



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

Stop Child Labour in Agriculture: Contribution to the prevention and elimination of child labour in Mexico, in particular the worst forms in the agricultural sector, with special focus on indigenous children and child labour as a result of internal migration

MEX/09/50/USA

P.260.06.238.052

An independent mid-term evaluation by a team of external consultants

Translation from the Master version in Spanish

February 2012

IPEC/EVAL/2012/03

This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation (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 by a team of external consultants¹. The field mission took place between January 16 and February 8, 2012. 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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Acronyms Used

CNC	National Peasant Farmers Confederation
CNIAA	National Chamber for the Sugar and Alcohol Industry
CNRP	National Confederation of Rural Farmers
CONAFE	National Council for the Promotion of Education
COPARMEX	Confederation of Employers in the Mexican Republic
CTC	Chief Technical Coordinator
CTM	Mexican Workers Confederation
DBMR	System of Follow-up and Reporting on Direct Beneficiaries
DIF	National System for the Comprehensive Development of Families
DED	Design, Evaluation and Documentation, IPEC section
ENJO	National Survey of Farm Workers
FOMEIM	Project to Promote and Improve Intercultural Education for Migrants
IMSS	Mexican Social Security Institute
INEGI	Institute National of Statistics and Geography
IPEC	International Programme for the Elimination of Child Labour
MEIPIM	Intercultural Educational Modality for the Child Migrant Population
ILO	International Labour Organization
NGO	Non-governmental Organization
DAP	Direct Action Programme
PECL	Prevention and Elimination of Child Labour
PRONIM	Primary Education Programme for Migrant Children
SAGARPA	Secretariat of Agriculture, Livestock-Raising, Rural Development, Fishing and Food
SALUD	Secretariat of Health
SEDESOL	Secretariat of Social Development
SEP	Secretariat of Public Education
STPS	Secretariat of Labour and Social Welfare
HCL	Hazardous Child Labour
UNC	National Union of Sugarcane Growers
UNICEF	United Nations Children's Fund

Executive Summary

The project *Stop Child Labour in Agriculture: Contribution to the prevention and elimination of child labour in Mexico, in particular the worst forms in the agricultural sector, with special focus on indigenous children and child labour as a result of internal migration* began on September 30, 2009. It is being implemented through the International Programme on the Elimination of Child Labour (IPEC) of the International Labour Organization (ILO) and funded by a contribution of US\$ 4,750,000 from the United States Department of Labour.

The project's aim is to make “a contribution to PECL in Mexico, in particular the worst forms in the agricultural sector, with special focus on indigenous children and child labour resulting from internal migration.” To accomplish this, the project strategy consists of achieving the following immediate objectives: 1) to strengthen the legal, institutional and policy framework for PECL, 2) to mobilise the organizations of workers and employers so that they can undertake actions in favour of PECL, 3) to produce and disseminate information about child labour in agriculture, and 4) to implement and document pilot demonstration interventions for the withdrawal and prevention of child labour in farm work.

The objectives of this mid-term evaluation are the following: i) to analyse the project's performance and progress during the first half of its implementation, ii) to examine the likelihood that the project will achieve its objectives, iii) to analyse the progress made in the delivery of project outputs, iii) to analyse the factors that facilitate or hamper project implementation, and iv) to identify good practices that could potentially grow out of the project's operations. The evaluation was conducted between January 16 and February 8, 2012, during which time information in documents was analysed; the people involved in the project in Mexico City and in the states of Chiapas, Michoacán, Oaxaca, Sinaloa and Veracruz were visited and interviewed; and a meeting was held with the counterpart institutions in order to present the preliminary findings of the evaluation. The evaluation team was headed by an international evaluator, who was able to rely on support from a national evaluator.

The principal conclusion of this evaluation is that there is a delay in achieving the expected project outputs due to causes that have to do with the project's design, the late hiring of its coordinator, the management approach, and the capacity of the organizations that are implementing the Direct Action Programmes (DAPs). This delay jeopardises the achievement of the immediate objectives as well as the sustainability of the project. Nevertheless, the project has generated several initiatives and instruments with potential to contribute to the prevention and elimination of child labour and has managed to make this issue visible among a number of government and non-governmental players, at both the national and state levels. This is no small accomplishment in a context in which public policies and institutions have traditionally considered child labour as problem in legal and regulations area but without significant experiences and efforts to address it.

The most important evaluation recommendations are as follows:

- Promote and support the design and implementation of a federal program for the prevention and elimination of child labour in rural areas, with the participation of different State secretariats.
- Promote and support the design and implementation of two state programs for the prevention and elimination of child labour.
- Train federal and state inspectors in managing and applying the list of hazardous jobs and the labour inspection protocol.
- Expand to other productive sectors the strategy used by the sugar sector for the prevention and elimination of child labour in the entire value chain.

- Promote the organizing of farm workers in order for them to have entities that can represent them before employers and the State.
- Decentralize the project's human resources in order to strengthen DAP implementation by assigning more personnel to provide technical assistance to the DAPs.
- Concentrate DAP implementation efforts in terms of the number of municipalities that will be involved in each state. It is also suggested that a DAP be designed for Oaxaca, focusing primarily on attacking the issue of families' low income levels in their communities of origin.
- Extend the project implementation timetable until at least December 2012.

Finally, given the modest progress in project implementation prior to the evaluation, it seems too soon to establish good practices and lessons learned. Nevertheless, there seem to be some good practices, related to participatory strategic planning exercises as the basis for developing local action plans, analysing the value chain in order to identify the players involved in child labour, designing sound instruments for identifying the magnitude and characteristics of child labour, and developing protocols for labour inspections. In the area of lessons learned, the project makes it possible to reflect on the particular features that a country like Mexico, with an intermediate-to-high level of development, poses for the implementation of national projects for the prevention and elimination of child labour.

1. The Mid Term Evaluation Objectives and Methodology

Objectives

1. The objectives of this evaluation are as follows:
 - To analyse the project's performance and progress during the first half of its implementation.
 - To examine the likelihood that the project will achieve its objectives.
 - To analyse the progress made in the delivery of project outputs.
 - To analyse factors that facilitate or hinder project implementation.
 - To identify good practices that could potentially grow out of the project's operations.
2. In order to achieve these objectives, the following aspects of project design and implementation will be analysed:
 - Relevancy
 - Effectiveness
 - Efficiency
 - Sustainability

Methodology

3. The evaluation was performed between January 16 and February 8, 2012, using the following information-gathering techniques:

Analysis of documents

4. The following documents were analysed: the project document, Technical Progress Reports (TPR), financial reports for the project, instruments for gathering baseline information, the awareness and dissemination materials prepared by the project, documents to systematise the strategic planning workshops held in the states of Chiapas, Michoacán, Sinaloa and Veracruz; the Direct Action Programmes in Michoacán, Sinaloa and Veracruz; preliminary findings from project investigations and studies; and the project's communication strategy document.
5. On the basis of information gleaned from the document review, questionnaires were prepared for the interviews to be conducted among government officials at the federal and state levels, as well as among representatives from the NGOs and agencies involved in the project.

Interviews of qualified informants and visits to the states in which the project is being implemented

6. Visits were scheduled to the Federal District and to the states of Chiapas, Michoacán, Oaxaca, Sinaloa and Veracruz to interview qualified informants.² The state of Oaxaca was included because, even though it was not one of the states where work was scheduled, the project is considering its inclusion in response to the problems that arose in Michoacán (these will be analysed in detail in the section on

² It was not possible to make the one-day visit planned to Chiapas due to delays in flight connections. Instead, telephone interviews were conducted with all of the people that were to be visited.

project effectiveness). The evaluators considered it advisable to interview state officials in order to have criteria that would enable them to make more well-founded suggestions about the alternatives that the project could adopt. It is also necessary to note that no project beneficiaries were interviewed because they have still not been selected and, therefore, no activities are being done with them yet.

7. The following people were interviewed:³

- IPEC-ILO officials in Geneva and Lima (by telephone)
- The ILO Director in Mexico (by telephone)
- USDOL officials in Washington (by telephone)
- A former officer at the U.S. Embassy in Mexico (by telephone)
- IPEC officials in charge of the project in Mexico
- Officials from public institutions in Mexico City: STPS, SEP, DIF, SEDESOL, INEGI
- Representatives of CNIAA and UNC in Mexico City
- Staff members at universities and NGOS in Mexico City
- Staff members from employees' and workers' organizations and from companies related to project implementation in Mexico City, Sinaloa and Veracruz.
- Personnel from the institutions in charge of implementing the DAPs in Sinaloa and Veracruz
- Officials from the public institutions involved in implementing the project in Chiapas, Sinaloa, Michoacán, Veracruz and Oaxaca
- Officials from the sugar mills and representatives of the "El Modelo" and "Gloria" sugar cane growers in Veracruz
- Officers from the Culiacán River Farmers Association (AARC)
- Representatives of the Democratic Network of Indigenous Peoples in the State of Sinaloa.

8. Field visits were also made to shelters and schools in Veracruz and to a Unit for Farmworker Family Development at the Culiacán "New Field" Centre in Sinaloa.

Stakeholder workshop

9. Once the information-gathering had been concluded, a workshop was held to present the preliminary findings of the evaluation and submit them to the consideration of those involved in the project.

³ A complete list of the people interviewed is provided in Appendix 1.

2. Project Description

10. The project Stop Child Labour in Agriculture: Contribution to the prevention and elimination of child labour in Mexico, in particular the worst forms in the agricultural sector, with special focus on indigenous children and child labour as a result of internal migration began on September 30, 2009 is being implemented by the International Programme on the Elimination of Child Labour (IPEC) of the International Labour Organization (ILO) and funded by a contribution of US\$ 4,750,000 from the United States Department of Labour. It should be noted that the aim of the project is to prevent and eliminate the worst forms of child labour, with emphasis on child labour in the (commercial) agricultural sector and of indigenous children and adolescents, as a result of the internal migration of their parents.
11. The project is being carried out in the Federal District (Mexico City) and in the states of Chiapas, Michoacán, Sinaloa and Veracruz. Its aim is to contribute to the prevention and elimination of child labour, in particular its worst forms in the agricultural sector of Mexico, with a special focus on indigenous children and child labour as a result of internal migration; and it has two strategies for accomplishing this: i) to contribute to strengthening the legal, institutional and policy framework related to the prevention and elimination of child labour (PECL), both at the federal level and in the selected states, based on the coordinated action of government organizations, employers and workers; and ii) to implement inter-institutional models of intervention to prevent and eliminate child labour in the agricultural activities that are migrant worker labour-intensive. The objectives and expected outputs of this project are described in Table 1.

Table 1. Project Objectives and Expected Outputs

Development Objective: Contribute to the prevention and elimination of child labour, in particular the worst forms in the agricultural sector of Mexico, with special focus on indigenous children and child labour resulting from internal migration	
Immediate Objective	Expected Outputs
1. By the end of the project, the legal, institutional and policy framework to prevent and eliminate child labour, in particular the worst forms in the agricultural sector, is strengthened.	1.1. National law and regulations to prevent and eliminate child labour are harmonised with international labour standards. 1.2. Capacity of labour inspectorate and other relevant actors to address child labour in agriculture strengthened. 1.3. Policy framework and Action Plans to prevent and eliminate child labour adopted/reinforced and implemented at national and state levels (2 states).
2. By the end of the project, social partners are implementing actions to eliminate child labour in agriculture.	2.1. Information and awareness of workers' and employers' organizations on child labour increased and social dialogue enhanced. 2.2. Employers', workers' and peasants' organizations technical capacity on child labour strengthened.
3. By the end of the project, knowledge base to inform actions of key actors to combat child labour in agriculture increased.	3.1. A knowledge and information toolkit on child labour in agriculture in Mexico produced, compiled, made available and disseminated. 3.2. Key stakeholders (social partners, opinion makers, coordination committees, parliamentarians, authorities, NGOs, children and their families) aware and informed on the negative consequences of child labour in agriculture. 3.3. Journalists, mass media operators and other key stakeholders informed, trained and aware of the negative consequences.

Development Objective: Contribute to the prevention and elimination of child labour, in particular the worst forms in the agricultural sector of Mexico, with special focus on indigenous children and child labour resulting from internal migration	
Immediate Objective	Expected Outputs
4. By the end of the project, pilot demonstrative direct action interventions for withdrawal and prevention of children from work in agriculture will have been implemented and documented in selected states.	4.1. Local models to prevent and withdraw, at least 6,500 children from child labour in agriculture are in place in selected states. 4.2. Project direct beneficiaries provided, as relevant, with quality educational services and/or marketable vocational training alternatives. 4.3. Project target families provided, as relevant, with quality income generation and vocational training marketable alternatives.

12. It should be noted that, in 2000, Mexico ratified the 1999 ILO Convention on the worst forms of child labour (No. 182); and in 1990, ratified the Convention on the Rights of the Child and the 1989 ILO Convention on indigenous and tribal peoples (No. 169). However, the country has not ratified the 1973 ILO Convention on minimum age (No. 138).
13. The country does not have a National Steering Committee on Child Labour nor a national action plan for the prevention and elimination of child labour. Neither does it have non-governmental organizations specialising in the prevention and elimination of child labour⁴. However, Mexico does have a number of social programmes that serve the most vulnerable populations at both the national and state levels. Among these, it is worthwhile to note the programme of conditioned cash transfers, known as “Oportunidades” (“Opportunities”), which, according to some indexes, has had a positive effect on student matriculation and retention rates.⁵ In addition, the country has a programme aimed at improving the living conditions of migrant farm workers (PAJA/SEDESOL) and a National Strategy for Attention to Farm Workers and their Families, the Steering Counsel for which has been chaired by the STPS since 2007 and which, among other aspects, addresses the issue of child labour. In the area of education, there are programmes whose aim is to improve the quality of basic education-- among these, two aimed specifically at the migrant population (PRONIM and CONAFE).
14. It should be noted that the project’s strategies rest on close coordination with government institutions at both the federal and state levels. For that reason, it is necessary to take the political cycle into account as a critical factor to be kept in mind when analysing project implementation. Its impact is heightened by the fact that the time between when voting takes place in Mexico and the new officials take office is approximately six months. The three months that the election campaign lasts must be added to that amount of time. This totals approximately nine months in which the public administration considerably reduces the pace of its management efforts. Table 2 describes the timetable of elections for local officials in the areas in which the project is operating.

