



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Final Evaluation

**"Progressive Eradication of Child Labor in Gravel
Production in Retalhuleu, Guatemala"**

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An independent evaluation

**Geneva
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NOTE ON THE EVALUATION PROCESS

This evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that its independence was not compromised during the process.

The evaluation was carried out by an independent consultant, Carlos Borge Carvajal.

The field mission took place in April 2005. The opinions and recommendations included in this report are those of the author and do not compromise the ILO or any other organization involved in the project.

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1. EXECUTIVE SUMMARY

Guatemala is a country with widespread poverty, with poor infrastructural conditions, and it is undergoing a process to build a peaceful development model. However, this national task has not been easy as there are still very poor sectors. Children are one of the most vulnerable sectors in its population, especially children in rural areas, such as San Felipe, San Martín Zapotitlán, Santa Cruz Muluá, and San Sebastián in Retalhuleu.

The Action Programme “Children Working in Gravel Production, Retalhuleu, Guatemala”, started in 1998 and was implemented by the Asociación Guatemalteca para el Desarrollo Sostenible (HABITAT). This project was implemented for two years. At the end of this period, the evaluation stressed both the achievements made in the area of education and the difficulties of the components on income generation, especially regarding the purchase and operation of the gravel crusher.

In 2000, a Logical Framework and Summary Scheme for a new project entitled “Progressive Eradication of Child Labor in Gravel Production in Retalhuleu, Guatemala” were prepared. This project is usually referred to as the “Piedrín Project.” The project was financed through a contribution by the United States Department of Labor (USDOL) of US\$ 584,918. Of this amount, IPEC-ILO used \$353,918 to pay for the salaries of three staff members, a vehicle, the rental of an office, telephone and utilities, per-diem expenses for the project monitoring, unexpected expenses, fees, and the exchange rate differential. The rest of the money, \$236,535-, was invested in the project as operational and administrative expenses of its components, through the implementing agency CEIPA.

A sum equivalent to 33.84% of this budget still needs to be executed. Of this, 17% has already been allocated. So the remainder of the assigned budget comes to 16.84%. This amount includes the budget of the revolving fund that was not used due to the change in the donor’s policies.

Regarding the evaluation of the project design, it should be pointed out that the project is relevant and that it responds to the need to eradicate child labor in the exploitation of rock materials deposited in the Samalá River. The environmental, health, and labor conditions in which this work is carried out are not suitable for adults, and much less for children.

IPEC-ILO’s overall strategy for eradicating child labor is theoretically consistent. The strategy is closely related to the problem, its causes, and its effects. The proposal correctly uses education as the strategic line of action that could break the vicious structural poverty cycle of working children. The strategies of health care, generation of economic alternatives, and awareness-raising for the diverse sectors are three integral and indispensable axes that have been well chosen.

Education is the foundation or platform and the other objectives are the tripod, that is, the forms of support that hold up this platform.

The design is based on the social, economic, and institutional conditions of the target group (gravel workers) and the social reality of the four municipalities in Retalhuleu.

Regarding the evaluation of the project's performance, the project is holistic, comprehensive, and coherent in its diverse aspects. The coordination team managed to link these parts, despite of delays in making the decision about which executing agencies were to work with each component. There is no doubt that CEIPA's experience with respect to working with children and its institutional strength had a great deal to do with the coordination and implementation of the various components.

According to the educators and children interviewed, the outcomes produced in education are of high quality. The population covered has been larger than that stated in the goals. The results achieved in education validate all the investment made, and the cost-benefit ratio is highly positive.

Conceptually and strategically, ILO/IPEC has placed the education component as the core objective and main outcome for the progressive eradication of child labor. Strategically, education has shown to be the best way to break the vicious cycle of poverty in the many contexts of the developing countries.

CEIPA and ILO/IPEC consultants integrated this vision in the approach to the situation of the gravel-producing population of the Samalá River by placing education as the core priority of the project.

The work of this component includes activities such as scholarships for children and teenagers, training for teachers, food for children, academic reinforcement, support provided to regional educational activities, an academic degree in children's rights, and many other related aspects.

Each activity was focused on achieving the access of children and adolescents to education in order to decrease the number of hours devoted to working. This concept is consistent with and directly related to both the development objective and the first immediate objective.

It is a holistic, comprehensive, and integral project. Overall speaking, it's components were well designed and implemented. The coordination team understood and was able to balance the objectives, giving the highest priority to education.

The late introduction of the economic alternatives component, the lack of a good baseline study to analyze the situation, and the confusion about monitoring took away some of the coherence and consistency of the larger vision with which the

Project was designed. Nevertheless, this did not reduce the achievements obtained in education and the reduction of working hours for children, an orientation which remained constant in all activities.

The mission to progressively eradicate child labor remained effective throughout the Project, despite the fact that the economic and social conditions of the families and within the region moved in the opposite direction. The structural poverty of the region and the crisis of falling coffee prices constantly worked against the achievement of this mission.

In sum, the concept and strategy of eliminating and reducing child labor through education and training is relevant, consistent, coherent, and viable. The Project was focused on this theoretical supposition, which gave good results.

Generally speaking, the main stakeholders are very pleased with the project's performance, greatly value its contribution in education, and constantly mention the good relationship established among the parties involved. They have built a relationship of trust and cooperation which has allowed them to think of the Project beyond IPEC's initial monetary investment.

Finally, we would like to point out that we believe that the overall concept of the Project is fully replicable in any context in Latin America for the purpose of gradually eradicating child labor. The design, in which education is the main platform, and the components of awareness raising, economic alternatives, and health are the pillars of such a platform, would be politically, culturally, and socially viable throughout the continent.

Nevertheless, the concept should be contextualized in each national, regional, and ethnic situation. Based on a given context, the outcomes, activities, and indicators will change, thus discussion and analysis of the hypotheses, assumptions, and external and internal conditions are crucial. The depth of the analysis is determined by the experience of the planners and a good understanding of the local contexts and reality. In addition, it is necessary to find implementing agencies that specialize in childhood and education. This will make it easier to replicate the successful outcomes that the Piedrín Project has produced.

2. PROJECT CONTEXTUALIZATION AND BACKGROUND

Guatemala is a country with widespread poverty, with poor infrastructural conditions, and it is undergoing a construction process to build a peaceful development model. However, this national task has not been easy as there are still very poor sectors. Children are one of the most vulnerable sectors in its population, especially children in rural areas, such as San Felipe, San Martín Zapotitlán, Santa Cruz Muluá, and San Sebastián in Retalhuleu.

GUATEMALA IN FIGURES

Population	11.2 million
Area	108,889 km ²
Urban population	39.4%
Rural population	60.6%
Population under 18 years old	50%
Indigenous population	40.5%
Poor population	56.19%
Poor population in rural areas	81.36%
Illiteracy	31.7%
Average schooling	4.3 years
Unemployed	152,000 people
Underemployed	6,819,000 people
Child mortality	44
Child morbidity	22.2
IRAS child mortality	18.2
Diarrhea	22.2
Chronic malnutrition	48.7
Children 7-14 not attending school	657,000 (26%)
School desertion	204,543
Working children	1 million
% of children in national EAP	20%
Adolescents aged 13-18 not attending formal education	75%
Children at risk of starving	60,000

Source: UNICEF, 2004

Retalhuleu has the highest school desertion rate nationwide, with 14.9% (Sololá has 0.7%) and the grade repetition rate is 31.05%, in the twelfth place of the 22 provinces nationwide. The four municipalities in which the gravel project has been implemented are those with the lowest desertion rates in the nine municipalities of the province; however, they are still high within the national context¹. The grade

¹ At primary level for girls and boys in Piedrín it was calculated at 6.2% for 2004, less than half of the departmental figures (Narrative Report, Piedrín Project 2004, p.2)

repetition grades are also the lowest, but are above 25% (Statistics of MINEDUC, 2004).

In Guatemala, overall illiteracy reaches 31.7%, and in the rural areas it exceeds 50%. On average, schooling of the Guatemalan population does not exceed 4.3 years. In addition, 26% of the children between 7 and 17 years old do not attend school at all (UNICEF, 2004). Among the target population consisting of gravel-producing families, 48% are illiterate (Universidad Landivar, 2001). According to this baseline study, for the population over 30 years of age, when females are included, the illiteracy percentages increase dramatically.

The economic subsistence of this province has been based, over the last 50 years, on the production of cotton, basic grains, sugar cane, and coffee, as well as on cattle raising, port activities, and, to a lesser degree, trade and fishing. All of these industries, with the exception of sugar cane harvesting, have been going bankrupt since the end of the 80s. Since they are closely related, they have depressed the entire economic system, resulting in significant migration trends.

In 1976 an earthquake in the Guatemalan high plateaus, and the violent eruption of the Santiaguito Volcano (which had emerged in 1915) coincided. One of the sources of the Samalá River is found at the foot of this volcano; its basin runs along the Totonicapán and Quetzaltenango valleys, both of which are highly populated and have extensive agro-industrial activity.

Since the eighties and nineties, the Central American Pacific coast has been seriously affected by the side effects of several hurricanes that originated in the Caribbean, such as hurricanes Cesar, Joan, and Mitch. The Samalá river basin was profoundly affected by these natural phenomena, as large blocks of rock composed of fine volcanic detritus, volcanic granite, and other pyroclastic materials were released from the Santiaguito Volcano. What used to be a deep riverbank was filled with mineral deposits, and a wide, fan-shaped area of ejected materials formed at the end of the bridge that connects the city of Retalhuleu with the rest of the country.

After the 1976 earthquake, cement and igneous conglomerate rock started to be used for construction; these materials are taken from quarries and rivers. In the eighties, this demand coincided with the unemployment caused by the bankruptcy of the agricultural and livestock raising systems of Retalhuleu. Although the material from the river is not high quality, demand for it has grown but not its sale price. In 1980, there were only a few families working in the quarries extracting sand and gravel. By 1998, there were already 150 families involved in this activity; at present, there are 240 families, and the trend has been growing.

Children have become an important labor force in this business. It is still not known exactly how many are involved, but it is estimated that 700 children between the ages of 5 and 17, both male and female, work in this activity. According to our interviews, they earn between 35% and 50% of the total income of their families,

which is devoted to gravel production. The average income of these families is between \$70 and \$120.

