municipalities and churches: commissions, municipality councils, boys, girls and adolescents counsellors, dissertation tables, amongst others; supporting the legitimization of culture and institutional practice of the participant entities and the legal formalization. But, even with the advances in the legal field, there are still limitations in its execution.

- The implementing agencies, within their follow-up actions should continue to give impulse to the sharing of experiences amongst the partners and other agencies, done in the provinces in which the project took place. Moreover, it is important to extend the socialization experiences to other country provinces. It is important to share the material of the ILO/IPEC with public institutions (INNFA, MIES, DINAPEN, MTyE, ME).

- In their follow-up, the implementing agencies should continue with the Project actions directed to promote the elimination of commercial sexual exploitation and child labour, actively articulating them with other national and municipal strategies to explore the realization of joint actions to sum efforts, amongst others.

### **3. HARMONIZATION OF THE REGULATORY AND LEGAL FRAMEWORK**

-Progress on legal reform, new legislation, harmonization of codes and approval of ordinances, achieved

with the Project's support, should be massively publicized and shared with other agencies in other geographic areas of the country, by the ILO and partner institutions.

-It is advisable to continue training processes to disseminate information about legislative reform (criminal and procedural) to judges, public defenders, prosecutors, national and provincial police, etc., to facilitate the reporting of cases, identification and detection of violations, and prosecution of cases.

-A strategy is needed to strengthen mechanisms for the administration of justice and to continue awareness raising and training for officials working in that area.

#### **4. AWARENESS-RAISING PROCESSES**

-So far, awareness-raising campaigns have not been ongoing. Future projects implemented by INNFA, MIES, DINAPEN, MT&E and ME should ensure the continuity or permanence of such campaigns.

-ILO-IPEC should motivate and provide guidance to partner institutions that do systematic pre- and post-measurements for massive awareness-raising campaigns, gauging the knowledge levels and attitudes of certain target audiences to determine their impact.

-ILO-IPEC and partner institutions should continue evaluating the possibility of incorporating alternative, traditional and new media (local, state and national) to join forces in this area. Examples include theatre, music festivals and sporting events, etc.

-Partner institutions and trade union organizations should continue to develop strategies that have an impact on the education sector, such as including the Ministry of Education in existing mechanisms for inter-agency coordination; establishing commissions, committees and consensus-building groups at the national and municipal levels; etc.

-Creation of special diploma programmes in CSEC and child labour, sponsored and accredited by trade union and employer organizations, and negotiation of the inclusion of courses or modules in existing degree programs in psychology, social work, journalism, education, medicine, law, public administration, etc.

-It is recommended that the TBP continue with the evaluation and design of strategies for prevention, detection and filing complaints that guarantee that problems of special populations are specifically addressed: indigenous people, people with disabilities, domestic labour, child labour and intercultural matters and child labour in the informal economy.

#### **5. TRAINING PROCESSES**

-Continue to establish mechanisms to evaluate the results of the training that has been done, such as those implemented by the Quimera Foundation and the Network. Establish mechanisms for following up training activities in key sectors (journalists, public officials, partner institutions, etc.) to evaluate the impact two or three years after their participation in training activities.

-It is important for partner institutions to continue with the strategy of identifying NGOs to provide training on topics related to rights, gender and CSEC, targeting the private sector, public agencies, trade unions and the media, etc.



## 6. DIRECT ASSISTANCE

-Partner organizations should continue community-based efforts for prevention, detection and assistance to the at-risk population and/or victims, using participatory methodologies to ensure a more constructive, humanistic approach to assistance.

-ILO-IPEC should continue to promote institutional coordination among INNFA, MIES, MT&E, ME and MS; and between these agencies and trade unions, NGOs and the private sector; and between all of these and the agencies responsible for the administration of justice, including police, prosecutors, the courts and DINAPEN.

-Implementing agencies should continue multi-disciplinary assessment of children and adolescents who are victims or at risk (of CSEC and child labour) to arrive at interdisciplinary models for evaluation and assistance. This means continuing to adequately complete all of the instruments designed to gather information from these assessments. This information will provide input for discussion in multi- or inter-disciplinary teams to assess the situation of children and adolescents, make team decisions and develop plans for individual and collective assistance. This, however, does not imply neglecting assessment of families and the community context in which the families live, using multi- or inter-disciplinary analysis in accordance with the team's level of professional maturity.

-Provide monitoring of child and adolescent victims to ascertain and document withdrawal from CSEC and define their "graduation" from the program or develop strategies for overseeing their reinsertion into the family, school and workplace when appropriate.

-It is important to remember that the problems of CSEC and child labor are rooted in the poverty, inequality and discrimination suffered by a significant sector of society. If the roots of these problems are not addressed, it will be difficult for any effort, however appropriate, to eliminate or reduce them. Now that national and local governments have launched assistance programs for excluded groups where the problems of CSEC and child labour are entrenched, the actions of these types of international cooperation projects must be linked to government programs to help improve the living conditions of families of children and adolescents who are victims or at risk.

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### **XIII. ANNEXES**

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Annex 1: Tables

Annex 2: TOR. Final Expanded Evaluation

Annex 3: List of interviewees

Annex 4: Interview Guides

Annex 5: Activities Chrono

Annex 6: Stakeholder Workshop Agenda

Annex 7: List of Stakeholder workshop participants

Annex 8: Impact Study

Annex 9: Table of materials produced for awareness raising.