⁴ IPEC-ILO, 2009, Project document for *Stop Child Labour in Agriculture*.

⁵ Parker, Susan W., Petra E. Todd and Kenneth I. Wolpin, 2006, *Within-Family Programme Effect Estimators: The Impact of Opportunities on Schooling in Mexico*.

Table 2. Timetable of Elections in Project Areas

Elections	Semesters of Project Implementation							
	2009	2010		2011		2012		2013
	2	1	2	1	2	1	2	1
Elections in Sinaloa		X						
Elections in Veracruz		X						
Swearing-in of officials in Sinaloa			X					
Swearing-in of officials in Veracruz			X					
Elections in Michoacán					X			
Swearing-in of officials in Michoacán						X		
Elections in Chiapas							X	
Election of federal officials							X	
Swearing-in of officials in Chiapas								X
Swearing-in of federal officials								X

15. In addition, there are three other factors that should be considered in analysing project implementation: the agricultural cycle, the influence of climate change and public insecurity. The agricultural cycle also determines the time available to conduct activities with the project's beneficiaries is barely six months a year, which is the time that the harvesting season lasts. In the cases of sugar and coffee, this runs from November to April. Climate changes are producing shorter growing periods in certain geographical areas, which influences the demand for labour and the calendar of farm worker families' agricultural activities. The insecurity in the states where the project is being implemented has affected the public institutions' efforts and, therefore, the project's activities.

3. Project Relevance

16. A recent study based on findings from the 2009 National Survey of Farm Workers (ENJO 2009), which was conducted by the Secretariat of Social Development and the Autonomous University of Chapingo, stated that “21.3% of the families involved in farm work in the country are migrants; of the total population accounted by these families, children and adolescents are a significant proportion (36.6%) ... the proportion of children aged 6 to 14 that attend school, despite their migratory condition, is balanced; migrants in those age groups had a school attendance rate of 93.5%, which is very similar to the 95.3% attendance for non-migrants. As of the age of 15, a notable decline is seen in the percentage for school attendance. Thus, only 57 of every 100 recent migrants aged 15 to 17 attend school; proportionally, this population has a less favourable situation than that of the non-migrants, for whom the school attendance figure is 10 points higher (67.6 per cent).”⁶ This indicates that the issue that the project aims to address is indeed relevant for the country and requires a response both from the State and from civil society, in particular the employers’ and workers’ organisations. It is also important to indicate that this project grew out of a Mexican Government request for ILO technical assistance in this area.
17. As mentioned previously, the project’s aim is to “*contribute to PECL, in particular its worst forms in the agricultural sector in Mexico, with a special focus on indigenous children and child labour resulting from internal migration.*” To do that, its strategy consists of achieving the following immediate objectives: 1) to strengthen the legal, institutional and policy framework for PECL, 2) to inform and mobilise the workers’ and employers’ organisations so that they will implement actions in support of PECL, 3) to produce and disseminate information about child labour in agriculture, and 4) to implement and document pilot demonstration interventions for the withdrawal and prevention of child labour in farm work.
18. Although generally speaking this strategy addresses the main problems analysed by the project, both in the section related to the project’s background and justification, and in the appendix corresponding to a problem tree, it does not deal effectively with two of the basic causes⁷ of child labour among the members of the population that migrate seasonally and hire out their services as farm workers: 1) the lack of suitable means of subsistence in their communities of origin, and 2) the weakness of the public policies aimed at preventing and eradicating child labour within this sector of the population.
19. With respect to the first point, even though the project foresees providing income-generating alternatives for those families (Project Document paragraph 114), no pilot experience was proposed, based on a strategy to improve those families’ income in their communities of origin in order to affect the cause of migration. In fact, the issues related to labour conditions in the communities of origin are dealt with only very briefly by the project, as are the players that have influence in that area, e.g., the Secretariat of Agriculture, Livestock-raising, Rural Development, Fishing and Food (SAGARPA)⁸.
20. With respect to the second point, addressed by Immediate Objective 1, the project provides detailed information about the legal and institutional framework for PECL and examines in detail the

⁶ National Institute of Statistics and Geography (INEGI), 2012, *Migrant Children and Adolescents in Mexico 1990 – 2010*, INEGI: Mexico City.

⁷ According to the problem tree (Project Document Appendix H), the causes of child labour are: the demand for child labour; indifference to, and social justification of, child labour; incipient social protection mechanisms for children and adolescents; and the supply of child labour.

⁸ The project only mentions SAGARPA once

programmes and institutions that have influence in this area.⁹ Nevertheless, a suitable analysis of the capacity of those involved to respond efficiently to the challenges the project poses at the federal, state and local levels is lacking. In part, this weakness is due to the fact that it is based on premises regarding institutional capacity that are not sufficiently substantiated. Therefore, the appendix on the project assumptions related to Objective 1 note the following aspects that should not be taken for granted, but should rather be aspects on which the project should act: 1) “The political situation exhibits a certain amount of stability”, 2) “The coordinating entities, at the national and state levels, agree to integrating the elimination of child labour into their respective agendas,” and 3) “The relevant institutions and programmes at the national, state and local levels allocate sufficient human resources to carrying out activities to eliminate child labour...”.

21. With respect to the first assumption, the fact that changes in government administration at both the federal and state levels could cause significant modifications, revisions or delays to the agreements and work agendas should have been considered. These have in fact occurred. With respect to the second and third assumptions, it was necessary to examine the country’s institutional complexity; it is structured on the basis of federalism but characterized by strong centralism in the design and implementation of social programmes, which diminishes the flexibility of the institutions’ actions. Likewise, the existence of a large number of programmes (the project identifies at least nine) implemented by different federal institutions --each one aimed at a specific population, with its own objectives and particular rules of implementation-- shapes a complex institutional web in which it is not simple to get each one to contribute what the project requires in the place where it is needed.
22. It is also worthwhile to examine the assumptions of Objectives 2 and 4. In the case of Objective2, the existence of workers’ organisations is taken for granted since what is proposed is to *increase information and awareness in workers’ organisations*, when in reality one of the aspects that contribute to the social invisibility of the migrant farm workers issue is the fact that they do not have organisations that group and represent them.¹⁰ The lack of such organisations keeps this sector from having an entity that can demand that the State implement public policies to benefit them and that can hold dialogues with employers’ organizations. For that reason, one of the project’s immediate objectives should have been the development of a union organization for these workers.
23. The assumptions for Objective 4 cite that “Local institutions and other key players have the required capacity” and “The key institutions, the programmes and other organizations agree to consider the project beneficiaries as beneficiaries of their own services.” In both cases, the statements are objectives to be achieved rather than assumptions on which the project has been able to act. In effect, project experience has shown that, despite the exhaustive selection of local counterparts, these require support in acquiring suitable capacity to enable them to work effectively on PECL. Likewise, the work carried out by the project has shown that the process needed to get the institutions to provide their services to the project’s beneficiaries is a process that takes time.
24. As can be seen, the challenges posed in the institutional sphere affect not only the achievement of Objective 1, but also the other three. In fact, the mobilization of the workers’ and employers’ organizations, as well as the implementation of the Action Programmes in the selected states, calls for a major effort of institutional building and vertical institutional coordination (between the federal, state and local levels) and horizontal coordination (between sectors), in a context in which the initiative of the federal executive is key to the implementation of any proposal. On the other hand, the production

⁹ Only at the federal level, the project identifies nine programmes related to services for working children and adolescents and 12 key institutions for project implementation.

¹⁰ Interview with SEDESOL officials.

of useful information on child labour and its effective use for designing and following up on public policies also call for a major institutional coordination effort.

25. From the foregoing, it can be deduced that the project underestimated the challenges to be met in the area of strengthening institutional capacities and that this transversally impacts all of the objectives proposed.

About the Objectives

26. Although the project identifies four immediate objectives, the analysis of the chain of outputs indicates that Objectives 2 and 3 are actually outputs of Objectives 1 and 2. Since the project postulates a three-party approach to PECL –both regarding the design and implementation of public policies, and implementation of the DAPs– the awareness and mobilization of the workers’ and employers’ organizations hold just as much importance as the work with government organizations. Therefore, Immediate Objective 2 contributes to achieving Immediate Objective 1 in the same way in which Output 1.2 does. Furthermore, Output 3.1, which refers to expansion of knowledge about child labour, is also an output aimed at achieving Immediate Objective 1, since the formulation of public policies calls for a set of studies and investigations on which to base its proposals. Meanwhile, Outputs 3.2 and 3.3, which refer to awareness and information about child labour among the different players, are outputs that contribute to achieving Objectives 1 and 2 (while differentiating between national and state audiences for Objective 1 and local audiences for Objective 4). It can also be considered that these outputs deserved an independent objective, but in this case it would have been advisable to define different outputs as a function of the audiences to which the information and awareness actions were targeted. As currently formulated, Output 3.2 mixes totally different audiences that require different communication strategies: opinion leaders, parliamentarians and officials are put in the same category as NGOs, children and families. Only journalists and media operators are left separate (Output 3.3).

About the Indicators

27. Table 2 of the project document presents management indicators divided under the four immediate objectives, but it does not indicate to which level of objectives (immediate objectives, outputs, activities) each one belongs. Some indicators could indirectly measure the achievement of outputs: for example, the number of approved legal texts that improve the legislation on child labour (the first indicator of Immediate Objective 1) serves as an estimate for knowing whether Output 1.1 (national laws and regulations harmonized with international standards) has been achieved. However, the number of legal texts that might be issued is not an indicator of achievement of the output, because for that, it is necessary to have prior knowledge about how many texts need to be reformed and what changes need to be made. For that reason, given the complexity of the outputs sought by the project, it would have been necessary to define indicators that clearly expressed the goal sought and the conditions and standards for attaining it. Thus, for example, Output 1.1 could be measured through an indicator specifying the percentage of international standards that the country has adopted, as a function of a previously defined number of standards and laws that should be adopted.
28. In other cases, measuring outputs requires creating an ad hoc instrument, as in the case of 2.1 (information and awareness of the employers’ and workers’ organizations), for use in surveys to analyse the degree to which the players’ knowledge, attitudes and practices have varied. The indicator for that output should be the degree to which the perception of those surveyed about child labour has changed.
29. Meanwhile, Immediate Objective 4 (direct action programmes for the withdrawal and prevention of child labour) does include some indicators that can effectively reflect the outputs achieved. This is the

case of indicators 1 (number of children withdrawn and prevented from working) and 3 (number of children that were withdrawn or prevented from working and that receive educational services).

30. In sum, despite the fact that the Project Document contains 25 indicators for follow-up and evaluation, very few of these are conceived of to measure the expected outputs. Most are indicators of completion of activities.

About Project Programming and Administration

31. There are two aspects worth highlighting with regard to administrative aspects and project programming. One refers to the composition of the work team, and the other to the programming of activities. With respect to the first, the project establishes that the responsibility for implementation falls to a Chief Technical Coordinator, two national officials and a financial-administrative assistant based in Mexico City. Given that in several aspects the Mexican states operate as political-administrative entities independent of the Federal District, and considering the distances between the capital and the states, the model that was adopted, which centralizes the work team in Mexico City, does not seem the best suited to respond to the management challenges posed by this context, which called for locating project staff (regardless of the type of contract they had) in the capital cities of those states in which direct action programmes were foreseen.
32. With respect to the programming of activities at the local level, the project should have taken into account the fact that the dynamics of the implementation of actions geared to PECL would be strongly linked to the farming cycle. In effect, farm workers and their families migrate to work in the harvesting seasons for different crops. The harvests encompass approximately the period from November to April. Since this means that the project can only function during six months a year, the project's programming of activities directed at migrant families must adapt to this factor.

4. Project Effectiveness

Immediate Objective 1: By the end of the project, the legal, institutional and policy framework to prevent and eliminate child labour, in particular the worst forms in the agricultural sector are strengthened.

Output 1.1. National law and regulations to prevent and eliminate child labour are harmonized with international labour standards.

33. Mexico has ratified key international agreements on children's rights, i.e., the United Nations Convention of Children's Rights, in 1990, and its optional protocols on the use of children in armed conflicts, in 2002, and the trafficking and exploitation of children in 2002. The country also ratified the ILO Convention on the worst forms of child labour (182) in 2000, the ILO Convention on indigenous and tribal peoples (169) in 1990 and other relevant ILO agreements on child labour (6, 90, 123 y 124). However, it has not yet ratified the Agreement on Minimum Age (138). With respect to this last Convention, Mexico faces an important obstacle to ratification: Article 123 of the Political Constitution of the Mexican States indicates that "the use of labour by minors aged 14 is prohibited" whereas the Convention stipulates that the minimum age to work should be no lower than the age at which obligatory education ends or, in any case, age 15. Therefore, ratification of the Convention would call for an amendment to the Constitution. According to various officials consulted, this would entail a complex political operation that falls outside the project's scope, and it is not very likely that an amendment would be passed.
34. During the period under analysis, the project has supported the Secretariat of Labour and Social Welfare (STPS) in preparing a list of hazardous jobs for children in order to comply with Article 4 of Convention 182 and Recommendation 190. A proposal will soon be submitted to the National Consultative Commission on Workplace Safety and Hygiene (COCONASHT), the three-party coordinating body in this area. It is anticipated that the list will be incorporated into the Federal Regulations for Workplace Safety, Hygiene and Environments and that it will become a significant instrument for child labour inspections. Preparation of this list, which began in March 2011 and ended in December of that same year, involved several STPS offices, as well as representatives of employers' and workers' organizations and from some non-governmental organizations. A document analysing legal regulations on child labour is also being prepared.

Output 1.2. Capacity of labour inspectorate and other relevant actors to address child labour in agriculture strengthened.