Stone, gravel, and sand are the materials that parents and children mine from the river. All of the work is done under extremely unhealthy and unsafe conditions. The waters are highly contaminated. In fact, the sun, the high temperatures; the weight of the materials, the deficient equipment used, and the old-fashioned mining technology make this one of the worst forms of child labor.

In addition, the population is malnourished, poorly dressed, and ill shod. They live in overcrowded conditions, and their houses are in terrible condition, and have no water or latrines. The result is boys and girls who do poorly in school because they are not only tired and hungry when they get to school, but their eyes and hands are also painful and injured from working in gravel extraction.

In this context, in 1996, ILO and the Guatemalan government signed an agreement to execute the International Program for the Eradication of Child Labor (IPEC). This program in turn produced the initiative for benefiting these children.

The local Children Working in Gravel Production, Retalhuleu, Guatemala, started in 1998 and was executed by Asociación Guatemalteca para el Desarrollo Sostenible (HABITAT). This project was implemented for two years. At the end of this period, the evaluation stressed both the achievements made in education and the difficulties of the production projects, especially regarding the purchase and operation of the gravel crusher.

In 2000, a Logical Framework and Summary Scheme for a new project entitled “Gradual Eradication of Child Labor in Gravel Production in Retalhuleu, Guatemala” was prepared. This project is usually referred to as the “Gravel Project.” The project was approved in December 2001 and stated the following objectives:

Development objective: The project will contribute to the elimination of child labor in the production of gravel in the Samalá River basin, Retalhuleu, Guatemala.

Immediate objective 1: By the end of the project, child labor in gravel production will have been reduced through prevention measures and the withdrawal of children from work. The children in gravel production will have been identified and i) the children will receive schooling and other support and vocational training services, and ii) the children will have access to health and hygiene services. The reduction of the health-related costs will also contribute to reducing child labor.

Immediate objective 2: By the end of the project, the target families will have increased their income (salary).

Immediate objective 3: By the end of the project, local and national authorities, communities, and parents will have been made aware about and will have been

motivated to take measures against child labor, especially that involved in gravel production.

Immediate objective 4: By the end of the project, the educational system will have been improved as a result of the ongoing efforts made for the eradication of child labor in gravel production in Retalhuleu.

Although the Project was approved in December 2001, the agreement with CEIPA was not signed until September 2002. During this time, a transitional disbursement of \$5,000 was made in order to start approaching the community and to organize the Scholarships for Peace program. The second disbursement was made in October 2002. In 2003, some funds were allocated for the administrative area and the programme coordinator received the induction in the administrative field. The health component started operating at the end of 2002, and the component dealing with economic alternatives began in June 2003.

In October-November 2003, a midterm evaluation was carried out, an evaluation which stressed both the achievements made in education as well as the difficulties encountered with the economic alternatives component, this given the startup delay.

By 2004, the project was in full operation. In 2005, the team was composed as follows:

POSITION/TEAM	PERSON	LABOR INSTITUTION
EDUCATION		
Project Coordinator and consultant of the educational component	Linda Ferris	IPEC-ILO
Remedial teacher	Ulízar Pardo	CEIPA
Reinforcement teacher	Argentina Reyes	CEIPA
Education Specialist	Veralí Ruiz	CEIPA
Statistics officer and support of technical training	Juanita Morales	CEIPA
INCIDENCE		
Monitoring Coordinator and consultant of awareness raising component	Carlos Monzón	IPEC-ILO
Health Specialist*	Aura Cárdenas	CEIPA
Awareness-raising Specialist	Nancy Hermosilla	CEIPA
Monitoring Promoter	Rafael Batres	IPEC-ILO
PRODUCTIVE OPTIONS		
Economic Alternatives Consultant	Víctor Hernández	IPEC-ILO

Assistant	Sheyla Hermosilla	IPEC-ILO
Economic Alternatives Specialist	Julio Batz (replaced in March by Sheila Hermosilla)	CEIPA
Instructors	13 people	CEIPA
ADMINISTRATION		
Accountant	Claudia López	CEIPA
Accounting Assistant	Mildred Pereira	CEIPA
Office maintenance	Sara León	IPEC-ILO
Institutional Coordination	Ricardo García	CEIPA

Source: Gravel Project. April 2005.

*At the time of the evaluation, this person was no longer working with the project.

The project completed its execution period last year, but because of delays, it was extended until June 2005.

The project was financed through a donation made by the United States Department of Labor (USDOL) of US\$ 584,918. Of this amount, IPEC-ILO used \$353,918 to pay for the salaries of three staff members, three child labour monitors, Monitoring training, a vehicle, the rental of an office, telephone and utilities, per-diem expenses for the project monitoring, the salary of an administrative assistant, unexpected expenses, mid term and final evaluations, fees, and the exchange rate differential. The rest of the money, \$236,535, was invested in the project as operational and administrative expenses of its components.

An amount equivalent to 33.84%, of the available budget still needs to be executed. Of this, 17% has already been allocated. So the remainder of the assigned budget amounts to 16.84%. This amount includes the budget of the revolving fund that was not used due to the change in the donor's policies. Of the remaining \$236,535, 66.2% was disbursed as follows:

COMPONENT	PERCENTAGE EXECUTED (%)
Education	29.3
Awareness-raising	10
Health	11.1
Economic alternatives	28.9
Administration	20.5

In addition, the Gravel Project managed to attract funds from other donors, both in money and in kind, amounting to \$140,214. These figures do not include a series of intangibles that are difficult to calculate. If the entire budget is executed, the final total investment would be US\$725,132.

The Gravel Project will end in June 2005; thus, a final evaluation had to be carried out. The following section explains the methodology used for this purpose.

3. EVALUATION METHODOLOGY

Evaluation Goal: To provide knowledge and experience gained with respect to factors related to the project's success, its strengths, and the potential to improve future interventions in similar socio-economic contexts.

Evaluation Purpose: To analyze the effects of the project on the target population and its contribution to the eradication of child labor in gravel production.

General Objective of the Evaluation: To analyze the project's results with regards to the originally stated objectives.

Specific Objectives of the Evaluation:

- a) Identify the outcomes with respect to the eradication of child labor in gravel production
- b) Determine the outcomes of the project's specific objectives (the increase in the family income, the awareness-raising of the population so as to create opposition to child labor, and the improvement of children's access to the educational system).
- c) Analyze the pertinence, consistency, coherence, and viability of the objectives, outcomes, and activities executed by the project (analysis of their unity, comprehensiveness, and strategic vision).
- d) Analyze the project's sustainability strategy once this *intervention period* is over, and explore the possibilities of replicating experiences and the intervention model.

Evaluation Criteria:

The principles and criteria established by ILO for independent evaluations were used, focusing on the examination of the design, execution, and performance of the project. The most relevant issues of the evaluation were the following: viability, pertinence, consistency, coherence, efficiency, effectiveness, sustainability, and replicability.

Particular attention was paid to the analysis of the relationship between human and financial investments and the objectively verifiable outcomes. In this sense, the evaluation was concerned with and focused on the study of the direct and actual outcomes for the children who have worked in gravel production, these youngsters being the target population and the justification of this project.

Evaluation Norms:

- a) The children and their families in the Samalá River basis, in addition to the operational and administrative structure of the project, are to be at the core of the evaluation.
- b) The evaluation will be done in close coordination and collaboration with the project and with its staff members.
- c) An evaluation is primarily a learning exercise carried out in order to gain knowledge, and it is useful so as to be able to grow, improve, and achieve good results in the future. An effort will be made so that the evaluation may be of some benefit.
- d) Interviews will be carried out with the stakeholders that are part of the social and institutional relationships between Samalá and the Project. The Project Coordination team will prepare a list, and together, they will decide on the visits to be made.
- e) Reports and evaluations which had been made previously are considered an integral part of the project; as such, they will be consulted.
- f) An effort will be made to make the evaluation process participatory. Consultations with members of the community and respect for local knowledge will be constants in the approach to be implemented in this process.

The mission schedule, the sources consulted, and the list of people interviewed or who participated in the workshops may be found in the annexes.

We would like to thank the team of the Gravel Project and CEIPA for their openness, transparency, and availability during the process of this evaluation. Ms. Linda Ferris, Project Coordinator on behalf of IPEC, was essential for the success of this evaluation mission. Similarly, we would like to thank the valuable and relevant collaboration of Costa Rican anthropologist and administrator Sandra Esquivel, who contributed to this evaluation.

4. EVALUATION OF THE PROJECT'S DESIGN

The project was designed by the IPEC office in Guatemala as a continuation of Phase I. The design took into account both the prior experience and the expertise generated thereby. However, it is not clear whether gravel-producing children and their families, as well as governmental entities related to the topic—such as municipalities, the Ministry of Health, and the Ministry of Education—directly participated in the discussion.

4.1 Pertinence

The entire project is relevant, and responds to the need to eradicate child labor in the exploitation of igneous materials deposited by the Samalá River. The environmental, health, and labor conditions under which this work is done are not suitable for adults, much less for children.

In particular, regarding the project components, it should be pointed out that the first immediate objective was quite pertinent since it refers to the reduction of child labor through education and health care.

However, the outcomes and activities proposed for the health sector were not clearly defined and are very broad, and, in our opinion, they do not correspond well with the most immediate needs of these gravel-producing children. Activities such as the opening of drugstores, the construction of latrines, and the training of midwives are not very crucial with regards to providing attention for the immediate health problems identified in these children.

4.2 Consistency

IPEC-ILO's overall strategy to eradicate child labor is theoretically consistent. The strategy is closely related to the problem, its causes, and its effects. The proposal correctly identified education as the strategic line that may break the structural poverty of working children. The tactical lines of health care, the generation of economic alternatives, and the raising of awareness of diverse sectors are three integral and indispensable pillars that have been well thought out. Education is the platform which can make it possible for these children to have a good life. The other three objectives are the tripod on which this platform stands.