35. The project has undertaken two simultaneous and complementary actions geared to strengthening the capacity of the STPS Labour Inspectorate: 1) preparation of an instrument establishing the procedures for child labour inspections in agriculture, and 2) coordination between federal and state inspectors. With respect to the former, a first proposal of an inspection protocol to detect and sanction child labour in agricultural fields has been drafted. This proposal was prepared by an ILO consultant and submitted to the STPS, whose officials observed that it was an overly general document that needed to include more specific procedures. For this reason, they are waiting for a new ILO consultant to work jointly with them to improve the protocol. For its part, the STPS is awaiting participation by officials from the states involved in designing the document (Michoacán and Chiapas). This will be after the new administrations take office. The protocol will establish a mechanism for joint inspections by federal and state inspectors, which is very important since they have different functions. Once concluded, this output will contribute to making child labour inspections more effective. Meanwhile, the project has

held a workshop¹¹ to boost the meagre coordination between federal and state inspectors, who, as mentioned previously, even though they have different functions, complement each other. So, joint inspection efforts are now foreseen for the near future.

Output 1.3. Policy framework and Action Plans to prevent and eliminate child labour adopted/reinforced and implemented at national and state levels (2 states).

36. At the national level, the project has not made progress in designing policies and plans to prevent and eliminate child labour. Some of the obstacles seen were already anticipated in the project document: absence of a national office in charge of the issue of child labour, lack of a national plan for the elimination of child labour, and the weak presence of civil-society organizations. In addition, it can now be seen that the national government is not willing to set up a national committee to coordinate actions related to child labour because it considers that those already existing in the STPS can perform that function. Although the project will promote spaces for the discussion of a national policy on child labour, it is not very likely that the policy will materialize before the project ends because presidential elections will be held this year, and this process entails a certain amount of institutional paralysis.¹²
37. The project has generated opportunities for meetings and dialogues on child labour at the national level: 1) the Social Round Table on the Exploitation of Children and Adolescents composed of ten non-governmental organizations, 2) a working group on the information existing on child labour,¹³ and 3) dialogues on child labour in the National Chamber of the Sugar and Alcohol Industry. Nonetheless, these spaces have limited objectives and interests, so it is not likely that they will be able to contribute to a national policy on child labour.
38. At the state level, no policies or action plans have yet been formulated, although some progress has been made in preparing participatory diagnoses and providing opportunities for dialogue and coordination to Support the Action Programmes (in those states in which they are being implemented), or to undertake information and dissemination activities (in those states where no DAPs are planned). The progress made in each one of the states in the area of design and implementation of plans and policies is detailed below.

Michoacán

39. Well before the project began, a legislative decree to create the Concurrent State Program for the Prevention and Elimination of Child Labour (PEETI) was published in November 2007. That decree established that the program would operate under the coordination of a committee comprised by the various institutions that had to do with the issue of child labour. The PEETI began operating in 2010, under the coordination of the State System for Comprehensive Family Development (SEDIF). It had worked in a number of municipalities until January 2012, when the administration of the state officials ended. During this period, the program managed to provide attention to farm workers, especially migrant children, through food, health care and educational services.
40. In June 2010, IPEC initiated contacts with the Government of Michoacán, especially with the State System for Comprehensive Family Development, in order to implement the Direct Action Programme in that state. The DAP objectives coincided to a great extent with those of the PEETI. As a result of the coordination actions between IPEC and STDIF, between March and April 2011, a proposal for implementation of a PECL programme for agriculture in the area of Los Reyes in the State of

¹¹ Inspectors from the states of Chiapas, Sinaloa, Michoacán and Veracruz participated.

¹² It should be noted that the election campaigns begin in March, the elections will be held in July, and the new officials will take office in January 2013.

¹³ The institutions that have participated in this group are: INEGI, SEDESOL, STPS, SEP, DIF, UNICEF, IFAI and ILO.

Michoacán was drafted. It is to be implemented under the direction of a committee coordinated by the municipal and state DIFs. To implement the proposal, the decision was made to enter into an agreement with IPEC. However, several attempts to contact the state government were unsuccessful. According to officials interviewed, this was due to the fact that the current administration would be leaving office on February 15, 2012, and the new officials belonged to a different political party. Given this situation, the project has considered the possibility of modifying the DAP implementation and opening up operations in the state of Oaxaca. More details are offered on this possibility in the analysis of Output 4.1.

Veracruz

41. In June 2011, a workshop was held to identify problems and solutions related to child labour. Representatives from 26 government organizations and NGOs participated, including employers' and workers' organizations. Those who attended agreed to set up a coordinating committee comprised by representatives from each institution, to be in charge of designing an inter-sectorial action programme and promoting strategic alliances among institutions. It was agreed that the state STPS should serve as the group's coordinating body.¹⁴
42. The project also prepared an analysis of state legislation related to the jurisdictions of each one of the government organizations involved in the area of child labour. This analysis will serve as a good foundation for establishing the responsibilities that these organizations could have in implementing a policy geared to PECL.¹⁵ Likewise, a document was prepared to propose the institutional and legal framework, composition, objectives and guiding principles of a state coordinating committee for PECL.¹⁶ The idea on which this proposal rests is that the committee will be responsible for generating, validating, coordinating and following up on the implementation of PECL strategies by government organizations and NGOs. It is proposed that the committee be given the powers and provided with the material and human resources required for institutional coordination and for monitoring and evaluating the PECL strategy.
43. As for the state institutions, it is noteworthy that the governor chairs the CEDAS (State Council for the care and welfare of children and adolescents) whose agenda sets the theme of child labour and, specifically CL in agriculture. The Committee, which consists of federal, state and local institutions and the sugar production sector, has had five meetings since July 2011. The activities undertaken by this Committee are: visits to shelters in sugar cane fields, support for the census information on child labour, promoting the presence of AUGE, participation of representatives of the productive sector at national and local meetings, and inclusion of sugar producers that have not participated in the project pilots.
44. However, the officers that were interviewed during the evaluation pointed out that, following its first meetings, the working group lost momentum due to several factors: 1) there is no initiative from the state's top political official, 2) there is not enough leadership from the STPS, 3) institutional officials are not well informed about this initiative or do not grant it importance, 4) there are no concrete proposals for action, 5) there is constant turnover among institutional representatives, which diminishes group stability, and 6) there is a lack of information and dissemination about the issue of child labour, as well as distribution of the document prepared at the June 2011 workshop. For these reasons, the coordinating body has made little progress in implementing the points of agreement reached last year.

¹⁴ Results of the strategic planning workshop for the prevention and elimination of child labour, June 2011, Xalapa, Veracruz.

¹⁵ The document is entitled *Responsabilidades legales de las instituciones para contribuir a la prevención y erradicación del trabajo infantil en la agricultura en el Estado de Veracruz*.

¹⁶ The document is entitled *Propuesta de Comité de Coordinación para la Prevención y Erradicación del Trabajo Infantil en el Estado de Veracruz*.

Chiapas

45. In Chiapas there was no plan to design and implement a Direct Action Programme because the project took into account the fact that this state receives significant flows of immigrants from Central America, whose characteristics differ considerably from those of the Mexican migrants. Instead, it proposed to undertake institutional building activities.
46. In June 2010, a workshop was held to identify problems and solutions related to child labour. Representatives from 30 government organizations and NGOs took part, including employers' and workers' organizations. They agreed on a broad work agenda, which included, among other things, the following: to propose to the state government the establishment of a public policy for the prevention and elimination of child labour (PECL); to develop an information strategy regarding the issue of child labour; to establish mechanisms for teachers to report child labour; and to formulate a work agenda for the NGOs. In these areas, progress has been made in the design of a mass media campaign that will be broadcast by the Chiapas System of Radio and Television during the first quarter of 2012. Training workshops have also been held, based on the ILO's SCREAM methodology; and in June 2011, the NGO Chiapas Public Administration Institute, together with the state's STPS, offered public officials a training course on the issue of child labour. In addition, the Committee on the Rights of Children and Adolescents for the State of Chiapas has created a commission to address the issue of child labour. Its mission is to coordinate inter-institutional efforts in this area. Meanwhile, using a methodology created by the ILO and known as *Innovation for Equitable Development* (IDEQ), the project is supporting women from the municipality of Zinacantán in producing and selling crafts as a way to generate income and keep migration from being their only option.¹⁷ Approximately 500 women from three communities are participating in this project. Even though this initiative promises good results, it would have been advisable to apply it in one of the states in which a DAP is being implemented, in order to include it in the arsenal of instruments of the pilot demonstration projects.
47. The opinions of those interviewed regarding the possibilities for making progress in this state vary considerably. Whereas one of the government officials saw the outlook for PECL in the state as promising, one of the people interviewed from the civil-society organizations indicated that there are several significant obstacles; among them, the upcoming change of government. In effect, it should be noted that elections of new state officials for Chiapas will be held in June of this year. For this reason, the activities of the public administration are expected to decline drastically.

Oaxaca

48. Due to the problems that appeared in Michoacán, the project began to explore the possibility of implementing a DAP in Oaxaca. To that end, conversations have been held with various officials; and in coordination with several state institutions, in January of this year a strategic planning workshop was held to identify problems related to child labour and possible solutions. In the interviews with state officials, it was seen that there are some positive conditions for the project's progress in preparing action plans and policies favouring PECL. Among these it is worth mentioning: 1) the top Oaxaca Labour Secretariat official's interest and willingness to promote this line of work, 2 a State Council on the Rights of Children and Adolescents, which groups 15 government institutions and NGOs and is

¹⁷ The methodology is based on a strategic alliance among producers in low-income, marginalized communities, students, and college graduates from different disciplines, as well as Mexican young people living abroad. The growers form production workshops and set up a cooperative company that allows them to access the formal economy and reconcile their individual entrepreneurial initiatives with collective efforts. At the same time, the university students form an Interdisciplinary Unit of Business Services, which signs a collaboration and division of labour agreement with the cooperative company, so that each member performs tasks based on his or her occupational, vocational or professional specialization while sharing the earnings generated by the joint business venture. (http://www.oit.org.mx/index.php?option=com_content&view=article&id=115&Itemid=58)

chaired by the governor, 3) a network of civil-society organizations that groups 22 institutions and is devoted to working in benefit of children, and 4) a state government that began its term in January 2011.

Sinaloa

49. In this state, a list of employers, institutions, organizations and individuals was compiled for a directory, with a total of 56 local players. In June 2010 a strategic planning workshop was held on the topic of PECL in agriculture; it was attended by representatives from federal, state and municipal governments and from NGOs. Five priority objectives were identified, with their corresponding activities and those responsible. At that workshop a decision was also made to form the inter-institutional group *Alliance for Children and Adolescents for the Protection of Children and Adolescents in Farm Work*. There will be two committees, one in the north and another in the centre of the state. With a view to forming the Alliance, meetings have been held with various key players, and visits have been made to several comprehensive service units (USIs), worker housing) and fields. These visits have provided input for compiling the aforementioned directory of 56 key players, with some of which the DAP will be signing cooperation agreements. A State Committee on the Rights of Children and Adolescents is currently being formed.

Summary

50. A review of the progress made in all of the states indicates that --although the project, through participatory strategic planning exercises, has managed to identify the principal elements that the state plans for PECL could contain and it has formed inter-institutional work groups whose stability has varied in the different states—it has made little progress in actually adopting and implementing those plans. According to the interviewees, the obstacles that could explain the meagre progress are as follows: 1) lack of involvement and political support from the top official in the state government, 2) weak leadership in the state STPS, 3) weak coordination among the participating institutions, 4) turnover of institutional representatives at meetings, and 5) a shortage of trained professionals in the area of child labour. In addition to these obstacles, the evaluators would add the following explanatory factors.
51. First of all, the government institutions' scant experience and knowledge in the area of child labour, the absence of a flagship institutional policy, and the weak presence of non-governmental organizations¹⁸ create a work environment that is not very propitious for the organizations' autonomous advances. A flagship institution with prestige and work experience is needed to provide technical assistance to the institutions and support them. This flagship should be the ILO, but given the project implementation scheme, it does not have human resources in the states themselves. The two organizations hired by the project to implement the Direct Action Programmes in Veracruz and Sinaloa do not have the experience or the influence necessary to carry out this task, as will be discussed subsequently.
52. Second, some technical deficiencies can be seen in the planning process that the state projects have adopted. The planning workshops have yielded problem trees and general objectives that have not been refined later through a process to prioritize objectives, define strategies and design outputs that will make it possible to advance in the operational planning (design of activities, calculation of costs, assignment of responsibilities). The output of the strategic planning workshops is too general to guide the organizations' activities and lead to the signing of specific agreements.

¹⁸ These factors are noted as barriers in point 52 of the project document.

53. Third, given the institutional conditions seen, it seems very ambitious to set as a goal the establishment of a plan or policy in the area of child labour. Perhaps it would be advisable to begin by identifying a programme or project aimed at a specific population that, even though it might be outside the sphere of action of the Direct Action Programmes, would also contribute to their implementation. This aspect will be addressed in greater depth in the section of conclusions and recommendations.
54. Fourth, the project indicates that policies and action plans to prevent and eliminate child labour will be designed and implemented in two states. However, it can be seen that strategic planning workshops and efforts to form inter-institutional working groups have been undertaken in four states (five, if the initial efforts in Oaxaca are included). Given the conditions analysed, this scatters the efforts that should be concentrated in only two states.
55. Finally, it should be noted that the state of Veracruz has made more progress than the others. There is a duly justified proposal for the creation of a coordinating committee based on an analysis of the functions that government organizations would have in implementing a policy favouring PECL. In part, this progress is due to the fact that the project hired the services of a consultant, who prepared that document. Nevertheless, it would be advisable to analyse whether the path adopted in the proposal for the creation of the coordinating committee is actually the most suitable. As indicated previously, the document proposes the creation of a committee that would be responsible for generating, validating, coordinating and following up on the implementation of PECL strategies by government organizations and NGOS. It would have human and materials resources for its coordination, follow-up and evaluation duties. The creation of a coordinating apparatus offers the advantage that current institutional resources and actions can be tapped, but it also has the disadvantage that it does not have resources allocated directly to preventing and eliminating child labour, nor does it have control over these. In a complex institutional environment such as the one described in preceding pages, it is possible that the most advisable path would be to formulate a programme or project using funds of its own for direct actions, some of which could be implemented by government or non-governmental organizations.

Immediate Objective 2: By the end of the project, the social partners are implementing actions to eliminate child labour in agriculture.

Output 2.1. Information and awareness of workers' and employers' organizations on child labour increased and social dialogue enhanced.

56. In the field of information and awareness in the area of child labour, the project has developed an innovative strategy in the sugar cane production sector, based on the fact that it is necessary to prevent and eliminate child labour along the value chain: from sugar cane production to the manufacturing of products that contain sugar. Thus, it has established contacts and carried out several awareness and information activities at both the national and local levels (mainly in Veracruz but also in Michoacán) with sugar cane growers, sugar mills, the National Peasant Farmers Confederation (CNC), the National Confederation of Rural Farmers (CNPR), the National Chamber for the Sugar and Alcohol Industry (CNIAA) and a carbonated beverage industry (Coca-Cola). In carrying out these actions, the project produced a qualitative study on child labour in sugar cane fields¹⁹.
57. The project has fostered these players' willingness and interest by promoting actions aimed at PECL in their sectors.²⁰ In effect, the sugar mills²¹ are collaborating with the project to detect child labour in

¹⁹ Falcón, Mónica, 2010, *Characterization of the issue of child labour in the sugar cane fields of Veracruz*.

²⁰ The sugar industry is one of the country's most important industries. According to the CNIAA, there are 160,000 sugar cane growers in Mexico, the country has a specific federal law for the sector, a National Sugar Cane Commission whose council is chaired by five Secretaries of State (Cabinet members), and both the Chamber of Deputies and the Senate have commissions on this product.

sugar cane cutting (baseline study), have participated in awareness-raising workshops and have collaborated in the preparation of a document to train farm workers²² and to explore the measures that they can adopt to avoid such child labour and improve the farmworker families' living conditions. In that regard, it should be noted that the ILO is taking advantage of the experience, knowledge and staff of the System of Measurement and Improvement of Productivity (SIMAPRO) project, which has been underway in the sugar cane sector for several years now.²³

58. Meanwhile, the CNIAA is participating actively in awareness and information activities and has collaborated with the project by facilitating growers associations' access to fields and actively supporting activities carried out in the sugar mills. They are also incorporating the issue of child labour in some of the materials that they publish (the self-instruction guide for farm workers, standards for sugar cane cutters).
59. As for Coca-Cola, it should be indicated that, under company policy, it already monitors child labour in the bottling companies' first line of supplies (sugar mills, bottle and can manufacturers) following another ILO project in El Salvador. The company has supported the project by making overtures to the sugar mills and encouraging them to participate, distributing materials on child labour and facilitating the participation of the sugar mills and their employees in project events. It has also committed to producing and airing a TV commercial for the International Day against Child Labour. Furthermore, the company is studying the possibility of applying the BONSUCRO²⁴ standard to the sugar mills that belong to the group of Coca-Cola bottling companies, in order to assess how well they comply with child labour regulations.
60. Revolving around the need for PECL, the work approach adopted by the project has yielded good results in Veracruz because it has aligned all the players in the production chain, both at the national and local levels. Nevertheless, the player absent from this process would be the workers' organizations because the farm workers are not unionized.
61. In addition to the activities mentioned in the sugar industry, in December 2011 the project held a three-day workshop for approximately 30 cucumber growers and workers in Sinaloa, using the ILO methodology "Conditions and Environments for Child Labour in Agriculture" (CyMAT). Through this methodology, the participants examined the risks to which workers are exposed when they perform certain labour activities and proposed preventative and corrective measures.

²¹ Visits were made to two sugar mills in Veracruz: "El Modelo" and "Gloria."

²² This is the *Guía de Autoformación y Evaluación por Competencias*, which is an instrument for independent learning by sugar cane cutters. It also incorporates messages about child labour. It was developed for the project with participation by the National Union of Sugar Cane Growers, the National Confederation of Peasant Farmers, and several sugar mills in Michoacán y Veracruz. Currently, Coca-Cola is preparing an enhanced version of this guide.

²³ SIMAPRO promotes a system of on-going, comprehensive and inclusive learning in organizations. It aims to improve efficiency, quality and working conditions through the involvement and commitment of operators, middle management and top management.

²⁴ The Bonsucro Standard is the first ever metric-based standard that measures the impact of the sustainable production of sugar cane. Bonsucro was born out of the Better Sugar Cane Initiative, a global, multi-stakeholder non-profit organization dedicated to reducing the environmental and social impacts of sugar cane production. Its name is linked to a product, process or service that has been certified by an independent certification body as being in compliance with the Bonsucro standard. One of the standards is "To comply with ILO labour conventions governing child labour, forced labour, discrimination, freedom of association and the right to collective bargaining."

Output 2.2. Employers', workers' and peasants' organizations technical capacity on child labour strengthened.

62. Despite the progress described in the process of awareness among employers' organizations, they are not implementing actions to prevent and withdraw children workers on sugar cane plantations. The sugar cane growers and sugar mill employees point out that, although several meetings have been held, there no concrete actions because a clear strategy for delivery of services by public organizations is lacking.
63. It is also necessary to consider that, although these players are willing to work in benefit of PECL, there are no data on the magnitude of child labour in sugar cane cutting, to serve as the basis for programming actions. However, the project does have a qualitative study conducted in 2010 (mentioned previously). The baseline for the state of Veracruz is expected to be ready during February of this year. In addition, it is necessary for these players to receive technical assistance in designing and implementing actions that they could undertake independently from government institutions.

Immediate Objective 3: By the end of the project, the knowledge base to inform actions of key actors to combat child labour in agriculture increased.

Output 3.1. A knowledge and information toolkit on child labour in agriculture in Mexico produced, compiled, made available and disseminated.

64. The project is producing some important studies to provide more in-depth knowledge about child labour in the country. There are preliminary versions of these documents, and it is hoped that they will be published during the first half 2012. Those studies are as follows:
 - National survey on perceptions about child labour.
 - Child labour and its ties to the exercise of the right to education: status of this issue in Mexico (in coordination with the Pro-Children Programme of the Telefónica Foundation).
 - Successful trends in the reduction of child labour: the case of Mexico (in coordination with STPS, SEP, SEDESOL, UCW).
 - National legislation: annotated provisions on child labour in Mexico and correlative provisions regarding the protection of children.
65. The project has also promoted the formation of a group of institutions that gather and analyse information on child labour in Mexico at the national level. Those organisations are: STPS (Igualdad Laboral y Estadísticas del Trabajo), SEDESOL (PAJA, INDESOL and Oportunidades), SEP (Planeación, CONAFE and PRONIM), SAGARPA (2012), DIF, CDI, INEGI, IFAI, UNICEF, ILO and non-governmental organisations such as Ririki, Intervención Social and FUNDAR. The group began to meet in 2011 and to share information regarding their statistics on child labour, and it has proposed the preparation of a document compiling the different sources of information on child labour in the country.
66. The project has also produced a series of audio-visual and printed materials on child labour. These have been used in the different workshops, forums, presentations, meetings and other events that have been organized. It is also worth mentioning that the project has produced three studies on child labour in the sugar cane agro industry. These have been used to raise awareness and inform the different players involved in this activity in the states of Veracruz and Sinaloa.

67. It should be noted that the project still does not have a strategy on how these studies will be used at the national level.

Output 3.2. Key stakeholders (social partners, opinion makers, coordination committees, parliamentarians, authorities, NGOs, children and their families) aware and informed on the negative consequences of child labour in agriculture.

68. This output is analysed both under Immediate Objective 1 (Output 1.3) and Immediate Objective 4.

Output 3.3. Journalists, mass media operators and other key stakeholders informed, trained and aware of the negative consequences.

69. No activities related to achievement of this output have yet been carried out.

Immediate Objective 4: By the end of the project, pilot demonstrative direct action interventions for withdrawal and prevention of children from work in agriculture will have been implemented and documented in selected states.

Output 4.1 Local models to prevent and withdraw at least 6,500 children from child labour in agriculture are in place in selected states.

70. The project has carried out the following actions geared to implementing local models to prevent and eliminate child labour in the states of Veracruz, Sinaloa and Michoacán.

- Mapping of the local organizations capable of implementing the direct action programmes (Michoacán, Sinaloa, Veracruz)
- Selection of the institutions that will implement the DAPs (Michoacán, Sinaloa, Veracruz).
- Design of the DAPs (Michoacán, Sinaloa, Veracruz).
- Signing of agreements with the institutions that will implement the DAPs (Sinaloa and Veracruz).
- Training of employees from those institutions, regarding administrative aspects (Sinaloa and Veracruz).
- Identification of the baseline through a survey (in progress in Sinaloa and Veracruz).

71. The following table summarizes the objectives and identifies the implementing organizations, the amount allocated, and the number of municipalities designated in each DAP.

State	DAP Objectives	Implementing Organization	Amount and Duration	Number of Municipalities Involved
Sinaloa	<ol style="list-style-type: none"> 1. By the end of the action program, a contribution will have been made to the awareness and mobilization of key players, and capacity to work against child labour in agriculture will have been strengthened. 2. By the end of the action program, 2,850 children and adolescents will have been prevented or withdrawn from child labour in agriculture and will have exercised their right to education and others. 	NGO: Fundación Mexicana de Apoyo Infantil A.C. (Save the Children Mexico)	\$ 295,693 24 months	5
Veracruz	<ol style="list-style-type: none"> 1. By the end of the action program, a contribution will have been made to increasing awareness among the key players and the community as a whole regarding the hazards of child labour, and this issue will have been put on the local agenda with a view to undertaking actions to eliminate it. 2. By the end of the action programme at least 1,550 children and adolescents will have been prevented or withdrawn from child labour in agriculture, ensuring that they will enter or remain in the educational system and providing labour protection and technical training, as a function of needs. 	NGO: Desarrollo Autogestionario A.C. (AUGE)	\$ 225,000 24 months	8
Michoacán	<ol style="list-style-type: none"> 1. By the end of the action program, a contribution will have been made to increasing awareness among the key players and the community as a whole regarding child labour in agriculture and this issue will have been put on the local agenda. The necessary capabilities will have been strengthened, and prevention and elimination actions will be underway. 2. By the end of the action program, at least 2,000 children and adolescents will have been prevented or withdrawn from child labour in agriculture, primarily by means of their remaining in, or returning to, the educational system or receiving labour protection and vocational training. 	Government organization System for the Development Comprehensive of the Michoacán Family (DIF)	\$ 277,457	1

72. The status of the implementation of each one of the three DAPs is analysed below.

Veracruz

73. The project signed the DAP implementation agreement in June 2011 with the NGO Self-Managed Development (AUGE). To date, the organization has carried out the following activities:
74. *Promotion of the project and awareness about child labour:* i) informational meetings about the project have been organized with sugar cane and coffee growers, ii) support was provided to the sugar mills in the registration of workers, iii) an exhibit on the project was offered at the annual meeting of coffee growers, iv) for the purpose of investigating possible areas of cooperation with the project, informational meetings were held with government institutions and NGOs such as the DIF, CEDAS, the municipalities, CAFECOL and UNCADER, v) awareness-raising sessions were held on June 12, 2011, on the occasion of the International Day against Child Labour, vi) awareness workshops have been held for women from 10 communities in which AUGE had prior presence, and vii) awareness workshops have been held for teachers in one of the eight municipalities selected.
75. Implementation of the baseline study: the surveys began to be applied in December 2011, in 20 communities in eight of the state's municipalities.²⁵ Application of 95% of the surveys is complete, and the rest were expected to be done during February 2012.²⁶ The process of developing the baseline study has suffered from some setbacks. Thus, from the perspective of AUGE, the agreement indicated that they were to conduct a qualitative study of child workers (which they had planned to do in October and November, in places where their institution had a prior presence) and that the baseline study was the responsibility of the ILO. Nevertheless, they indicated that the ILO subsequently informed them that AUGE was responsible for applying the surveys. Meanwhile, the ILO indicates that this misunderstanding occurred because the person from AUGE that was initially in charge of this aspect resigned and did not suitably communicate the points of agreement reached to his institution. In any case, it can be seen that the agreement text is somewhat confusing.²⁷ Likewise, there was confusion with respect to the purposes and procedures of the two surveys that are being conducted simultaneously in the field: 1) the survey for constructing the baseline for the project follow-up and evaluation system (DBMR) and 2) the battery of instruments that is being used for the study –also called the baseline study- on child labour, based on the ENJO survey. In addition to these shortcomings in communication, AUGE did not have previous experience in the implementation of studies of this kind, and they have therefore required a major effort.
76. The experience of these seven months of DAP implementation has called for addressing the following difficulties, which must be taken into account for project continuity:
- AUGE considers that its capacity for coordinating the delivery of services to children and families with government institutions is limited given its scant influence on them and the slight flexibility of the programme implementation regulations. For this reason, AUGE considers that the work to

²⁵ Of these eight municipalities, six are located in sugar cane-growing areas, and two in coffee-growing areas.

²⁶ The reason that it has not been possible to finish applying the surveys is that one of the sectors suffers from the violence generated by the drug cartels. That sector is being occupied by military forces.

²⁷ The agreement literally states that "Due to the fact that there is still no baseline study to furnish specific data regarding child labour on coffee and sugarcane plantations in the region, the AP calls for a preliminary study of the target population ("census"). This will make it possible to have an initial reference of the beneficiaries (a census will be conducted among 2000 potential beneficiaries) and the characteristics of the beneficiaries" (page 13 of the agreement). A footnote on page 23 indicates the following: "It should be clarified that the construction of a baseline study will be handled through the IPEC office in Mexico, during the 2011-2012 harvests." However, a later paragraph establishes that "The AP contemplates the assistance of a specialised consultant for the design of the instruments and the coordination information-gathering process. It will be taken into consideration that the methodology proposal will be coherent with the requirements of the ILO (SIMPOC). As part of this process, it will be necessary to select and train a team of 20 interviewers for two days, at the AUGE offices. An effort will be made to have the Veracruz University get involved in carrying out these actions." (page 13 of the agreement)

coordinate the delivery of services should be directed by the DIF and the ILO, institutions with more influence on the service-providing entities.