4.3 Coherence

Several significant problems regarding the coherence of the project's design were noted. They caused difficulties throughout the project's execution and even at the time of evaluating the project's performance:

- a) Four immediate objectives were set, which had some problems related to lack of precision both in their measurement parameters and in their drafting. In the first objective, education and health care were merged, and the fourth took up the question of education again. It would have been expected that the development objectives be directly related to the working components: 1) education, 2) health, 3) incidence, and 4) economic alternatives. Thus, the coherence of the design would have had a direct relationship to the strong theoretical consistency of the project.
- b) The logical framework scheme was divided into two parts: a matrix of objectives-outcomes-activities and a matrix of objectives-indicators-verification means, thus losing the added value of the logical framework, which is precisely to have a comprehensive panorama in a single instrument.
- c) The indicators as defined do not correspond fully with the expected outcomes or vice versa. For some of the outcomes, no indicators were defined so as to be able to measure their progress.
- d) The expected outcomes are not clearly defined in the summary scheme. In some cases, they are established quantitatively, but not in others. It has been

necessary to infer the expected outcomes from among the different sections of the summary scheme: the objectives-outcomes-activities matrix, the objectives-indicators-verification means matrix, the target population, and the narrative of the strategies. For instance, the fourth objective, unlike other outcomes that have been stated quantitatively in the objectives-outcomes-activities matrix, states that by the end of the project: “4.2 The educational system will be more suitable for the needs of the children who start their education late or who have stopped studying.” However, in the section about the target population, it states that “about 175 teachers from the municipalities included will receive training in the incorporation of working children in their classrooms” and that “20 teachers will receive training and an incentive to provide attention after school hours to overage children and to carry out monitoring tasks.”

- e) In some cases, there are even substantial content differences between what is proposed in the narration of the component strategies and the outcomes and indicators proposed. This is the case of the objective about health care, whose outcomes and indicators differ substantially from what is proposed in the narration of the strategies of this component.
- f) The descriptive text of the strategies of Phase II of the summary scheme proposes four components: education, incidence (including awareness raising, community organization, and lobbying), health, and economic alternatives; meanwhile, the logical framework of the objectives-outcomes-activities matrix proposes three components: education, raising awareness, and coordination.

4.4 Viability

The design is based on the social, economic, and institutional conditions (opportunities, deficiencies, strengths, lacks, expectations) of the target population (gravel-producing children and their families) and the social reality of the four municipalities of Retalhuleu. No hypotheses, suppositions, or socioeconomic and cultural conditions which determine the viability or lack of viability of the Project are proposed.

In addition, the project viability will depend on the degree of depth with which the economic and sociocultural contexts in which the project will be implemented are understood. The title “*Progressive Eradication...*” refers to the gradual elimination over time and space, which should have been reflected in the design in the handling of temporality and space generating child labor in the Samalá River. This special temporal strategy (work schedule) should have included the actual possibilities of eradicating child labor on the basis of a deep knowledge of the economic causes of the business of mining igneous materials from the river, the social organization of the work of gravel-producing families, the social and political structure of the communities and their municipalities, the social reproduction of the labor force of the gravel-producing families, the various cultural, social, and economic causes of child labor in the river, and the pertinent institutional capacities.

A significant number of the activities proposed were entirely dependent on the occurrence of the events listed in section “3.2 *Collaborating Institutions*,” such as: “the Social Welfare Secretariat, in coordination with MINEDUC, will establish the Integral Learning Centers (CAI--Centros de Aprendizaje Integral) in the target communities.” Nevertheless, this did not occur (barely three CAIs were created, and at this time none of them is currently operating). Five of the proposed activities depended completely on the creation of these Centers. In general, the same situation is noted with all the activities planned for the health component, whose stated outcomes and activities have had viability problems from the moment the actions that are planned (manage, coordinate, evaluate, follow up) and which are highly dependent upon supposed external factors related to the economic, technical, and political availability of the Ministry of Health and the local authorities. A similar situation occurred with the Scholarships for Peace, whose related activities were not carried out once the administrative criteria with which they had been conceived was changed (this will be further discussed in the section about the execution of the Project).

It is indispensable to take into consideration the political context of the place where the project was planned. In the case of Guatemala, as well as other Central American countries, it is common for agreements which were signed by outgoing administrations to not to be honored by the newly elected administration. At times, even some formally signed agreements (such as the Agreement signed with the Secretariat of Social Works of the First Lady’s Office of the Republic regarding the creation of the Integral Attention Centers) are not binding, so they are not implemented.

Given this political reality, the project’s performance and its activities should not be wholly dependent on the actions of governmental political entities, although they should include various mechanisms in order to mobilize state resources during the project’s execution period and in the sustainability strategy of the expected outcomes.

4.5 Feasibility

The quality and quantity of the expected outcomes and activities do not correlate to funding. Certain activities would have been too costly to undertake even if the communities’ needs had demanded them. These expected activities included installation of latrines, waterlines, and sewers; providing furniture for the CAIs; paying for children’s transportation to attend training sessions; making health care available for the children; creation of community drugstores; generation of production alternatives; production and dissemination of propaganda; training for the health promoters; and carrying out several diagnostic studies

The 48 activities are very broad and are over-dimensioned according to the available budget of US \$223,485.

We do not know if the logical framework was prepared after the donation made by USDOL, or if the logical framework resulted from the budget requested. Whatever the case, it is evident that there is no correspondence between the budget and the activities planned, and that with the funding amount assigned, it was not feasible to comply effectively with the goals.

5. EVALUATION OF THE PROJECT'S EXECUTION

The project is holistic, comprehensive, and coherent in its general components. The coordinator managed to interrelate these parts, despite the delays in the making of the decision about which executing agencies were to be in charge of each component. There is no doubt that the expertise of CEIPA in working with children, as well as its institutional strength, contributed to the coordination and implementation of the various components.

The outcomes in education are of high quality, this according to the teachers and children interviewed. The population covered was larger than was indicated in the goals. The achievements in education validate the entire investment. The cost-benefit ratio is very positive.

5.1 Operative and administrative structure

From the beginning, it was proposed that each component should be executed by different NGOs. Later it was decided that only the economic alternatives component would be executed by an NGO other than CEIPA. The consultant of the economic alternatives component started working in June 2003, that is, one and a half years later.

Three IPEC consultants were hired to manage the coordination effort, the three components, and their monitoring. Of them, two had previously worked with CEIPA, which facilitated rapport and the understanding of the project's concept and strategy.

CEIPA contributed several staff members whose salaries were paid with money from the donation. These staff members worked with the main components and on administrative matters.

The staff was divided among the components, and some movement took place over time. At the beginning, work was done in the following components: 1. education, 2. health, 3. production alternatives, 4. monitoring and awareness raising and 5. administration. Later the components were reassigned as follows: 1. education, 2. production alternatives, 3. monitoring and awareness raising; each of these was coordinated by one of the IPEC-ILO consultants. The general coordinator was in charge of the education component and also handled

administrative matters. This last structure has proven to be more functional, and corresponds better with the three immediate objectives.

Since the beginning of our evaluation, it was evident that this was a good team, one that worked in harmony, and that had effective leadership. We also realized that some of the young beneficiaries and parents visited the offices with a great deal of trust. The office is clean, orderly, and reflects good working discipline.

All available sources of written information, such as reports made to the donor, to ILO/IPEC, to CEIPA, and to collaborating institutions, as well as other relevant documents and correspondence, were reviewed. Everything was in order and carefully dated. The narrative reports were especially well written, and they contained specific and pertinent information. However, there were some numeric discrepancies corresponding to the same aspect and moment among the reports.

Regarding operational and administrative aspects, it is important to point out two problems:

a) We believe that the number of reports assigned was not appropriate when taking into account the funding allocated to this operation; there were too many reports that took up a great deal of valuable staff time, as well as that of some members on the coordination team.

b) Just one automobile and one motorcycle were available to meet the demand of fourteen staff members who had to move around four municipalities. This transportation shortage resulted in their having to constantly resort to regular means of transportation, such as buses, with the corresponding waste of time.

5.2 Outcome evaluation matrix

The following matrix compares the expected outcomes with those obtained for each of the immediate objectives proposed for the Project. Comments are included with regards to the differences between what was proposed and what was actually achieved.

OUTCOME EVALUATION MATRIZ

IMMEDIATE OBJECTIVE	EXPECTED OUTCOMES	OUTCOMES REACHED	OBSERVATIONS/ CONDITIONS
<p>I/O 1: At the end of the project, child labor in gravel production in the banks of the Samalá River will have been reduced through prevention and withdrawal:</p> <p>i) access to education and vocational training.</p>	<ul style="list-style-type: none"> 152 children between 0 and 6 years old registered in CAIs and nursery schools 150 children of the target were 10 to 17 in school age registered in fast-track educational programs and later registered in school with children their own age Children 7-14 years old in school age registered y public schools and satisfactorily progressing in their schooling Scholarships, transportations costs, and academic remediation for 54 children and adolescents registered in basic schooling programs and vocational training Vocational training opportunities and assistance for job placement for 54 adolescents not attending school 	<ul style="list-style-type: none"> A total of 566 children are reported fully or partially withdrawn: <ul style="list-style-type: none"> 347 ages 7-14 registered in public schools 30 adolescents ages 15 to 17 registered in vocational training 121 adolescents ages 15 to 17 registered in basic education 68 adolescents ages 10 to 17 registered in fast-track education The main achievement is the reduction of working hours. For preschool and primary school children reduction is estimated from 4.75 hours average (2002) to 1.75 hours (2004).ⁱ (1) All ages report a reduction in the number of working hours. The evaluation identified insertion in formal education as the main cause for this reduction. According to the investigation carried out, it is estimated that 11% of the children have stopped working completely.ⁱⁱ (2) The evaluation found evidence of two children who had been completely withdrawn. A total of 555 children and adolescents received academic remediation in 2003 and 475 in 2004. During the evaluation, the principals and teachers of schools in gravel-producing areas report important improvement in gravel-producing children's performance and believe that the main cause is the remedial work done with them. It has been reported that 90% of the children and adolescents who registered in formal education remained active, and it has been calculated that about 70% obtained acceptable scores. The database used for the information regarding gravel-producing children has been a very useful tool for the follow-up activities (reinsert children in the system and control their academic performance). A total of 116 children ages 0-6 are reported as prevented from child labor and registered in nursery schools and CAIs) 19 people had access to extra school education (DIGEEX) in 2003. This was not monitored in 2004 due to the crisis in this dependence. Support for children's transportation registered in the formal educational system.ⁱⁱⁱ (3) 	<ul style="list-style-type: none"> The agreement between IPEC and the Secretariat of Social Welfare of the First Lady's Office about CAIs was not carried out as planned. In the action area, only three CAIs were opened. By the time the evaluation was carried out, none of them were in operation. It is estimated that gravel-producing children contribute between 25% and 50% to the family income. The economic alternatives implemented have not yet managed to substitute this source of income. So the full withdrawal of these children from gravel-producing activities in the current socioeconomic context of these families is questionable.

IMMEDIATE OBJECTIVE	EXPECTED OUTCOMES	OUTCOMES REACHED	OBSERVATIONS/ CONDITIONS																																	
ii) access to health and hygiene services to reduce the costs related to health that may contribute to the need of child labor	<ul style="list-style-type: none">Basic and preventive services in health for 200 target familiesHygiene and health services accessible to the communities under the Project's coverageSupport to the policies of the Health Ministry in the target communities	<ul style="list-style-type: none">The sanitation promotion actions are carried out in close coordination with the local health authorities. The following indicators are reported:<table><tr><th>INDICATOR</th><th>2003</th><th>2004</th></tr><tr><td>Vaccinated children</td><td>33</td><td>252</td></tr><tr><td>Children treated for parasites</td><td>427</td><td>986</td></tr><tr><td>Control of children's weight and height</td><td>683</td><td>246</td></tr><tr><td>Children provided health care or referred</td><td>30</td><td>188</td></tr><tr><td>Adults provided health care or referred</td><td>2</td><td>27</td></tr><tr><td>Children and adolescents trained in preventive health</td><td>571</td><td>720</td></tr><tr><td>Adults trained in preventive health</td><td>140</td><td>209</td></tr><tr><td>Health promoters</td><td>22</td><td>12</td></tr><tr><td>Midwives</td><td></td><td>54</td></tr><tr><td colspan="3">150 latrines (for 2005)</td></tr></table>The Project's approach aimed at preventive health.The reach of the health component is due to the work coordinated with the local authorities of the Ministry of Health. The Project's contribution is limited to the donation of medications and materials, and facilitation of the transportation for the medical staff and medicines.The socioeconomic census held among 186 gravel-producing families for this component provided useful information for all components.Work was done with the gravel-producing families in health education, specifically the myths regarding vaccination and birth control.A diagnosis of the situation of gravel-producing children was done.	INDICATOR	2003	2004	Vaccinated children	33	252	Children treated for parasites	427	986	Control of children's weight and height	683	246	Children provided health care or referred	30	188	Adults provided health care or referred	2	27	Children and adolescents trained in preventive health	571	720	Adults trained in preventive health	140	209	Health promoters	22	12	Midwives		54	150 latrines (for 2005)			<ul style="list-style-type: none">Although the activities planned within this component were not specifically addressed to gravel-producing families, the Project managed to organize a series of workshops related to preventive health with children, adolescents, and adults involved in gravel mining. In addition, the health promoters trained were women involved in gravel production.The Health Centers willingly collaborated in the actions.As part of Phase I of the Project, drugstores were opened, but it was decided not to continue with this activity as their viability was very low.Little by little the component was put aside, and the achievements presented correspond to the support provided to the local health authorities. Initially, this component was part of the education component. Finally, it was substituted by the awareness raising component (there was only one person working in this component).They report advances in the awareness of the health authorities that have started giving priority to the gravel-producing population in their actions. It is indicated that work was done with different municipal corporations. A higher incidence is needed to assign budget to improve the sanitary and drinking water infrastructure.
INDICATOR	2003	2004																																		
Vaccinated children	33	252																																		
Children treated for parasites	427	986																																		
Control of children's weight and height	683	246																																		
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150 latrines (for 2005)																																				

IMMEDIATE OBJECTIVE	EXPECTED OUTCOMES	OUTCOMES REACHED	OBSERVATIONS/ CONDITIONS
<p>I/O 2: At the end of the project, the target families will have increased their income.</p>	<ul style="list-style-type: none"> • Access to training, new production options, and/or revolving loans for 200 families • Parents supported with organization and administration tools 	<ul style="list-style-type: none"> • In average (weighted) it has been reported an increase of Q.361, as a result of the production projects implemented. • The other financing sources were very well taken advantage of: Trickle Up, Belgium Cooperation/Foundation Bartolo Perlo, Ministry of Labor, Estado de Derecho, Puentes de Amistad, and Escuela Nacional de Educación para el Hogar. A total of Q. 323.368 was mobilized, which exceeded the budget for the Project for the economic alternatives component (Q.319.044 to April 18, 2004). • To December 2004, 198 projects are operating. Most of them are micro enterprises (195) supported with the seed capital (\$100/fam) invested by Trickle Up; another 11 are considered small enterprises as they were created by two or more beneficiaries. Two are considered medium enterprises. Between January and April 2005, 49 additional micro enterprises were implemented as well as the feasibility study for a medium enterprise. • Intense technical training and support session have been organized for all the production initiatives implemented. The following has been reported: 195 technical training sessions, 200 literacy sessions, and 203 administrative sessions with a total of 126 beneficiaries. • Four awareness workshops were organized dealing with the need to organize and get training. • Three Coordinators per Sectors were organized: a) Siglo I, Siglo II, Brillantes, and Vuelta del Niño; b) Elviras, Samalá, San Alfonso, Ceiba Blanca, and Playa Hall; and c) Pomarrosal, San Luis, and Filadelfia. • The Asociación de Piedrineros was reconstituted, a key pillar for the sustainability of the initiative to eradicate child labour in stone quarries. • The Asociación de Piedrineros Artesanales de Retalhuleu, although operating as such has not yet gotten is legal representation. • The Asociación de Piedrineros created regulations to determine who may opt for a loan from the Revolving Fund (later suspended). • At present, they are working in calculating the income generated by the projects implemented (scheduled for the end of May 2005). 	<ul style="list-style-type: none"> • The component started operating late (one year and half later). • The evaluation determined that the projects lack an adequate socioeconomic and cultural contextualization and that there is deficient knowledge about the economic and socio-cultural logic of the gravel business. There is no factual evidence of having carried out the study of "Abilities and skills of the beneficiaries" (substituted by a psychological study applied to gravel-producing adolescents) or of the Feasibility Studies of the Projects to Finance (with the exception of the poultry project to be started in May 2005).

IMMEDIATE OBJECTIVE	EXPECTED OUTCOMES	OUTCOMES REACHED	OBSERVATIONS/ CONDITIONS
I/O 3: At the end of the project, local and national authorities, the target authorities and general public will have increased their knowledge and awareness of child labor, especially in the production of gravel and will have been mobilized to support initiatives to eradicate child labor.	<ul style="list-style-type: none"> Target group and local authorities mobilized to prevent and eradicate child labor A plan for the prevention and eradication of child labor and gravel production adopted by local and national authorities in its first implementation stage 	<ul style="list-style-type: none"> Creation of the Coordinadora de Jóvenes Piedrineros Election of the Municipal Council of Children and Adolescents working in stone quarries in San Felipe. Project “<i>Children and Adolescents in the Political Agenda</i>” through which children discussed their needs and presented proposals to the candidates to mayor and congress representatives. 20 recreational workshops on leadership and children's rights Participation in marches, fairs, and forums to have children and adolescents talk about the problem of child labor Self-preparation and support to prepare diverse materials for the mass communication media. More than 331 advertising spots are reported, including video broadcasts in three different cable TV channels, articles published in the daily Prensa Libre and other mass media Coordination with representatives of local institutions: human rights advocates, mayors, education supervisors, school principals and teachers, community leaders, mass media reporters, and other local authorities in the health sector. The evaluation also determined that the Project contributed to an increase in the social capital.^{iv}(4) Awareness about the problem of child labor in gravel mining. Acknowledgement by the beneficiaries and general public of the work done by the Project, especially in education. Have children and adolescents speak about their problem Parents of gravel-producing children give more importance to their children's education. Some have assumed education as an opportunity to end the vicious cycle of poverty. Financing was received from other initiatives in an amount (Q.140.214) almost equivalent to that of the project's (Q141.656). Close relationship with the gravel-producing children and their families SINIP (System of Information about the children working in stone quarries) Database updated 	<ul style="list-style-type: none"> The estimate of external and internal funds to April 2005 is likely to be the same by the end of the Project if the amount used in the various actions organized with the Ministry of Health is included. At this time, several proposals are being processed to give continuity to various processes achieve by the Project, especially in the areas of education and economic alternatives. There was a serious confusion with the concept of monitoring. Nevertheless, in practical terms, the SINIP database was created and updated to monitor two main indicators: number of children partially or completely withdrawn and number of children prevented It was managed for UNICEF to incorporate several indicators dealing with working children in the database being implemented in the municipalities of Retalhuleu.

IMMEDIATE OBJECTIVE	EXPECTED OUTCOMES	OUTCOMES REACHED	OBSERVATIONS/ CONDITIONS
I/O 4: At the end of the Project, the educational system will have improved as a result of the permanent efforts toward the eradication of child labor in gravel production in Retalhuleu.	<ul style="list-style-type: none"> • Direct and indirect costs of education reduced in the target communities • The educational system improved by adapting itself to the needs of children who start their education late or who have deserted. 	<ul style="list-style-type: none"> • 800 Scholarships for Peace were distributed in 2002, 2003, and 2004. • 37 teachers completed (17) or are about to complete the associate degree in "Teaching for Peace and Respect to Children's and Adolescents' Human Rights" in coordination with the Human Rights Office of the Archbishop's Office of Guatemala. • Two workshops were organized with 90 teachers about human relations and child abuse. 	<ul style="list-style-type: none"> • For 2005 MINEDUC decide that the Scholarships for Peace will only be distributed through the School Boards. But the schools in the gravel-producing areas do not have Boards. Their creation has been difficult because of the lack of resources and the opposition of the teachers' union of Retalhuleu.

Sources:

De Voogd, Linda. Research about the reduction of child labor in gravel production in four municipalities of Retalhuleu, December 2004

Gravel Project. Annual Narrative Report 2003

Gravel Project. Annual Narrative Report 2004

Individual and collective interviews and workshop organized by the evaluation team between April 20 and 29, 2005; see section about information sources and schedule.

Notes:

ⁱ (1)De Voogd,,: 2004.

ⁱⁱ (2) According to the study done (De Voogd,,: 2004), 8% of the children interviewed did not work in 2001, compared to 19% who did not do it at the time the study was done (2004), for a relative change of 11%.