- AUGE has found difficult to hire local technicians of the level and qualifications that the project calls for. In fact, three of the positions have still not been filled due to the fact that they have not been able to find a professional that meets the project requirements.
77. AUGE officials foresee difficulties in complying with the accounting and procurement regulations that the ILO demands due to the fact that in most of the localities where they are working it is not possible to find multiple suppliers. Nonetheless, ILO personnel indicated that this does not present an obstacle for allocating resources and rendering accounts. Additionally, it is necessary to take into account that the number of municipalities in which the DAP plans to work seems very high given this DAP's limited resources. This could lead to a possible dispersion of efforts and less effective actions. Furthermore, the methodology used to identify and select project beneficiaries, rests on the assumption that the government institutions will provide the necessary services to children and families in a relatively wide geographical area for a pilot project. Finally, it is advisable to keep in mind that the work of protecting and eliminating child labour must be done during the 2012-2013 harvests because the current harvesting period is about to end, in March. This means that these activities will be restricted to only six months.

Sinaloa

78. In August 2011 the project signed the DAP implementation agreement with the Mexican Foundation for Support of Children, an affiliate of Save the Children, a non-governmental organization headquartered in the United States. Since signing the agreement, this organization has carried out the following activities:
79. *Promotion of the project and awareness of child labour:* i) Reports on the contents of the DAP have been given to a number of state and local institutions: government organizations (federal, state and municipal), non-governmental organizations and employers' and workers' organizations, through formal letters and meetings; ii) a directory was prepared of the key players that could become involved in DAP activities; iii) publications on hazardous child labour were designed; iv) a workshop was held on "Conditions and Environments for Child Labour in Agriculture" (CyMAT) on December 1-2, 2011, with the participation of 32 institutions from the state of Sinaloa.
80. *Definition of the DAP action sites:* Thirteen work sites have been established for DAP implementation in nine localities and five municipalities. An effort will be made to serve 2,850 children and adolescents. The DAP work sites, located in the centre and north of the state, are composed of fleets of truck drivers camps, sugar cane fields, service and education centres (CAEIs), the Comprehensive Services Unit (USI) and agricultural and horticultural fields.
81. *Identification of the organizations that will participate in the DAP:* The people responsible for implementing the DAP have managed to identify, on the one hand, the state and federal government offices that, by law, are responsible for contributing to solving the child labour problem; and on the other, the organizations of employers, workers and nongovernmental organizations that have similar responsibilities and can contribute to the prevention and elimination of child labour. Nevertheless, no agreements have yet been signed for the implementation of the actions due to the fact that the processes of negotiating access to the agricultural fields and obtaining the services to be provided by the institutions are taking a very long time.

82. *Application of the baseline study:* Application of the survey will fall to Social Services professors and students at the Autonomous University of Sinaloa, but the sample to be used in the survey has still not been prepared. This activity is therefore behind schedule.
83. On the basis of the interviews done and the documents reviewed, the institution in charge of implementing the DAP has the experience, the methodology tools and the contacts needed to carry out its work suitably. Nevertheless, from the conversations held with the project team, it could be seen that the assignment of tasks and responsibilities to its members called for improvement because they are also involved in implementing the organization's commitments to other donor organizations.

Michoacán

84. As explained in the analysis of Output 1.3, the project and the Michoacán DIF prepared a DAP entitled "Prevention and Elimination of Agricultural Child Labour in the Zone of Los Reyes in the State of Michoacán." It is to be implemented by the first of these two institutions. Nevertheless, the DIF officials decided not to sign the implementation agreement, so the activities in this state have come to a halt. On January 13, 2012, the ILO indicated to USDOL in writing that it was considering two options to address this problem: 1) to sign a 15-month DAP implementation agreement with a Michoacán NGO in May 2012 in order to provide protection to 60 adolescents, withdraw 500 children from hazardous work, and keep another 500 from working, or 2) to implement a DAP in the state of Oaxaca to provide labour protection to 40 adolescents, withdraw 400 children from hazardous work and keep another 600 from working. A 15-month DAP implementation agreement would be signed with an NGO in April 2012. In both cases, implementation of the DAP would end at almost the same time as project implementation. The section of recommendations suggests some lines of action to address this problem.

Output 4.2. Project direct beneficiaries provided, as relevant, with quality educational services.

85. Since the project's direct beneficiaries have still not been identified, there are no outputs at this time.

Output 4.3. Project target families provided, as relevant, with quality income generation and vocational training marketable alternatives.

86. Since the project's target families have still not been identified, there are no outputs at this time.

5. Project Efficiency

87. At December 31, 2011, the project had implemented 40% of its resources²⁸ over a period of 27 months, representing 56% of the project implementation schedule. Few of the indicators of the implementation timetable prepared in 2010²⁹ have been completed as foreseen, mainly those related to Objectives 1 and 4. These situations, added to those pointed out in the previous section, make it possible to conclude that the project has suffered considerable delays. The causes for these delays can be summarized as follows:

²⁸ This percentage does not include lines 01198 and 06801 of ILO technical assistance and support cost of IPEC respectively.

²⁹ Technical Progress Report (TPR) – Mexico, March 2010

Causes related to project design

- The design underestimated the complexity of the political and institutional factors of the context in which the project must be implemented. In particular, due note was not taken of the institutions' weakness for handling the implementation of the Direct Action Programmes, as well as the difficulties involved in inter-institutional coordination at both at the national and state levels. Likewise, the impact that changes in administration could have on project implementation was overlooked.
- The design did not take into account the fact that ILO's institutional presence in Mexico lacks the importance and history seen in other countries of the Region and that it would therefore take time to establish the ties needed to implement a project whose strategy rests on the alignment of government organizations both in the area of the design of public policies and in DAP implementation. In many aspects, this project is contributing to the organization's better positioning among government organizations, which will expedite future actions.

Causes related to project administration and management

- Although the project formally began its operations on September 30, 2009, the project coordinator began his duties in February 2010, and the team was only complete in June 2010, i.e., nine months after the project was launched.
- The distribution of functions among the project staff does not seem the most suitable to address the challenges that the country's institutional complexity and geographical features pose for achieving the outputs. In particular, the institutional coordination tasks aimed at aligning the efforts of the government organizations and NGOs, in support of achieving Outputs 1.3 and 4.1, call for the day-to-day presence of ILO officials and a system of on-going follow-up of the activities of the organizations in charge of implementing the DAP.

Causes related to the institutional capacity of the DAP implementers

- The non-governmental organizations that are involved in implementing the DAPs have technical and administrative limitations for facing the challenges that the implementation of those projects entails. These limitations are common to most NGOs in the country, given their scant experience in providing social services. This is an area in which government organizations have played a leading role.
88. All of these elements have contributed to making project management less efficient, but the section on recommendations proposes some alternatives for addressing them in the future.
89. Finally, it should be pointed out that, even though the violence occurring in the country has not seemed to seriously affect project implementation thus far, it has in fact affected some activities undertaken in rural areas. It is necessary to consider that during the period covered by the evaluation the project's work was more centred on institutions than on people. However, this is not to say that violence cannot seriously affect project implementation in the future, when most activities will be carried out with the beneficiary population.

6. Project Sustainability

90. The project sustainability strategy is based on the idea that “no intervention can, on its own, eliminate child labour. Success in achieving the objective of eliminating child labour in Mexico, in particular its worst forms in the agricultural sector, depends to a large extent on the government’s capacity to mobilize the necessary human and financial resources and its capacity to implement interventions through programmes effectively and efficiently.” In keeping with this statement, the project established the following sustainability mechanisms: i) to foster the state’s firm lead at the national, state and local levels, ii) to tap the existing resources of national economic and social development programmes, iii) to strengthen existing coordination mechanisms, iv) to develop models of local PECL intervention that can become demonstration experiences that can strengthen local institutions’ capacity for action, v) to increase awareness and information about child labour, among workers’ and employers’ organizations, as well as among opinion leaders. This sustainability strategy is reflected in the project’s intervention objectives and strategies and is congruent with the country’s legal and institutional framework.
91. A strategy of this kind, which wagers heavily on giving responsibility to public- and private-sector players, supposes that the public officials will take on the task of preventing and eliminating child labour and that the outside organization, in this case the ILO, will become a vehicle for the technical assistance needed to develop the institutional capabilities necessary for achieving objectives and facilitating the processes of awareness, information and coordination among the different players. This scenario, however, must be constructed over the medium and long terms; it is difficult to tackle during the short project implementation period.

7. Emerging Good Practices and Lessons Learned

92. Given the modest progress in project implementation prior to the evaluation, it is early to establish good practices and lessons learned. Nevertheless the following practices could seem to serve as references for the implementation of projects for the prevention and elimination of child labour.
- Participatory strategic planning exercises with members of governmental and non-governmental organisations, as a point of departure for developing a concerted action plan for the prevention and elimination of child labour.
 - Analysis of the involvement of children in the value chain of a productive sector and application of specific measures to prevent and eliminate child labour at the different points and with different agents of production along the chain.
 - Development of more accurate instruments for identifying the scope and characteristics of child labour, adapted to the local context. Based on internationally proven models, the project managed to construct a battery of sound instruments to examine child labour.
 - Systematic identification of key players that must be taken into account for actions to prevent and eliminate child labour.
 - Development of child labour inspection protocols that combine specialized technical assistance with the participation of various institutional players.
93. Meanwhile, the lessons that can be learned from the implementation of this project are as follows:
- The design of a national project for the prevention and elimination of child labour must take into account the degree of a country's development and the specific characteristics of its institutional capabilities, not only regarding child labour but also public policies in general.
 - It is necessary to pay more attention to the determination of risks and assumptions during the project design stage.
 - The project administration proposal must be adapted to the challenges that geographical, political and institutional characteristics pose for achieving results.

8. Conclusions and Recommendations

94. The principal conclusion of this evaluation is that there has been a delay in achieving the expected project outputs due to causes related to the project's design, its management approach, and the capacity of the organizations that are to implement the DAPs. This delay is jeopardizing the achievement of the immediate objectives and the sustainability of the project. Nevertheless, the project has generated several initiatives and instruments with potential for contributing to the prevention and elimination of child labour, and it has managed to make this issue more visible among the various government and non-governmental stakeholders, at both the national and state levels. This is no small accomplishment in a context in which public policies and institutions at national level have traditionally considered child labour a problem at legal and regulatory level; but in which there have been very few significant experiences and efforts to address it, beyond the presence of an institutional framework (National Development Plan) and officers experts in child labour (i.e. the Social Inclusion Undersecretary of the STPS). The evaluation's main conclusions and recommendations are indicated below.

Conclusions

Conclusions regarding project design

95. The project analysis reveals that its objectives and expected outputs are pertinent for the country and that its sustainability strategy is consistent with the approach adopted. However, there are not suitable grounds for several of the assumptions on which the action strategies rest. This has meant that some of these strategies did not adequately consider the political and institutional context in which the project is being implemented. Furthermore, some of the immediate objectives do not respect the logic of the chain of outputs, and thus there is not a suitable linkage between activities, outputs, effects and impacts. It was also found that, although the project presents 25 monitoring and evaluation indicators, very few of these are conceived so as to measure the expected outputs. Most are indicators of completion of activities. Finally, the composition of the project team was determined to be inappropriate for its objectives and context.

Conclusions regarding fulfilment of Objective 1: strengthening of the legal, institutional and policy framework

96. The project's most important progress towards achieving this objective has been support for the preparation of a list of hazardous child labour. To be effective, this list should be incorporated into the Federal Regulations for Workplace Safety, Hygiene and Environments. This is expected to occur in coming months, and it is an important step towards adapting national laws and regulations to international standards; in this case, to Article 4 of Agreement 182, of which Mexico is a signatory. The project has also managed to support the drafting of a first proposal for a protocol for the inspection of child labour in agriculture. Although the Office of Labour Inspection has made several observations to the protocol, it has served to bring the issue to the table.
97. At the state level, the project has made little progress in generating public policies. It has managed to identify the institutional players that should be involved in PECL, has facilitated the production of a shared vision on problems and objectives in the area of child labour, and has promoted the establishment of ties between institutions. Nevertheless, the strengthening of an institutionality that can work in favour of the PECL and the formulation of state policies or plans that have resources and people in charge of implementing still looms distant. To a great extent, this is due to the lack of political will among top state officials, the lack of societal demand to address the issue of child labour,

and the weak institutional capacity in this area. All of these are problems whose solution requires medium- and long-term actions.

Conclusions regarding fulfilment of Objective 2: awareness and strengthening of the capacity for action of the workers and employers organizations

98. The most promising process with regard to awareness and strengthening the capacity for action by employers' organizations is the experience that the project, in coordination with the SIMAPRO project, has gained in the sugar cane agroindustry, working from the premise that it is necessary to prevent and eliminate child labour along the whole value chain. It has thus managed to generate a willingness to work to prevent and eliminate child labour, among a series of players ranging from sugar cane growers to industrial consumers of that crop. Despite these advances, it can still not be seen that the players are actually implementing actions of prevention and withdrawal of child labourers on sugar cane plantations. The sugar cane growers and sugar mill employees point out that, although several meetings have been held, there are no concrete actions because a clear strategy for delivery of services by public organizations is lacking.
99. The project has made little progress with employers in other productive sectors. Moreover, the fact that there are no farmworker unions is an important obstacle to incorporating the voice of workers in this process.
100. Conclusions regarding fulfilment of Objective 3: generation and dissemination of relevant information on child labour
101. The project strategy geared to forming a working group among the growers' organizations to disseminate information on child labour is appropriate because it will lay the groundwork for strengthening the capacity for gathering, analysing and using the necessary information with a view to developing policies geared to PECL. The studies and investigations that are being generated, and should be published as soon as possible, will contribute to that end. Nevertheless, a directed strategy is lacking, particularly the use of that information by decision-makers.
102. Conclusions regarding fulfilment of objective 4: pilot demonstration interventions for the withdrawal and prevention of children of child labour in agriculture
103. The DAPs that are being implemented in Sinaloa and Veracruz have still not completed the steps required prior to implementation of the activities of prevention and withdrawal of children of child labour (identification of project beneficiaries and commitments by the service-providing institutions). Meanwhile, the DAP programmed for Michoacán cannot be implemented as it was foreseen. This causes a serious problem for achieving this objective, because there are only 18 months left before the project ends. Moreover, the period for the prevention and withdrawal activities will be only six months long due to the fact that it is subject to the farming cycle. What would have been appropriate for corroborating the elimination of child labour among farm workers would have been the intervention and subsequent follow-up on the activities during at least two farming cycles. Furthermore, the project has not formulated demonstration interventions to impact the basic cause of child labour among farm workers: the migration caused by the lack of income in the communities of origin.
104. Multiple difficulties has led to this delay: i) administrative problems that caused a delay in hiring the project staff; ii) institutional weakness of the NGOs to successfully carry out the type of DAP required by the ILO; iii) an increase in violence in the states of Sinaloa, Michoacán and Veracruz; iv) difficulties in coordinating support from government programmes in the provision of services; and v) changes in state officials.