ⁱⁱⁱ (3)Quantitative data not included in the reports

^{iv} (4)Social capital is a term used by the World Bank to study and determine in a society variables such as organization, social networks, installed capacities, and knowledge acquired, formation of leaders, and interinstitutional coordination

5.3 Performance per component

5.3.1 Education and Health

Conceptually and strategically, ILO/IPEC has positioned and established this component as the core objective and outcome for the progressive eradication of child labor. Strategically, education has been shown to be the best way to break the vicious circle of poverty in various contexts in developing countries.

By making education the core priority, this vision has been imbued within the approach to the situation of the gravel-producing population in the Samalá River by CEIPA and the ILO/IPEC consultants. Moreover, to this effort, they added the objectives related to health.

The work in this component includes activities such as scholarships for children and adolescents, training sessions for teachers, food for children, academic remedial work, support for regional educational activities, an associate degree in children's rights, and many other related activities.

Every effort in these activities was focused on bringing about access for children and adolescents to education, and on decreasing the number of hours devoted to working. This thematic concentration is both consistent with and directly related to the general objective and the first immediate objective.

In the area of health, however, confusion reigned from the beginning. The logical framework and the narration of the strategy of this component proposed somewhat different matters. These include concepts ranging from the general and accurate issue of working in health education, with training for technicians, and influencing the health authorities, to very particular issues such as opening drugstores, carrying out vaccination campaigns, and providing access to health care.

As a result, of course, the issue of health gravitated from being an independent component to being added to the education or public relations components with health authorities, and almost collapsed altogether because of the massive preparation of specific activities. Finally, it ended up being reassigned to the area of education and training in preventive health.

Adult literacy was one of the activities that had been inserted in the economic alternatives component, which was not a suitable decision. It should have been left in the education component, as it is natural to relate literacy with an increase in school registration and with the improvement of the quality of the education provided to children.

The work of the coordinator in this component was well coordinated with the staff member in charge of health and with those staff members in charge of carrying out

efforts to influence health authorities. This made it possible to carry out viable actions with the local education and health authorities.

The effort related to the Scholarships for Peace managed by CEIPA emerged in a distinctive and extraordinary fashion. The viability of this component and of the whole Project was afforded by this highly successful activity, which the families in the community where the children work valued and held in prestige. The decision to give scholarships to both gravel-producing children and to those not involved in this activity was a wise one. Many other children in the area do not quarry gravel, but are working in coffee plantations and cornfields, cutting firewood or removing weeds, in commerce or at any number of other occupations.

5.3.2 Economic alternatives

In the original design, this component was not included separately as such, but as a means to help children continue their schooling rather than work. This was the correct vision, which was prompted at the beginning by those who devised the conceptual strategy to progressively eradicate child labor.

However, it had some problems. The first is that the objective, the outcomes, the activities, and the goals set forth within the logical framework are not very specific. The second problem was evidenced when efforts were made to implement it: there was a great deal of confusion between the terms “alternative” and “economic.” “Alternative” was understood as the elimination of parents’ work in gravel mining and its substitution for new jobs. It also included the wide spectrum of income generated through self-employment.

The term “alternative” means promoting activities, without this necessarily implying the elimination of the main activity. In other words, it meant that gravel-producing families would have diversified overall economic management. By “economy” it should be understood that the following apply: the natural resource mining and exploitation activities, the transformation of the resources through crafts or industry, consumerism, savings, commerce, administration, and finances in general.

From the beginning, a thorough analysis was required of the current economic system, that is, one which included the study of basic variables such as:

- The techniques and technologies used in the production of gravel, stones, and sand
- The social organization of the work involved in the mining of these materials
- The commercial system of the supply of and demand for these materials
- Productivity and earning rates, goals, gravel production costs, and other related matters
- Overhead costs of the family labor force (housing, health, education, food, clothing, and others)

- Other economic activities of the family (cornfields, firewood, commerce, farm work, crafts, food preparation, and others, including income sources such as money sent by relatives abroad)
- The local and regional economic system
- Future economic tendencies
- Economic consequences and effects of being dependent on work in gravel mining (the future of this activity)

The logical framework proposed a need to diagnose the interests, abilities, and skills of the target population with regards to economic alternatives, this to be in order to finish a feasibility study regarding the implementation of production and business alternatives.

Instead, the psychological profile of the beneficiaries was done, similar to those used in companies to hire employees, and some data about a few business activities such as the sale of bread and clothes were gathered.

The actual economic context of the families and communities was not determined; therefore, they carried out projects that are typically applied in cooperation projects in the third world. These comprised the same menu² that has usually brought about few results. Their pertinence in the everyday context of the local economy is scant; the training costs are usually high; and the external input costs end up dooming the initiative to failure.

At the beginning, the project proposed using “revolving loans.” The project tried to implement them, but a decision made by the donor eliminated the possibility of putting them into practice.

The Project’s executors regret that decision. However, we are sure that if “revolving loans” had been implemented, the Project would not have ended up having such a harmonious and excellent relationship with the beneficiaries.

The idea of the revolving loans has not proven to be viable given the negative relation between the administration and operation costs with the loan amounts; a ratio that is usually highly disproportionate. Other problems related to this issue are the difficulties in collecting payments, the foreclosure of guarantees, the inflation that ends up decreasing the amount of the principal, and social conflicts created among neighbors.

In Mesoamerica, peasants and indigenous people have used diverse forms of reciprocal labor and work-related resource exchanges, including loan of seeds, land harvesting, lending of tools and machinery for finished products, loans made of food, etc. But the capitalist form of loans called “credit” (money for money with

² The Decalogue of the “production projects” includes: sewing, bakery, wood works, convenience stores, pork raising, fish farming, poultry farming, market gardens, crafts, and collection centers.

interests for a fixed term and with guarantees) is not part of their culture, and there is very little knowledge about the handling and administration of such credit.

Trickle Up donated \$100 per gravel-producing family to be invested as they considered fit. The experience, in general, was good; some used this money to increase their working capital in productive and business activities, while others used it for consumption activities or invested it in health and education, or to pay off debts.

Trying to include activities in this component such as literacy, vocational training, production training, revolving loans, donations for projects, community organization, baseline studies, an employment office, merchandising, and production projects, all within such a short time, was not the wisest decision.

The delay in the startup of this component, not having done baseline studies about the local economy, and the intention of carrying out so many activities reduced the efficiency of the process and, probably, its effectiveness as well. The coherence with the strategic objective of education was not well established. In the end, the component became a project in itself and not a tactical objective. The viability of the component was compromised since it was never based on a deep understanding of the local economy, and because the feasibility study of the economic alternatives was not carried out.

5.3.3 Monitoring, awareness raising, and influence

With regards to this component, something happened along the way that ended up producing conceptual confusion. In the logical framework, this component included carrying out activities such as raising public awareness, convincing parents about the importance of withdrawing their children from labor, moving the political will of different institutions to support this initiative so as to make it sustainable, organizing the community, training local institutions to continue monitoring child labor, and lobbying to reach agreements to expand the project's work.

Confusion was the result when attempts were made to implement the monitoring activity in this component, maybe because of the insufficient computer knowledge and skills of the person in charge of this component. The monitoring activity of child labor could have either been designated as part of the education component, or it could have remained as it was. But monitoring is not part of the awareness raising or influence activities. It is important to note that the project employees state that the coordinator of IPEC for the monitoring in Costa Rica reviewed and endorsed the original monitoring proposal sent by the coordinator of the component. It was there that the follow up to the proposal started, but this did not clarify but perpetuated the confusion.

Frequently, “monitoring” and “follow up and evaluation” are confused in projects. Monitoring is the regular and frequent measure over time and space of a few

variables that should be controlled. In this particular case, it is evident that the most notable variables are the following:

- a) Number of children working in gravel extraction (by sex, age, and community)
- b) Number of gravel-producing children in school (grade, performance, desertion, and grade repetition)
- c) Reduction in the number of hours of child labor
- d) Number of children withdrawn from child labor
- e) Number of children in fast-track education

Monitoring contributes to the technical follow-up of the efforts that comply with the objectives. It also helps to provide the hard and factual data for the project evaluations, as well as serving as a complement to the execution of the project and in providing public information. Monitoring is just a tool based on statistical techniques, and as such, it should not become the core of a component, unless the project were one that dealt primarily with child labor monitoring.

It seems that one of the offices in ILO/IPEC expected monitoring to be something more than the recording of the variables listed, and that this is where the confusion between monitoring and follow up, between monitoring and awareness raising, and between monitoring and influence began.

However, if we remove monitoring from the rest of the component, it is obvious that these variables were recorded at least once a year. It is also evident that the Project fully complied with the awareness-raising and influence activities.

The work of the Coordinadora de Jóvenes Piedrineros (Association of Gravel-Producing Adolescents) is remarkable, and will surely survive the project. The related works such as the participation in the electoral agenda (children discussing the issue), the creation of the Childhood Municipal Councils, and the participation of the youngsters in national and international workshops have resulted in a great deal of experience. The members of the Coordinadora de Jóvenes Piedrineros are highly motivated, and have a good future as representatives of their own interests.

The political management of the cooperation agreements with the Project is impressive. The Project was able to unite the will and interests of several institutions.

5.4 Project Comprehensiveness

This is a complete, comprehensive, and integral project. Its components were usually well thought out, designed, and executed. The coordination team understood and achieved a balance between the objectives, and gave due priority to education.

The delay in starting the economic alternatives component; the lack of a good baseline analytical study,³ and the confusion about monitoring all resulted in a loss of some of the coherence and consistency with which the Project was conceived. However, these factors do not minimize the achievements in education and the reduction of the number of hours of child labor. This orientation is true for all actions taken.

The education component should have included the adult literacy activities, the training in education, and the monitoring of child labor. The awareness raising component ought to have included the organization of the gravel workers. The economic alternative work should have included technical training (INTECAP) for parents. The structural relation within the project remained, and education was the strategic axis, but it became weaker because of the differences in the startup times of the various components.

The mission to progressively eradicate child labor remained throughout the project, despite the fact that the economic and social conditions of the families and of the region push in the opposite direction. The region's structural poverty and the crisis of coffee prices constantly work against the completion of this mission.

The vision of facilitating access to education as the strategy to both reduce the hours devoted to child labor and to try to break the vicious circle of poverty is a long-term goal, although several genuine achievements have taken place, such as the case of the two youngsters studying at INTECAP.

A project of this nature with little money could have been carried out without the other two components. By giving emphasis to access to education, in the long run it might achieve the eradication of child labor in its worst forms, such as gravel mining. CEIPA is the kind of organization that could do this given its experience in the educational field.

In sum, the concept and strategy to eliminate and reduce child labor through education and training is pertinent, consistent, coherent, and viable. The Project focused on this theoretical supposition, and produced good results.

5.5 Efficiency and effectiveness analysis

Efficiency is the degree of development that is reached in the organization of the labor, political, and economic processes, a level which needs to be planned and executed in order to reach the expected outcomes. Effectiveness is the degree of achievement or success with these outcomes.

³ The Rafael Landívar University prepared the baseline study in 2001. This is a report with general statistical information about Guatemala that used the information collected through a survey following the format of the National Council. A great deal of the information is irrelevant.

In the first year and a half of the project's execution, the work process efficiency was low for the following reasons:

- a) There was a time gap of about 20 months between the first phase executed by HABITAT and the project executed by CEIPA.
- b) There was a period of more than a year of indecision about who should execute the components other than education (executed by CEIPA).
- c) The economic alternatives component started operating late.
- d) There was no informative record of the first phase; the institutional memory was weakened by not being able to transfer fundamental information to the new project, such as the baseline study prepared in 1999.
- e) There were critical delays in the disbursement of the budget.
- f) There was no induction at the beginning of the project.
- g) There was confusion in the logical framework regarding the objectives, outcomes, activities, and indicators. In addition, there was rigidity which did not allow for pertinent changes to be made.

Once this first period elapsed, the Project reached higher efficiency, and this made it possible to obtain good outcomes. The reasons for the greater efficiency were the following:

- a) Forming a good work team and establishing an excellent relationship between CEIPA and ILO/IPEC consultants
- b) Assignment of all components to CEIPA
- c) CEIPA's higher institutional strength in education and promotion of children's rights
- d) Regularization of the disbursements
- e) Good political management of the interinstitutional relationships by the Project, the ILO/IPEC team, and CEIPA
- f) A coordination team with good leadership qualities; one that has been prudent, respectful, and that has strong convictions about children's protection
- g) The logical framework having been rewritten in order to define the indicators better, and to give place more emphasis on the outcomes and activities
- h) Excellent fund and resource management to expand the outcomes and assure compliance with the objectives. Good use of the resources invested by the donor

Regarding effectiveness, there is sufficient evidence (reports, monitoring, evaluations, interviews, and documents) to show that the achievements were greater than expected, especially in education.

Regarding the activities planned in the Project's design, their effectiveness is the following:

Activity	Effectiveness		
	High	Medium	Low
Enabling children ages 0-6 to enter the CAI	X		
Scholarships for children	X		
Children withdrawn from labor		X	
Increase in the number of children enrolled in school	X		
Support for adolescents in their education	X		
Access to fast-track education	X		
Academic remediation	X		
Decrease in school desertion	X		
Registration of adolescents in INTECAP		X	
Raising of awareness among parents	X		
Community organization		X	
Political will	X		
Health diagnosis of gravel-producing children		X	
Children's access to health care	X		
Education in health care	X		
Revolving fund			X
Feasibility studies			X
Diagnosis of skills and abilities			X
Vocational training course	X		
Employment office			X
Follow-up of drugstores			X
Latrines			X
Health promoters	X		
Midwifery training	X		
Production of dissemination materials	X		
Withdrawal of families from gravel work			X
Project monitoring		X	
Public awareness	X		
Sustainability tasks		X	

Although we have said that we believe that the activities were over-dimensioned for the funding amounts allocated, it is important to point out at this time that what is most outstanding about the efficiency-effectiveness relationship was the fact that the Project practically managed to duplicate the budget by attracting the collaboration of more than eight different institutions. This was an achievement which made it possible not only to carry out all the scheduled activities for a target population that grew (from 150 families to 240 families) between the identification of the Project and its implementation as a result of the decrease in the demand for labor in coffee plantations in Boca Costa, but also for the child population at risk (575 children).

CALCULATION OF THE EXTERNAL INVESTMENT USED

Component	Gravel Project	External Investments	Gravel Project	External Investment	Total (US dollars)
	Quetzales		Dollars (E.R.= 7,79)		
Education	323,368	720,000	41,511	92,426	133,937
Awareness raising	110,918	35,835	14,239	4,600	18,839
Health care	123,132	Not calculated	15,806	-	15,806
Economic alternatives	319,045	336,429	40,956	43,187	84,143
Administration	227,037	-	29,145	-	29,145
TOTAL	1,103,500	1,092,264	141,656	140,214	281,870

Source: Gravel Project. April 2005

6. PROJECT SUSTAINABILITY

In general, the main stakeholders⁴ are very pleased with the project's performance; they value the contribution that has been made in education, and constantly mention the good rapport established between the parties involved. A relationship of trust and cooperation has been built which has allowed them to view the project far beyond the time of its investment.

There is the common belief regarding the difficulty of eradicating child labor in gravel production while the structural poverty conditions remain in the region, and the bankruptcy of agricultural and livestock production continues in Boca Costa and on the Pacific coast. The stakeholders firmly believe in the fight for open access to education and for improving its quality, yet they still do not believe that child labour can be eliminated.

This is why the number of children withdrawn from work is not as great a concern as is the number of children who manage to return to classrooms in order to complete their schooling. The strength and conviction of all the stakeholders lies in education, thus the high valuing provided to project.

There is a difference of opinion among the parties regarding the Project's target population. For the Asociación de Piedrineros (Association of Gravel Workers), the target population should be reduced and limited to the 240 families that have been working in the activity for over a year (whether on a full time or part time basis). This is why they demand that the Scholarships for Peace be assigned exclusively to gravel-producing children. They also demand that the project focus its activities on the education and health of these children.

⁴ Mayor's offices, Health Area, Education Area, Asociación de Piedrineros, Coordinadora de Jóvenes Piedrineros, among others.

CEIPA, the project staff, and the teachers differ with this view, and they claim that there is a population at risk in the gravel-producing communities. For instance, they mention Pomarosal and Brillantes, where poverty is increasing, which could increase the number of families that remove their children from school in order to put them to work in gravel mining. This is how the spectrum of the target population has been enlarged to the whole community. The concept was carried out in such a way that 800 Scholarships for Peace were used to support 1000 children, and the vaccination campaigns were extended to the whole community.

A school principal said that when the project provides academic remediation activities, even working children not directly involved in gravel mining attend the sessions; in fact, they come willingly to the study sessions. So he wonders, *“How are we going to tell them not to come? This would mean having a narrow view.”*

The other difference of opinion between the Asociación de Piedrineros and the Gravel Project concerns the use that should be given to the remainder of the funds originally assigned to the revolving loans and that now should be used as a donation in kind, according to USDOL. It is feared that this money will not be used due to the fact that time is running out, and the Project is now about to end. Nor do they agree that the Project is the entity that should decide how to use this money. They want to decide on their own. An amount of \$22,000 still remains from this donation to be disbursed in kind.

The Asociación de Piedrineros wants to decide about the type of donation in kind, and the distribution method. The Project wants to use part of this money to finance a poultry farm on a lot owned by CEIPA with six gravel workers from Brillantes, and to distribute the rest in kind among groups of beneficiaries.

Apart from these differences, the agreement is unanimous about the fact that they will continue working together, even when the money from USDOL and the participation of ILO/IPEC come to an end. The tasks they hope to continue working on together with funds requested from UNICEF, the Netherlands, the Ministry of Education, the municipalities, and others are:

- a) Consolidation of the Asociación de Piedrineros
- b) Consolidation of the Coordinadora de Jóvenes Piedrineros
- c) Consolidation of the Scholarships for Peace
- d) Creation of a vocational fund for adolescents
- e) Childhood political agenda
- f) Mesa de Municipalización (Association of municipalities)
- g) Child labor monitoring
- h) Vocational training for gravel workers
- i) Health education
- j) Expanding the achievements in the area of education

During the evaluation validation workshop held on April 29, the parties agreed to meet within the next fifteen days in order to design a strategy for continuing the

Project. The overall opinion is that the degree of maturity, success, and rapport reached thus far should not be allowed to disintegrate. They are convinced that they should stay together. CEIPA has stated its commitment to coordinate this strategy.

The various parties agreed that the most successful achievements of the Project were the following:

- a) Reduction of the hours devoted to child labor
- b) Awareness about the unsuitability of child labor
- c) Increase in school registration and academic performance, with a decrease in desertion
- d) Children's political agenda
- e) Organization of the Asociación de Piedrineros
- f) Creation of the Coordinadora de Jóvenes Piedrineros
- g) Labor training and production projects
- h) Creation of the health promoters group and organization of "comadronas"
- i) Increase in the communities' social capital
- j) Efficient use of opportunities from other financial sources

In fact, these achievements may be summarized as follows:

- a) Access to and improvement of education
- b) Promotion of children's rights
- c) Increase of social capital

These three achievements are sustainable, and their effects will be lasting even when there is no further intervention on the part of international cooperation entities.

A movement has arisen in the education sector that we do not believe will end. The population is fully aware of the advantages of having children get an education, and deeply want their children to do so; therefore, they are making every needed sacrifice for this purpose.

Another movement that has arisen and is being defended deals with children's rights. The Coordinadora de Jóvenes Piedrineros, the Mesa de Municipalización, the Children's Political Agenda, the Local Childhood Councils, and other initiatives will not stop after the Project ends.

These achievements will last because the social capital of the four municipalities in which the Project operated has increased. The tangible proof of this increase is found in:

- a) The founding of the Asociación de Piedrineros and Coordinadora de Jóvenes Piedrineros
- b) The influence of gravel-working adolescents on the diverse regional entities

- c) The efficient coordination carried out between the Project, CEIPA, the Ministry of Health, and the Ministry of Education
- d) The excellent rapport and trust established among the main stakeholders
- e) The increase in the knowledge about project management and planning

On the other hand, we are not sure about the sustainability of the economic alternatives component. We believe that the approach was not appropriate and that it was not based on knowledge of the specific socioeconomic context. The activities held were not well focused or closely related to the other components. The work was hard and intense, well-intentioned, and full of enthusiasm, but it was also diffused and tried to encompass too many things in a very short time.