Recommendations

105. Given the low level of achievement of the outputs foreseen by the project and the complexity of the institutional policy context described in previous pages, it is considered appropriate to make recommendations aimed primarily at the organization that is implementing the project and at government organizations at the federal levels. These recommendations are as follows:

Recommendations for the federal government and the ILO

1. *Promote and support the design and implementation of a federal program for the prevention and elimination of child labour.*
106. It is not very likely that the project can make more progress in the legal sphere due to the fact that the presidential elections, and the subsequent swearing-in of the new officials, will occupy a large part of the agenda of the federal public institutions during the remainder of 2012 and early 2013. The same situation is foreseen regarding the adoption of federal policies and action plans favouring PECL. For these reasons, and in view of the fact that the project's aim and its sustainability rest on the government's capacity to mobilize the necessary human and financial resources and to carry out interventions of programmes effectively and efficiently, it is suggested that efforts be focused on achieving Objective 1, by formulating a proposal for a federal programme for the prevention and elimination of child labour. This proposal could be drafted with technical support from the group of institutions that have been working with the project in the area of information and statistics related to child labour: DIF, IFAI, INEGI, SEDESOL, STPS, SEP, UNICEF and ILO. It could also benefit from the technical assistance that experts from ILO's headquarters and regional office could provide, as well as the experience that other LAC countries have had in implementing this type of program, particularly Brazil.
107. Through a suitably constructed strategy of awareness-raising and information, this proposal should be submitted to consideration by the presidential candidates. Once the new president has been elected, efforts will be made to have the programme form part of the new administration's agenda of priority programmes and national development plan. For it to be possible for such a proposal to be considered, it should include the budget that would be required over the next six years, the funding sources, the operating mechanisms, the number of beneficiaries by state, and the indicators on which follow-up and evaluation will be based. Given the importance of the Secretariat of the Treasury in the allocation of public funds and in the evaluation of spending, it is important for that office to have a representative on the inter-institutional working group.
108. In keeping with the ideas set forth in the preceding paragraph, the federal government's suggestion is to undertake the design of a programme for the prevention and elimination of child labour in rural areas. A programme of this kind could be the start of a national programme of broader scope, which, as in the case of "Oportunidades," could be of central importance not only to the country's public policies but also, and primarily, to families' day-to-day lives.

Recommendation for state governments and the ILO

2. *Promote and support the design and implementation of a program for the prevention and elimination of child labour in two states.*
109. At the state level, it is also suggested that the design of programmes with the same perspective be promoted, but only in two states, as the project indicates. Since significant progress has already been made in Veracruz, it would undoubtedly be one of the places in which this initiative should be

developed. The other state could be chosen between Sinaloa and Oaxaca, as a function of top officials' willingness to head this process.

Recommendation for the STPS and the ILO

3. *Train federal and state inspectors in managing and applying the list of hazardous jobs and the labour inspection protocol.*

110. With respect to work with the STPS, the project can carry out important programmes in training federal and state inspectors in the management and application both of the aforementioned list and of the protocol for labour inspections, once these instruments are legally in force.

Recommendations for the ILO

4. *Promote the sugar sector's strategy in another productive sector.*

111. With regard to the objective of mobilizing the employers' organizations in favour of PECL, it is suggested that the same strategy that has been yielding results in the sugar sector be adopted in another sector. It would not be advisable to address more than two sectors because efforts would become scattered. The most important challenge is considered to be making the employers' organizations capable of undertaking actions on their own, regardless of those undertaken by the state organizations. This does not mean that they should not pursue coordination with those institutions, but rather that the employers' capacity for action should not depend on what the governmental institutions do, but rather, to the contrary, they should demand, and serve as an example for, actions by public officials.

5. *Promote the organizing of farm workers.*

112. As for the development of the farm workers' capacity for action, it is necessary to support training in the organizations or unions that bring them together. As long as this does not occur, they will not be able to become players that impact their own living conditions. However, this is a task that goes far beyond the project's mandate and that should be handled by other ILO projects more focused on supporting the workers' exercise of their rights of association, in coordination with the national workers unions in the country.

6. *Decentralize the project's human resources in order to strengthen implementation of the DAPs.*

113. The project management model, which centralizes its human resources in Mexico City, does not respond to the management challenges that Mexico's political-administrative structure poses for the project. It is necessary to have project personnel (regardless of the type of contract) in the capitals of those states in which direct action programmes are foreseen, perhaps reducing the number of state and local environments, as well as introducing a more permanent monitoring mechanism. The functions that the project personnel in the state capitals could perform are: i) to facilitate the institutional coordination needed for the provision of services by government organizations, ii) to provide technical assistance to the employers' organizations so that they can specify actions to support the project, iii) to provide technical orientation to the institutions that are implementing the DAPs, and iv) to follow up on the actions of the organizations that are implementing the DAP. The actions that the project is carrying out in Mexico City could be assigned to consultants charged with specific tasks coordinated by the project's ATP.

7. Concentrate DAP implementation efforts.

114. Second, it is considered necessary to review the geographical areas in which the action programmes will be undertaken so as to obtain more concentrated efforts. The strategy adopted by the DAP of Michoacán seems better suited to the financial and material resources available to the programmes. It designated a single municipality for the implementation of activities, whereas the Sinaloa and Veracruz DAPs have chosen five and eight municipalities, respectively, as their sphere of action. These numbers seem excessive.
115. Third, with respect to the option that the project is considering as an alternative to the agreement that could not be signed with the DIF of Michoacán,³⁰ it is suggested that it be taken into account that extending the implementation of the DAP to four states will considerably increase the volume of work related to inter-institutional coordination and follow-up on the actions, even though this would not mean an increase in the number of beneficiaries. As an alternative, two measures are suggested: i) to increase the number of beneficiaries in the states of Sinaloa and Veracruz, to make it equal to 50% of the number anticipated for the state of Michoacán, and ii) to design a DAP in Oaxaca focusing mainly on attacking the issue of the families' low income in their communities of origin,³¹ with a number of beneficiaries equal to the remaining 50% of the beneficiaries anticipated for Michoacán. The advantage of this alternative is that the organizations that are implementing the DAPs in Sinaloa and Veracruz will soon have the baseline survey information available, whereby the additional beneficiaries could be identified. To the contrary, new implementing agencies would have to begin from square one and wait until the new cycle of harvests starts in order to prepare the baseline over a six-month period, select the beneficiaries and undertake the prevention and elimination tasks. Given the project experience thus far, this is not very viable. In addition, the organizations that are already implementing the Veracruz and Sinaloa DAPs have gained valuable experience during this time, but the new NGO would not have that benefit. In the case of Oaxaca, the DAP would not be as affected by the time restrictions imposed by the farming cycle since the NGO would work with communities in their place of origin.

Recommendation for USDOL and ILO

8. Extend the project implementation period.

116. Finally, in consideration of the foregoing, both the conclusions and the recommendations suggest that the ILO and USDOL consider the possibility of extending the project implementation period at least until the end of 2013, in order to have enough time to implement the tasks that are still pending and achieve the objectives.

³⁰ The project proposal is: 1) to sign a 15-month DAP implementation agreement with a Michoacán NGO in May 2012 in order to provide protection to 60 adolescents, withdraw 500 children from hazardous work, and keep another 500 from working; 2) to implement a DAP in the state of Oaxaca to provide labour protection to 40 adolescents, withdraw 400 children from hazardous work and keep another 600 from working. A 15-month DAP implementation agreement would be signed with an NGO in April 2012.

³¹ It is also suggested that the IDEQ model be implemented in those communities.

Appendix 1 - People and Institutions Interviewed

ILO Geneva and Lima

Ricardo Furman, Evaluation officer DED IPEC Geneva
José María Ramírez, Backstop officer for Americas IPEC Geneva
Lars Johansen Backstop officer for Americas IPEC Geneva
Guillermo Dema, Regional Child Labour Specialist IPEC Geneva
Mary Reed, Head Planning and Reporting and USDOL Focal Point IPEC Geneva

Washington, DC

Eileen Murriagui, USDOL
Lorena Dávalos, USDOL
Molly Runyon (former officer at the U.S. Embassy in Mexico)

Mexico City

Thomas Wissing, Deputy Director of the ILO Country Offices for Mexico and Cuba
Victoria Cruz, ATP project of the IPEC Project, ILO Mexico
Mónica Falcón, SIMAPRO Programming Officer, ILO Mexico
Paola Días de León, action programmes officer, IPEC Project, ILO Mexico
Alicia Athie, communication officer, IPEC Project, ILO Mexico
Mario López, Coordinator, IDEQ/ILO
Alma Rico, Director of Labour Policies for Women and Children, STPS
María Teresa Galán, STPS consultant
Eduardo Baeza, Director of Farm workers Strategy, STPS
Daniel Padilla, official in the International Affairs Unit, STPS
Claudia Anel Valence, Chief of International Affairs Unit, STPS
Juan Carlos Sánchez, Director of Innovation in Inspection Operations, STPS
Victor Pedro Pérez, Deputy Director of Innovation in Inspection Operations, STPS
Alejandro Alcántara, Director of Programmes for Innovation in Inspection Operations, STPS
Francisco Tornero, Director General of Occupational Safety and Health, STPS
Armando Ortega, Manager of Workplace Accountability, Coca Cola
Ramiro Ornelas, Director General of Services to Priority Groups, SEDESOL
Jorge Vargas, Farmworker Services Program, SEDESOL
Natjeli Ramirez, Executive Director, Ririki
Humberto Jasso, Director General, CNIAA
Jorge Sánchez Fernández, General Coordinator, CNIAA
Maximiliano Camiro, Legal Director, CNIAA
Juan Manuel Avalos, National Union of Sugar Cane Growers
Juan Trejo, Deputy Director for the Conceptual Design of Traditional Surveys, INEGI
Cintli León Marbán, Programme Director, Save the Children - Mexico City
Uriel Cabello Favila, Save the Children - Mexico City
Rosaura Galeana, profesor at the National Pedagogical University
Mónica Torres, Pro-Children Programme, Telefónica Foundation
Xochitl Olvera, Director General of Indigenous Education
Dora Ordóñez, Liaison and Concertation Director for the DIF
Francisco Reyes Cervantes, Director General of COPARMEX
Yesica González Pérez, Director of International Affairs of COPARMEX
Adriana Arriola, Assistant to Fernando Salgado Delgado, CTM
Rodolfo Arias, IMSS official

Oaxaca

Blanca Castañón, Executive Secretary, State Council of Children's and Adolescents' Rights
Rufino Domínguez, Executive Director, Oaxaca Institute for Migrant Services
Dathe level Juárez López, Secretary of Labour and Social Welfare, STPS Oaxaca
María Becerril, UNAM

Chiapas

Roxana Martínez, employee of the Chiapas System of Radio and TV
Adriana Camacho, Executive Chairman, Public Administration Institute of Chiapas
Luis Ignacio López, Legal Advisor, STPS Chiapas
Fabiola Velásquez, student at the Autonomous University of Chiapas
Selenia Abarca, student at the Autonomous University of Chiapas
Nicté Nadayapa Director, Save the Children Chiapas
Oscar Bautista, Save the Children Chiapas

Xalapa

Marco Vinicio Carpinteiro, Director General of Labour Inspections, STPS Veracruz
Arturo Christfield, Legal Advisor, Secretariat of Health of Veracruz
Manuel Mejía, Head of the Counselling and Evaluation Department, Federal Labour Delegation
Patricia Díaz, Executive Secretary, CEDAS Veracruz
María Teresa Guillén, IPEC-ILO consultant
Gerardo Hernández, Director General, Agroecological Center for Coffee
María Magdalena Granados, Director, UNCADER
Víctor Hugo González, UNCADER official
Norma Alcántara, Executive Director, AUGE
Marie Chamussy Lesort, AUGE
Eduardo Cervantes, AP Coordinator, AUGE
Rafael Aquino, AP Social Promoter, AUGE
Juan Martínez Yoal, teacher at the José María Olano Huidobro School
"El Modelo" Sugar Mill
Servando Ruiz, "El Modelo" Sugar Mill
Ernesto García González, "El Modelo" Sugar Mill
Donoreo López, "El Modelo" Sugar Mill
José Antonio Morales, "El Modelo" Sugar Mill
Francisco Villa, "El Modelo" Sugar Mill
Miriam Ceballos, "El Modelo" Sugar Mill
Rosa Salinas, "El Modelo" Sugar Mill
Fermín Cano, "El Modelo" Sugar Mill
Joel Hernández, "El Modelo" Sugar Mill
Jerónimo Montero, La Gloria Sugar Mill
Franti Barrados, La Gloria Sugar Mill
Fermín León, La Gloria Sugar Mill
José López, La Gloria Sugar Mill
Nayeli Barzabal, La Gloria Sugar Mill
Anabel Aguirre, La Gloria Sugar Mill
César Romero, La Gloria Sugar Mill
Lorenzo Rosas, La Gloria Sugar Mill

Michoacán

Zaira Mandujano, Secretary for Migrants Affairs

Abraham García, Advisor for the Secretariat for Migrants Affairs

Guadalupe Vargas Alvarado, Director of Services to Vulnerable Families and Minors (AFEVEM)

State System of Comprehensive Family Development Family (SEDIF)

Matilde Pérez Bravo, Municipal DIF delegate, Los Reyes Municipality

Sinaloa

Luz María Chombo, Social Responsibility Manager, AARC

Francisco Campaña Acosta, President of the Culiacán River Farmers Association (AARC)