Of all the Projects started or about to be started, probably few will have lasting effects when the donations for such projects and technical assistance are no longer forthcoming. Nevertheless, the results obtained in administrative and productive training matters may last longer.

In addition, the sustainability of the monitoring activities is also doubtful as it requires staff and equipment, and because many variables need to be frequently measured. This matter was always complicated for the Project and there was a considerable amount of confusion; what has been accomplished (the data capture and systematization of information) may not be easily passed on to some regional institution, much less to the community organizations.

The Gravel Project has focused its strategy on the sustainability of public policy management to support children, on resource management for education and economic alternatives, and above all, on conjoining the efforts of the main stakeholders. They have worked tenaciously to guarantee access to the Scholarships for Peace, and to get funding for the production projects and for the Mesa de Municipalización. Regarding monitoring, it has been possible to include two or three variables in the UNICEF scheme in order to monitor the situation of the children of Retalhuleu so as to be able to follow up this component.

The belief that sustainability of a project is achieved by getting more funds is inaccurate. It is necessary to design a strategy based on the supposition that there will be no more donations; otherwise, a project that simply gets more resources turns into a long-term program.

It is expected that in the two months remaining before the completion of the project, the ILO/IPEC-CEIPA team will design and draft a sustainability strategy. The next meeting of stakeholders is slated to include this task.

7. UNEXPECTED EFFECTS

The Project embarked on some other activities that had not been planned within the logical framework, activities whose effectiveness proved to be high and which

produced very positive unexpected effects. Some of these activities include the following:

ACTIVITY	EFFECTIVENESS		
	High	Medium	Low
Children's political agenda	X		
Improvement of academic performance	X		
More coverage of scholarships	X		
Increase in reading and writing levels		X	
Trust between families and the Project	X		
Childhood municipal councils		X	
Coordinadora de Jóvenes Piedrineros	X		
Participation in childhood issues context	X		
Funds from Trickle Up	X		
Training of CONRED	X		
Associate degree in children's rights	X		
Support with alternative means of commercialization		X	
Support for schools in the form of instructional materials		X	

It is important to point out that the way in which the Scholarships for Peace were distributed was the wisest, as it was possible to benefit more children overall. This initiative is in danger at present because the Ministry of Education has decided that school boards should be assigning these scholarships, but this type of board or committee does not in fact exist at schools in the gravel-mining communities because of political problems. Therefore, the scholarship funds can not be requested, as there are no means for doing so, with the result that it will not be possible for the scholarships to be granted. This situation has caused great concern among all parties; therefore, it is recommended that IPEC follow up on this matter.

8. SPECIAL INTEREST ISSUES

As already mentioned, although there had been some confusion about the issue of monitoring by placing it together with the follow up, influence, and awareness raising components, periodic measures of the main indicators did take place in practice:

- Number of children working in gravel mining (by sex, age, and community)
- Number of gravel-producing children attending school (grade, performance, desertion, and grade repetition)
- Reduction of child labor hours
- Number of children withdrawn from child labor
- Number of children in fast-track education

These indicators were measured at least once a year. The SINIP database, with information about the children and adolescents who entered school, was constructed in detail and was used to measure their academic performance and to determine the areas in which they needed academic remediation. In addition, the record of the students who left school, the follow up given to them, and their reinsertion in the system were also detailed. The database has been a useful instrument for making decisions with respect to these matters.

The confusion about monitoring was more at a conceptual level (given that it was combined in the reports with other components) than a factual one, so a decision was made to include a few pages (see Annex 10.4) in order to summarize the fundamentals of what monitoring is. Moreover, it was recommended that the general coordinator prepare a special section in the closing report about this topic so as to indicate separately and exclusively how monitoring was carried out, as well as how it was used to make decisions throughout the Project.

It is a fact that there is no installed capacity to continue the monitoring as it has been implemented thus far by the Project. It is unrealistic to think about the possibility of having local governmental organisms or the community organizations take charge of the monitoring.

Therefore, the Gravel Project proposal of transferring monitoring to one of the UNICEF initiatives is well-advised. Some progress has been made in this sense. A young woman who works for the Project and is a resident of San Felipe has been trained in the use of this agency's information system. It is recommended that this person be fully incorporated within the initiative of the Mesa de Municipalización through the Mayor's Office in San Felipe.

Additionally, it is necessary to highlight the perspective of gender in all components of the project. Woman's participation is key in training for income generation (bakery's, sewing, paper flowers, etc), in the training of midwives and of health promoters, and in certificates for children rights. Moreover, there are women in the managing board of the youth coordination and of the association of quarry workers.

9. CONCLUSIONS, RECOMMENDATIONS, AND LESSONS LEARNED

The positive outcomes of the Gravel Project are mainly derived from its achievements in education. These achievements were made possible thanks to CEIPA's strengths in this field. Projects of this kind, which are focused on education, have to be executed by institutions with knowledge, experience, and sufficiency in the topic, as it was done in this case.

Focusing on the issue of education is pertinent, consistent, viable, and feasible. Education produces viable, long-lasting outcomes, and the population is proud,

hopeful, and excited. All investments in education produce good results for children and their families. We believe that a project for the progressive eradication of child labor can maintain its integrity with just the following: an education component, support in public policy management (influence) and awareness raising.

It is necessary to stress that these kinds of projects are well conceived strategically, but that it is necessary for them to be adapted and contextualized for the local social, cultural, and economic conditions.

It is crucial, then, to do a thorough study and analysis of the social, cultural, economic, and political context in which the project will be developed. Surveying beneficiaries is not enough; these are just a part of the overall study that needs to be carried out. It is important to fully understand the causes, effects, conditions, and dynamics of the current situation of the gravel-producing families, communities, municipalities, and provinces. A project of this nature may not be operated on the basis of the regional reality alone.

Continuing with this line of thought, the logical framework has to be rewritten once the project starts. Under no circumstances should it be allowed to become a straitjacket, since the conditions and external suppositions may have changed completely between when it is originally designed and the period in which it is implemented, during which time several years may pass.

Our opinion is that being Guatemala such a poor country, and given the fact that Retalhuleu is one of the country's poorest and most economically depressed provinces, it is very unlikely that investments in production projects will have real and lasting effects on the intended goal of withdrawing gravel-producing families from work in the Samalá River.

On the contrary, the drastic fall of coffee prices, the mechanization of sugarcane harvesting, the bankruptcy of the livestock farms, the decrease in the fisheries, and the reduction of commerce throughout the province have forced the population to migrate to the United States and the center of the country. Those who do not migrate have few labor options, and one of them is mining construction materials from this river. In fact, there is a growing rise in the number of families devoted to this business.

The elimination of this source of labor is difficult and very unlikely to be achieved with the generation of economic alternatives. Retalhuleu as a whole has not found economic alternatives to raising cotton, coffee, livestock, and basic grains. Therefore, it is difficult to propose that the families in the lowest stratum of the socioeconomic ladder will be able to leave this line of work in the context of a broken economy.

We believe that the term "alternative" should be considered in its true sense; that is, what may be done is to expand and diversify the array of economic options available to the gravel-producing families. This means that this component should

not be limited to small production projects that substitute work in gravel mining, but that the component should actually offer some other options.

Although no one claims that working in gravel extraction is suitable for children, and even for adults, there is an option between what ILO/IPEC proposed and the socio-cultural context in which the Project was implemented:

“The eradication of child labor is achieved by having access to education, thus allowing children to study instead of working”

OR

“The economic context forces children to work and study since, if they do not work, their families may starve and they would need to leave school.”

It is here where the term “progressive” represents the point in common between both premises. In Retalhuleu, child labor in gravel extraction may only be eradicated progressively by breaking the vicious circle of poverty, something that can only be achieved through education. But the eradication might only end up being *progressive*; therefore, the data gathered about how many children have been fully withdrawn from gravel production is considered unrealistic and irrelevant. The important information deals with the reduction of the number of working hours, the increase in school registration, the improvement in their grades, and the increase in the number of children that complete each educational cycle. We believe that this is the best lesson of this Project.

In summary, it may be stated that the Project was successful and will have sustainable outcomes, especially in education. Therefore, it is necessary for ILO/IPEC and USDOL to facilitate the hiring of a liaison for at least one year in order to create a bridge between this Project and the new initiative that the stakeholders wish to plan and implement.

Some other specific recommendations for the interventions are the following:

- a) When there are two phases in a project, it is normal for several months and even years to elapse between them. It is important to provide for a bridge fund to pay someone with the needed training so as to be able to provide continuity and presence in the execution of strategic actions.
- b) The logical framework should be designed by using a single complete instrument. It would be advisable to use the traditional format:

	Intervention logic	Indicators	Sources	Hypotheses
General objective				
Specific objectives				
Outcomes				
Activities				

- c) The summary scheme should be consistent with the logical framework; in other words, it cannot propose outcomes and activities that are not included in it, and vice versa.
- d) It is necessary for the summary scheme to propose an intervention or implementation strategy.
- e) Planned activities should not depend on the organization of projects with public entities. The reason for this is that if they end up not being carried out, the result is that the project is qualified as being inefficient.
- f) An opportunity should be given for the logical framework to be rewritten during a workshop at the beginning of the project.
- g) Reports for short projects such as this should be prepared twice a year, and their cost in time invested must be strictly in accordance to the actual or final investment made.
- h) It is necessary to reach an internal and final agreement among IPEC-ILO experts about what monitoring is, including its scope, its purpose, and its economic feasibility.
- i) We do not consider it feasible to assign this kind of project to different executing agencies. It is necessary to review this position in view of this experience.
- j) In the case of Guatemala, it would be interesting to compare and share experiences among the various IPEC projects, as there will certainly be many lessons to be learned.
- k) Whenever possible, the creation of subprojects developed in order to use revolving loans should be avoided in this kind of project. They are both difficult as well as costly to implement and manage; in addition, they put all the other components at risk.

Finally, we would like to point out that we believe the overall concept of the project is fully replicable in any context in Latin America in order to progressively eradicate child labor. This scheme, in which education is the main platform and the components of awareness raising, economic alternatives, and health are the pillars of the platform, is viable politically, culturally, and socially throughout our continent.