Bladilena Ahumada Romo, Director of Labour and Social Welfare, Sinaloa

Arturo López, Programme Coordinator, SEDESOL

Crescencio Ramírez Sánchez, Democratic Network of Indigenous Peoples, State of Sinaloa

Ileana Castro, Director, Save the Children Sinaloa

Leticia García Pérez, Northern Zone Coordinator, Save the Children

Marthas E. Lizárraga Acosta, Save the Children

Rafael de Jesús Trujillo Preciado, CRESTACAI – IMSS

Martha Silvia García Félix, Food Assistance Director, DIF Sinaloa

Appendix 2 - Documents Reviewed

- Alto al trabajo infantil en la agricultura: Contribución a la prevención y erradicación del trabajo infantil en México, en particular sus peores formas en el sector agrícola, con un enfoque especial en la niñez indígena y el trabajo infantil como resultado de la migración interna”. Organización Internacional del Trabajo (OIT). Programa Internacional para la Erradicación del Trabajo Infantil (IPEC). Versión en español. Agosto 2009.
- Proyecto de Michoacán: “Prevención y erradicación del trabajo infantil agrícola en la zona de Los Reyes del estado de Michoacán”.
- Periódico oficial del Gobierno Constitucional del estado de Michoacán de Ocampo. Programa Estatal Concurrente para la Prevención y Erradicación del Trabajo Infantil del estado de Michoacán (Decreto Legislativo 260, noviembre 2007).
- Minutas y oficios para impulsar el PAD en Michoacán.
- Esquema (resumen) del Programa de acción sobre trabajo infantil en Sinaloa
- Informe de resultados Taller: “Condiciones de medio ambiente del trabajo infantil en la agricultura en Sinaloa”. Diciembre de 2011.
- Programa de Acción sobre trabajo infantil en Sinaloa (APSO Save the Children Sinaloa), 2011.
- Programa de Acción sobre trabajo infantil en Michoacán (APSO Los Reyes, Michoacán), 2011.
- Programa de Acción sobre trabajo infantil en Veracruz (APSO AUGUE Veracruz), 2011.
- Sistematización de resultados del taller de planificación estratégica en Sinaloa, 2011.
- Sistematización de resultados del taller de planificación estratégica en Michoacán, 2011.
- Sistematización de resultados del taller de planificación estratégica en Veracruz, 2011.
- Caracterización de la problemática del trabajo infantil en los campos cañeros de Veracruz, Mónica Falcón, 2010
- Guía de Autoformación y Evaluación por Competencias.
- Technical Progress Reports (TPR): March 2010, April 2010, September 2011, October 2011.
- “Child labour and its connection with the exercise of the right to education in Mexico: state of affairs”. Main conclusions and recommendations.
- Legislación nacional. Disposiciones comentadas sobre el trabajo infantil en México y correlativas a su protección, por Patricia Kurczyn Villalobos.
- Resultados preliminares de la Encuesta nacional de percepción de trabajo infantil México 2011.
- El trabajo infantil y su vinculación con el ejercicio del derecho a la educación: Estado de la cuestión en México.
- The Mexican experience in reducing child labour: Empirical evidence and policy lessons, UCW, 2011.
- Estrategia de comunicación proyecto “Alto al Trabajo Infantil en la Agricultura”
- Listado de Trabajos Peligrosos e Insalubres para Menores Trabajadores, COCONASH, borrador 2011.
- Encuesta para niñas y niños hijos de jornaleros agrícolas.
- Diálogo en Acción Social, SIMAPRO.
- Manual del encuestador, Levantamiento de información para la construcción de la línea base, Suut Ichil Kaab.

- Inserción del Trabajo Decente y Productivo como alternativa infantil en la Agroindustria del Azúcar de caña en México, Informe final y productos de la consultoría, 2011

Appendix 3 - Methodology

Midterm Evaluation Methodology

1. Approach and methodology

This evaluation will be carried out in six steps:

1. Document analysis and preparation for the visit: includes review of project documents and preparation for the country visit.
2. Fieldwork: includes visits to AP.
3. Stakeholders' meeting: after the field visits a stakeholders' meeting will be conducted to present the main findings.
4. Draft report
5. Review of draft report
6. Final report

Data collection techniques

Four techniques will be used to collect data for the evaluation: document analysis, interviews, focus groups and visits to the field.

Document analysis: The documents listed at the evaluation ToR (Sources of Information and Consultations/Meetings) will be analysed.

Individual and group interviews: Individual and group interviews will be carried out according with the paragraph 56 (Consultations) of the evaluation ToR.

Topics to be addressed in key interviews

Group Interview with Project Staff: The group interview with project staff will consist of a review of the logical framework and an auto-critical analysis of the following elements:

- Achievement of products and objectives
- Completion of targets
- Aspects that make achieving the objectives difficult
- Aspects that facilitate the achievement of objectives
- Coordination and alliances
- Monitoring and Evaluation (project)
- CL Monitoring system
- Analysis of assumptions and the sustainability strategy

Semi-structured interview with representatives of governmental, non-governmental, implementing organizations, and community based organizations, at national, state and local levels. The interviews with the project partners will cover, during approximately one hour, the following aspects:

- Origins and history of cooperation with the project.
- Objectives, targets and results of the cooperation with the project.
- Human resources, materials and financials used in the cooperation.

- Areas in which the project has had difficulties.
- Areas in which the project has succeeded.
- Opinion on the project (ILO and implementing agencies) and its staff.
- Opinion on the project (ILO and implementing agencies) and actions.
- Understanding of the CL-related definitions and their use.
- Opinion about the impact of the project on the education of children and children's working status.
- Opinion about the impact of the project on the attitude of the authorities with respect to the education and working status of the children.
- Opinion about the impact of the project on the attitude of the parents with respect to the education and working status of their children.
- Opinion of the project
- Sustainability of project interventions.
- Educational innovations which the project has developed to augment the children's entry, persistence and completion of school, and their withdrawal and prevention from exploitive child labour.
- Awareness raising strategies which the project has developed.

Field Visits

The evaluators will visit the sites where the project is carried out. During the visits the evaluators will observe the activities and outputs which the project has developed. Likewise, focus groups with children and parents will be held. Additionally, interviews will be conducted with officers from local governments, NGOs, and community leaders.

Focus groups

Focus groups will be conducted with children and parents in the communities visited in Sinaloa and Veracruz. If it is possible, the participants of the focus groups will be chosen randomly from the list of beneficiaries.

Focus Groups with Children

The objective of the focus group with the children is to identify the educational and productive activities which they are doing and their perception of them. The groups will be formed of no less than six children and no more than 10. The exercise will be done without the presence of the director, teacher, or other member of the project. The focus groups will be done in three steps: 1) introduction of the children, 2) graphical representation of "A Day in my Life" by the children and 3) analysis of information.

Focus Group with Parents

The objective of the focus group with parents is to identify the knowledge they have of the activities of the project and their perception of the education of their children and child labour. The groups will be formed of no less than six parents and no more than 12. The exercise will be done without the presence of the director, teacher, or other member of the project. The focus groups will be done in two steps: 1) introduction of the parents, 2) opinion about the project activities and 3) opinion of education and child labour

2. Techniques by stakeholders

Technique	Type of Stakeholder
Individual interview	Government, NGO, implementing agencies, Project director, ILO personnel.
Group interview	Project staff, Community leaders
Focus group	Parents and children

3. Field visits

The evaluators will visit the sites where the project is carried out: Chiapas, Michoacán, Sinaloa and Veracruz. Additionally, the evaluators will visit Oaxaca, where the Project plans to carry out activities since 2012. During the visits the evaluators will observe the activities and outputs which the project has developed. Likewise, focus groups with children and parents will be held. Additionally, interviews will be conducted with officers from local governments, NGOs, and community leaders. The annex 1 contains the itinerary of visits.

4. Stakeholders evaluation final workshop

After the field visits, a stakeholders' meeting will be conducted by the evaluators that brings together the national implementing partners and other stakeholders. The details of the participants will be determined after consultations with the project staff during the first day of the field work in Mexico.

The meeting will be used to present the major finding and emerging issues, solicit recommendations, and obtain additional information from stakeholders, including those that were not interviewed individually earlier. The evaluators will prepare the meeting by listing the main findings and conclusions of the field-work so far, and issues that require clarification or additional information.

Additionally, another meeting will be conducted before the above-mentioned. This meeting will be addressed only to the ILO staff in order to discuss findings regarding internal topics, such as management and M&E.

Appendix 4 - Terms of Reference

International Labour Organization- International Programme on the Elimination of Child Labour ILO/IPEC

Final -January 2012

Terms of Reference for the Independent Mid Term Evaluation of

“Stop Child Labour in Agriculture: Contribution to the prevention and elimination of child labour in Mexico, in particular the worst forms in the agricultural sector, with special focus on indigenous children and child labour as a result of internal migration”

ILO Project Code	MEX/09/50/USA
ILO Iris Code	101935
Country	Mexico
Duration	48 months
Starting Date	30 September 2009
Ending Date	30 September 2013
Project Locations	Mexico Federal District and Veracruz, Michoacán, Sinaloa and Chiapas States
Project Language	Spanish
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: USD 4,750,000

List of Abbreviations

AP	Action Programme
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CL	Child Labour
DED	ILO/IPEC Geneva's Design, Evaluation and Documentation Section
DWCP	Decent Work Country Programmes
ECLT	Elimination of Child Labour in Tobacco Foundation
FAO	United Nations Food and Agriculture Organization
HQ	Headquarters
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
NAP	National Action Plan
NC	National consultant
NGO	Non governmental Organization
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TL	Team leader
UCW	Understanding Children Work Programme
UN	United Nations
UNDAF	United Nations Development Assistance Framework
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (IPEC) is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of IPEC has over the years focus on providing support to national and local constituents and partners through their project and activities. Such support has to the extent possible been provided in context of national frameworks, institutions and process that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national framework or programmes have provided such focus.
3. Starting in 2001, IPEC has promoted the implementation of such national frameworks through the national Time Bound Programme (TBP) approach which has evolved into the current National Action Programmes (NAPs). The NAP is the framework to operationalize the national CL labour policy as a statement of a country's course or approach to dealing with the problem of CL. It is intended to be a set of coherent and complementary policies, strategies and interventions with the long-term purpose of reducing and eventually eliminating CL.
4. NAPs are designed to be based on existing and planned interventions in all national relevant social and economic sectors, with linkages to UNDAF and other UN programmes. They represent a programme framework, not a standalone project. The NAP formulation and implementation is a national responsibility, requiring national leadership and ownership, as well as national resource mobilization.
5. Mexico has currently no CL NAP, but Mexican authorities have expressed interest in preventing and eliminating CL in agriculture as part of a national and state strategy aimed at the agricultural sector.
6. At global level the agricultural sector is also the economic sector in which most child labourers' work, often in hazardous conditions. The 69% of all CL happens in this sector. ILO/IPEC is working together with FAO, IFAD, CGIAR and IUF since 2007 under the International partnership for cooperation on child labour in agriculture to face this challenge. More information can be found at <http://www.ilo.org/ipec/areas/Agriculture/lang--en/index.htm>.

7. From the perspective of the International Labour Organisation (ILO), the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense, the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Programme should be analysed.
8. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see :

<http://www.ilo.org/public/english/decent.htm>

9. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries' planning and implementing frameworks. The current draft DWCP for Mexico can be found at:

<https://www.ilo.org/intranet/english/bureau/program/dwcp/country/latin/mexico.htm>

Programme Background

10. Mexico has ratified the ILO Worst Forms of Child Labour Convention, 1999 (No. 182) in 2000, and the ILO Indigenous and Tribal Peoples Convention, 1989 (No.169) in 1990. The country has not, however, ratified the ILO Minimum Age Convention, 1973 (No.138).
11. The country does not have a National Steering Committee on Child Labour nor a National Plan of Action for the Prevention and Elimination of Child Labour; However, Mexico has used extensive conditional cash transfer programmes in order to increase education among marginalized children, with a focus on girls' enrolment. The Oportunidades conditional cash transfer programme reaches out to millions of girls and boys in the country and, contributing to eliminate CL in the agricultural sector.
12. The project has been designed taking on account good practices and lessons learned, in particular from three projects: Elimination of Child Labour in the Commercial Agriculture Sector of Central America and Dominican Republic Project (RLA/00/P54/USA)" and "Support for the Prevention and Elimination of Commercial Sexual Exploitation of Children (CSEC MEX/02/P50/USA) and the Protection of CSEC Victims in Mexico Project" (MEX/05/50/USA)
13. It works at two levels: the national level (mainly Mexico Federal District) and the state level (i.e. Chiapas, Michoacán, Sinaloa and Veracruz).
14. The project strategy aims at:
 - a. increasing the knowledge base on child labour in the agricultural sector in Mexico;
 - b. strengthening the legal, institutional and policy framework for the prevention and elimination of child labour, particularly the worst forms in agriculture;

- c. mainstreaming child labour concerns into workers' and employers' agendas and relevant social dialogue forums;
 - d. reinforcing strategies to raise awareness among social partners, other key stakeholders and the civil society, to mobilize action against child labour;
 - e. enhancing the capacities of social partners and other key stakeholders to effectively fight against child labour; and
 - f. Implementing direct action programmes to pilot test child labour prevention, protection and removal strategies, and document them so that they can be included in broader policy frameworks and replicated elsewhere.
15. The objectives and corresponding outputs are presented in Annex II.
16. The project strategy includes strong educational (provision of basic education and vocational training) and income-generation alternatives components. The provision of services to project beneficiaries is linked to government social programmes, including *Oportunidades*.
17. The overall target encompasses 6,500 children for withdrawal and prevention from child labour (2,250 will be removed from work, 500 protected in the workplace/undertaking and 3,250 prevented from entering into child labour).
18. The remaining 500 girls and boys are withdrawn or prevented from hazardous work through the provision of other non-education related services, which include income generation and/or skills training for parents of children at risk; and the provision of information and orientation on child labour through face-to-face counselling and occupational safety and health information, as well as the provision of health services.
19. Among them 6,000 boys and girls are targeted to receive educational and/or training services directly from the project.
20. As of October 2011, the Project presents the following achievements:
- a. Creation of a multi-party committee of experts responsible for developing a proposed "list of hazardous occupations for working children"
 - b. Draft list of hazardous occupations for working children in consultation
 - c. consultation and implementation of new rules on hazardous CL, including the establishment of research agreements with the School of Medicine of the National Autonomous University of Mexico and capacity building activities with the Labour Inspectorates at Federal and State levels
 - d. Tripartite Commissions organized in three states for generating information, producing lists of hazardous occupations and develop workplace inspectors
 - e. Direct programs started in Sinaloa and Veracruz states, and initially developed in Michoacan state (in stand by at this moment due to security issues)
 - f. Sugar cane sector actors committed to address child labour as part of the value chain strategy
 - g. Research studies on implementation: i) education and CL ii) public perception on CL, iii) CL in the sugar value chain, and iv) trends in CL reduction, the case of Mexico (in partnership with UCW)

II. Purpose and Scope

Purpose

21. The main purposes of the mid-term evaluation are:
- a. To review the on-going progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered),
 - b. To examine the likelihood of the programme achieving its objectives.
 - c. To examine the delivery of the programme inputs/activities.
 - d. To review the nature and magnitude of constraints, the factors affecting programme implementation and an analysis of factors contributing to the programme's success.
 - e. To identify emerging potential good practices.
22. The mid-term evaluation should provide all stakeholders (i.e. national stakeholders, the project management team and IPEC) with information to assess and revise, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.
23. The evaluation analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the on-going experience.

Scope

24. The evaluation will focus on the ILO/IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes/projects)
25. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
26. The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.

III. Suggested Aspects to be Addressed

27. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
28. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Guidelines to Results-Based Evaluation: principles, Rationale, Planning and Managing for Evaluations', Version 1, January 2010
29. For gender concerns see: ILO Guidelines on "Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects," 2007 (further information is also available at www.ilo.org/gender).
30. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
31. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED) and the project coordinator. It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. **The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.**
32. Below are the main categories that need to be addressed:
 - Design
 - Achievements (Implementation and Effectiveness) of Objectives
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed

IV. Expected Outputs of the Evaluation

33. The expected outputs to be delivered by the evaluation team are:
 - Inception report: this report based on the Desk review should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible
 - The report will consider the points defined in the DED Inception report outline.
 - Stakeholders workshop at the end of the field work
 - Draft evaluation report (in English and Spanish). The evaluation report should include and reflect on findings from the field work and the stakeholder workshop

- Final evaluation report (in English and Spanish) including:
 - ✓ Executive Summary with key findings, conclusions, recommendations, lessons and good practices
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations linked to the various key stakeholders (i.e. specifying to which actor(s) applies each one)
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix (adjusted version of the one included in the Inception report)
- The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
- All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
- The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the DED-ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation Methodology

34. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
35. The evaluation team leader will be asked to include, as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analysing achievements of the projects and contributions of the Action Programmes (included in the Inception report template).

36. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the project and the action programmes, results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED and provided to the Project for input prior to the commencement of the field mission.
37. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
38. The evaluation team will undertake field visits to the programme in three of the four states. The evaluators will conduct interviews with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a workshop towards the end of the field visits.
39. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
- Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
 - Areas known to have high prevalence of child labour.
 - Locations next to and not so close to main roads
40. The national workshop will be attended by IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. These events will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback. These meetings will take place towards the end of the fieldwork in each country.
41. The consultant will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader
42. The team leader will be responsible for drafting and finalizing the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate. The evaluator team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
43. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the programme office in Mexico DF. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
44. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

The team responsibilities and profile

45. Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Development of the evaluation instrument • Briefing with ILO/IPEC-DED • Telephone interviews with IPEC HQ and regional officers and the Donor • Technical guidance to national consultant • Undertake field visits in Mexico (DF and states) • Facilitate stakeholder workshop • Draft evaluation report • Finalize evaluation report 	<ul style="list-style-type: none"> • <u>Not have been involved in the project.</u> • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader. • Experience in the Latina America • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. • Experience at policy level and in the area of education and legal issues would also be appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Fluency in Spanish is essential and English an asset. • Experience facilitating workshops for evaluation findings.

46. National consultant

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Contribute to the development of the evaluation instrument • Organize interviews of stakeholders and field visits in the country • Co-Facilitate stakeholder workshop (under the team leader leadership) • Contribute to the evaluation report through systematizing data collected and providing analytical inputs • Others as required by the team leader 	<ul style="list-style-type: none"> • Relevant background in country social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Relevant country experience, preferably prior working experience in child labour. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience facilitating workshops for evaluation findings. • Fluency in Spanish essential (and English an asset) • Knowledge of local languages in the field visit areas an asset • Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Schedule

47. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

48. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team leader	<ul style="list-style-type: none"> Briefing with ILO/IPEC Desk Review of programme related documents Telephone briefing with IPEC DED, donor, IPEC HQ and ILO regional 	5	3
II	Evaluation team with logistical support by project	<ul style="list-style-type: none"> In-country for consultations with programme staff Consultations with programme staff /management Interviews with programme staff and partners Field visits Consultations with girls and boys, parents and other beneficiaries 	14	14
III	Evaluation team leader	<ul style="list-style-type: none"> Workshop with key stakeholders Sharing of preliminary findings 	2	2
IV	Evaluation team leader	<ul style="list-style-type: none"> Draft report based on consultations from field visits and desk review, and workshop Debriefing 	8	3
V	DED	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader 	0	0
VI	Evaluation team leader	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 	2	1
TOTAL			31	23

TL: Team leader

NC: National consultant

49. Summary schedule:

Phase	Duration	Dates
I	5 days	16-20 Jan
II-III	16 days	23 Jan. -7 Feb.
IV	8 day	13-26 Feb.
V	14 days	27 Feb.- 9 March
VI	2 day	15 March

50. Sources of Information and Consultations/Meetings:

Available at HQ and to be supplied by DED	Project document DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> Progress reports/Status reports Technical and financial reports of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files National Action Plans

51. Consultations (at national and state level as applies) with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- Government stakeholders (e.g. representatives from Department Labour, Social Development etc.)
- Government representatives, legal authorities etc. as identified by evaluation team
- National partners involved in the further development, enhancement and implementation of national processes
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL
- US Embassy staff

Final Report Submission Procedure

52. For independent evaluations, the following procedure is used:

- The evaluator will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluator** by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

53. The resources required for this evaluation are:

- For the evaluation team leader:
 - ✓ Fees for an international consultant for 31 work days
 - ✓ Fees for local DSA in project locations
 - ✓ Travel from consultant's home residence to Mexico DF and field locations in line with ILO regulations and rules
- For the national consultant:
 - ✓ Fees for 23 days
 - ✓ Fees for local DSA in project locations

- For the evaluation exercise as a whole:
 - ✓ Local travel in-country supported by the project
 - ✓ Stakeholder workshop expenditures in Mexico
 - ✓ Any other miscellaneous costs.

54. A detailed budget is available separately.

Management

55. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED, should issues arise. IPEC project officials and the ILO Office in Mexico DF will provide administrative and logistical support during the evaluation mission.

Annex I - Suggested Aspects to Address

Design

- Determine the validity of the project design, the effectiveness of the methodologies and strategies employed and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document.
- Assess whether the programme design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal and external logic of the programme (degree to which the programme fits into existing mainstreaming activities that would impact on child labour).
- Analyse whether available information on the socio-economic, cultural and political situation was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors and assumptions identified at the time of design? Have these underlying assumptions on which the programme has been based proven to be true?
- Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking gender issues into concern.
- How well did the programme design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for programme implementation and the sequencing of programme activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of programme results defined clearly at the design stage of the programme?
- Does the programme reflect specific considerations for root causes of CL in agricultural sector, especially regarding migrant and indigenous children?
- How relevant are programme indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact. More specifically, have the IPEC indicators used to measure the programme been appropriate for the project, in light of the focus on direct action programmes in combination with mainstreaming activities?
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?

Achievements (Implementation and Effectiveness) of Objectives

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
- Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?

- Examine delivery of programme outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess how much has the project contributed to build the capacity of government agencies on the federal, state, and local levels to coordinate quality services to migrant workers?
- Assess whether the programme is in process of achieving its immediate objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the direct interventions.
- Is the programme meeting its stated purpose and outputs in the project document? If not, what were the factors that contributed to the programme's delay and were they justifiable?
- Have unplanned outputs and results been identified and if so, why were they necessary and to what extent are significant to achieve project objectives?
- Assess the programme monitoring system including the PMP, work plans, processes or systems.
- Evaluate the programme's data collection strategies
- How did positive and negative factors outside of the control of the programme affect programme implementation and programme objectives and how did the programme deal with these external factors?
- Assess the programme's gender mainstreaming activities.
- How effective were the APs, research projects, and policy projects, and how are they contributing to the project meeting its immediate objectives?
- How was the capacity of the implementing agencies and other relevant partners to develop effective action against child labour enhanced as a result of programme activities?
- How is the programme responding to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the programme team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the programme?
- As the project has faced significant delays, please assess the impact of these delays on the project implementation and outcomes.

Enabling environment (Capacity Building)

- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- How effective has the programme been at stimulating interest and participation in the programme (i.e. migrant indigenous communities) at the local, state and federal level (i.e. Government)?
- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes)?
- How successful has the programme been in mainstreaming the issue of child labour into on-going efforts in areas such as education, alternative employment promotion and poverty reduction?
- How relevant and effective were the studies commissioned by the programme in terms of affecting the national debates on child labour?
- Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.

- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the programme for use by stakeholders (i.e. partners).
- Assess the influence of the programme on national data collection and poverty monitoring or similar processes.
- Assess the extent to which the ILO/IPEC programme has been able to promote a NAP for all economic and social sectors or for any particular one, such as the agricultural sector.

Direct Targeted Action

- Do the IPEC programme and project partners understand the CL-related definitions and their use (i.e. withdrawal and prevented, in the pilot projects) and do the partners have similar understanding of the terminology used? Please assess whether the programme is accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- Assess the effectiveness of the different action programmes on implementation and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?
- What kinds of benefits have the target beneficiaries gained?
- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the process for documenting and disseminating action programmes for scaling-up and lessons.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups (i.e. indigenous and migrant population) to services and resources.
- Assess the criteria for selecting beneficiaries and implementing agencies for the projects.

Relevance of the Project

- Examine whether the programme responded to the real needs of the beneficiaries and stakeholders.
- Assess validity of the programme approach and strategies and its potential to be replicated.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the projects based on the finding of baseline surveys.
- How is this programme supporting and contributing to the formulation of a NAP?
- How did the strategy used in this project fit in with the national education, anti-poverty and agricultural sector efforts, and interventions carried out by other organizations (including national and international organizations)?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

Sustainability

- Assess to what extent a phase out strategy was defined and planned and what steps were being taken to ensure sustainability (i.e. government involvement). Assess whether these strategies had been articulated/explained to stakeholders. Consider the different project components
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders (government and implementing agencies) and to encourage ownership of the programme to partners.
- Assess the degree to which the project has facilitated the substantive participation of indigenous organizations and the extent to which their input has been reflected in project design and implementation.
- Assess the degree to which the project has worked with a gender perspective, reflected in project design and implementation, with focus on sustainability of project outcomes.
- Assess programme success in leveraging resources for on-going and continuing efforts to prevent and eliminate child labour. Analyse the level of private sector / employers' organizations commitment, paying specific attention to how these groups participate in programme activities.

Specific Aspects to be addressed:

- Discuss what gaps and opportunities remain in addressing exploitive child labour at the national and local levels.
- Has project implementation reflects specific considerations regarding migrant and indigenous children in the agricultural sector
- Assess the effect of the project in involving agricultural sector stakeholders (i.e. Ministry of agriculture, agricultural workers unions and agricultural producers' organizations; and what were the main constrains for full engagement and how to overcome them.
- Analyse the effectiveness of the strategy of working with the Conditional Cash Transfers Program "Oportunidades" to reduce CL
- Identify the lessons generating by applying specific strategies per state. Consider its validity for other states in Mexico and for the national level.

Annex II - Objectives and Outputs

DEVELOPMENT OBJECTIVE: To contribute to the prevention and elimination of child labour, in particular the worst forms in the agricultural sector in Mexico, with special focus on indigenous children and child labour as a result of internal migration
IMMEDIATE OBJECTIVE 1: By the end of the project, the legal, institutional and policy framework to prevent and eliminate child labour, in particular the worst forms in the agricultural sector is strengthened
Output 1.1. National law and regulations to prevent and eliminate child labour are harmonized with international labour standards
Output 1.2. Capacity of labour inspectorate and other relevant actors to address child labour in agriculture strengthened
Output 1.3. Policy framework and Action Plans to prevent and eliminate child labour adopted/ reinforced and implemented at national and state levels (2 states)
IMMEDIATE OBJECTIVE 2: By the end of the project, social partners are implementing actions to eliminate child labour in agriculture
Output 2.1. Information and awareness of workers' and employers' organizations on child labour increased and social dialogue enhanced
Output 2.2. Employers', workers' and peasants' organizations technical capacity on child labour strengthened
IMMEDIATE OBJECTIVE 3: By the end of the project, knowledge base to inform actions of key actors to combat child labour in agriculture increased
Output 3.1. A knowledge and information toolkit on child labour in agriculture in Mexico produced, compiled, made available and disseminated
Output 3.2. Key stakeholders (social partners, opinion makers, coordination committees, parliamentarians, authorities, NGOs, children and their families) aware and informed on the negative consequences of child labour in agriculture
Output 3.3. Journalists, mass media operators and other key stakeholders informed, trained and aware of the negative consequences of child labour in agriculture
IMMEDIATE OBJECTIVE 4: By the end of the project, pilot demonstrative direct action interventions for withdrawal and prevention of children from work in agriculture will have been implemented and documented in selected states
Output 4.1 Local models to prevent and withdraw, at least 6,500 children from child labour in agriculture are in place in selected states
Output 4.2. Project direct beneficiaries provided, as relevant, with quality educational services and/or marketable vocational training alternatives
Output 4.3. Project target families provided, as relevant, with quality income generation and vocational training marketable alternatives