Nevertheless, the concept should be contextualized for each national, regional, or ethnic situation. Depending on this, the outcomes, activities, and indicators might also change. It is here where a thorough discussion and analysis of the hypotheses, suppositions, and external and internal conditions is of vital

importance. This depth of analysis can be provided by the expertise of the planners and by a broad understanding of the context and its realities. Moreover, it is necessary to find executing agencies that specialize in childhood and education. This will make it easier to replicate the successful outcomes of the Gravel Project.

10. ANNEXES

10.1 Itinerary

April 11

Interview with Helen Seignior. IPEC-Costa Rica

April 12 - 15

Evaluation Team's work

April 19

Arrival to Guatemala

April 20

- Interview with Linda Ferris. Coordinator of the Gravel Project.
- Presentation to the Project's team
- Visit to the gravel-producing communities.
- Interviews with Orlando and Rafaela Policarpo; gravel producers of Finca Filadelfia
- Conversation with Laura Tot and Loren Chicoj. Home Economics Teachers, working in the component of economic alternatives.

April 21

- Interview with Carlos Monzón. Monitoring Coordinator of the Project
- Meeting with the personnel of the Gravel Project and CEIPA's Director (15 participants). Each team (divided by components) gave a presentation of the main achievements of its component. The mission's methodology was presented.
- Interview with Víctor Hernández. Project's Economic Alternatives Consultant.
- Visit to the gravel-producing communities. The following interviews took place during the visit:
 - Mario Chávez and his son. Gravel producers of Siglo 1. Members of the Asociación de Piedrineros.
 - María Luisa Oxlai. Gravel producer of La Vuelta del Niño
 - Elías Salazar. Gravel producer of La Vuelta del Niño and member of the Asociación de Piedrineros.
- Conversation with a group of women who are being trained as seamstresses in San Alfonso (15 participants)

April 22

- Conversation with the Coordinadora de Jóvenes Piedrineros (50 participants) in San Felipe.
- Meeting with Linda Ferris and Carlos Monzón. Project's Consultants.
- Conversation with a group of teachers pursuing a college degree in "Teaching for Peace and the Respect to Children's and Adolescents' Rights" (7 participants).

April 23 - 24

- Evaluation Team's work

April 25

- Meeting with Linda Ferris. Project Coordinator.
- Interview with Carlos Monzón. Incidence Coordinator.
- Interview with Olga Dellachiessa de Barrios. Mayor of San Felipe.
- Interview with Nancy Hermosilla. Project's Awareness Technician.
- Visit to gravel-producing communities.
- Conversation with a group of trainees in Health Promotion of the community of Brillantes
- Interview with Víctor Hernández. Economic Alternatives Consultant.

April 26

- Interview with Neville López-López. Principal of the Brillantes School.
- Workshop with boys and girls of the Brillantes School (13 participants)
- Interview with Luz Castro. Teacher of the Brillantes School and former member of the Gravel Project team
- Visit to gravel-producing communities and acknowledgement of their context.
- Interview with Ulizar Pardo. Project's Academic Reinforcement Teacher
- Feedback meeting with Project's consulting team: Linda Ferris, Víctor Hernández, and Carlos Monzón.
- Meeting with Asociación de Piedrineros Artesanales of Retalhuleu (7 participants)

April 27

- Workshop with gravel-producing children of the Pomarrosal School (5 participants)
- Visit to Pomarrosal and acknowledgement of the project's context (Retalhuleu and San Andrés)
- Interview with Juan Carlos Tupul Morales. INTECAP student supported by the project
- Interview José Barrios. Education Supervisor of Santa Cruz Mulúa
- Interview with Aura Cárdenas. Project's Health Technician
- Interview with Víctor Hernández. Economic Alternatives Consultant
- Data Base Review: SINIP and UNICEF's Project

April 28

Evaluation Team's work.

April 29

- Workshops with stakeholders (25 participants)
- Interview with Ricardo García. CEIPA's Director
- Visit to CEIPA in Quetzaltenango.

April 30 and May 6
Evaluation Team's work

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10.3 People interviewed

Interviews

Aura Cárdenas. Former Health Technician for the Gravel Project

Elías Salazar. Gravel producer of La Vuelta del Niño

Hellen Seignor. IPEC-OIT Regional Coordinator.

José Barrios. Santa Cruz Mulúa Education Supervisor.

Juan Carlos Tupul Morales. INTECAP student supported by the Project.

Laura Tot. Home Economics Teacher working in the Economic Alternatives component.

Loren Chico. Home Economics Teacher working in the Economic Alternatives component.

Luz Castro. Teacher of the Brillantes School and former member of the Gravel Project.

María Luisa Oxlai. Gravel worker of La Vuelta del Niño

Mario Chávez and his son. Gravel workers from Siglo 1

Neville López López. Principal of the Brillantes School

Olga Dellachiessa de Barrios. Mayor of San Felipe.

Orlando. Gravel worker of Finca Filadelfia

Rafaela Policarpo. Gravel worker of Finca Filadelfia

Conversations

(Visits to project's regularly scheduled events)

- Coordinadora de Jóvenes Piedrineros (50 participants)

- Group of trainees in health promotion of the Community of Brillantes (10 participants)
- Group of teachers pursuing a college degree in “Teaching for Peace and the Respect to Children’s and Adolescents’ Rights” (7 participants)
- Group of women being trained as seamstresses in San Alfonso (15 participants)

Individual interviews, Group interviews and Feedback meetings with the IPEC/ILO- CEIPA’s team

Argentina Reyes. Academic Reinforcement Teacher
 Aura Cardenas. Health Technician
 Carlos Monzón. Incidence and Monitoring Consultant
 Claudia López. Accountant
 Juanita Morales. Statistics Technician
 Jairo Rocaél Jacam Cach. Economic Alternatives Technician
 Laura Tot. Economic Alternatives Teacher
 Linda Ferris. Project Coordinator.
 Loren Chicoj. Economic Alternatives Teacher
 Mayra Veraliz Ruiz. Education Technician
 Mildred Pereira. Accounting Assistant
 Nancy Hermosilla. Awareness-Raising Technician.
 Rafael Batres. Monitoring
 Ricardo García. CEIPA’s Director
 Sheyla Hermosilla. Economic Alternatives Assistant
 Ulizar Pardo. Academic Reinforcement Teacher
 Víctor Hernández. Economic Alternatives Consultant

Workshop with Asociación de Piedrineros Artesanales of Retalhuleu

Elías Salazar Merida
 Fermina Barrios Walit
 Heliodoro Gómez
 Josefina Waulit
 Marcelino Díaz
 Marco Tulio López
 Mario O. Chavés

Workshop with young gravel workers of Brillantes School

Alejandro Pastor Tupul (14 years old)
 Carmen Reyes (12 years old)
 Doris Azuceli (8 years old)
 Esvin Ramiro Escampari (14 years old)
 Gladys Atila (12 years old)
 Hilvad Baldemas (12 years old)
 Lesli López (8 years old)
 Ligia Mundo (12 years old)
 Lorena Gómez (10 years old)
 Marlon Tajiboy (9 years old)

Mildred Mundo Pérez (11 years old)
Valeriano Avenino (11 years old)
Virginia Méndez (11 years old)

Workshop with young gravel workers of Pomarrosal School

Byron Pérez (14 years old)
Delmi Gómez (12 years old)
Gustavo A. Ailon (13 years old)
Juan Carlos Pulex (16 years old)
Julia Caño (12 years old)

Workshop with stakeholders

Carlos A. Andrade Barrios. San Sebastian's Municipality Representative
Carlos García Cáceres. San Felipe's Municipality Representative
Edgar Augusto Reyes. Principal of Nuevo Palmar School.
Fermina Barrios. Asociación de Piedrineros Board Member
Jairo Rocaél Jacam Cach. Economic Alternatives Trainer
Josefina Gualip. Asociación de Piedrineros Board Member
Juan Carlos Tupul Morales. Coordinadora de Jóvenes Board Member
Leonardo Rocaél Gómez H. Coordinadora de Jóvenes Board Member
Linda Ferris. Gravel Project Coordinator
Luis E. Chochon Chacaj. Coordinadora de Jóvenes Board Member
Marcelino García. Asociación de Piedrineros Board Member
Marco Tulio López. Asociación de Piedrineros Board Member
Marina García de Mazariegos. Principal of Siglo I-Muluá School
Mario Orlando Chávez. Asociación de Piedrineros Board Member
Maury A. Yac Marroquín. CONALFA-MINEDUC
Mirta Castellanos M. San Felipe-MINEDUC's Administrative Coordinator
Nancy A. Hermosilla. Gravel Project Awareness-Raising Technician
Neville A. López López. Principal of Brillantes-Muluá School
Ricardo García. CEIPA's Director
Rolando de Jesús Chávez. Muluá's Municipality Representative
Rosalia Palermo. San Sebastián's Municipality Representative
Sandy Marizela Morales. Coordinadora de Jóvenes Board Member
Sonia Esperanza. San Felipe's Health Center Director's Representative.
Ulizar Otonel Pardo Fernandez. Gravel Project Academic Reinforcement Teacher
Víctor Hugo Hernández. Economic Alternatives Consultant

10.4 Basis for monitoring

Monitoring is the quantified measurement done regularly in time and space to keep records and to carry out comparisons (to measure advances or to analyze cyclic behaviors, etc.) of indicators or specific variables.

After performing an analysis of the Project's budget structure (availability of funds for monitoring), the monitoring methodology requires at least the following:

- Parameters or indicators must be defined and kept for each one of the measures in order to allow comparisons. Experience acquired during the process of implementation will be helpful when defining which indicators will work better in the measurement of the performance; however, it is essential to keep some basic indicators from the beginning to the end of the project in order to have at least one parameter during the whole process.
- Once the indicators to be measured are defined, periodicity with which each parameter is going to be measured should be defined. It will not necessarily be the same for all parameters.
- The instrument to be used in this measurement is defined. A survey, an onsite survey, or an analysis of official statistics could be used if they are accurate, or observations with factual methodologies, among others. If necessary, different instruments for different parameters may be chosen.
- The instrument is designed and the systematization and analysis methods of the information are selected.
- Depending on what has been previously defined (indicators to measure, periodicity and instruments to be used), the monitoring team and its characteristics are defined: number of people, professional background, required terms, etc.
- The measurement is done using the defined instrument(s).
- Data are entered in the database, the spreadsheet, or other software.
- Data analysis is done and presented in such a way to help decision makers visualize the scenario over time.

Given the confusion that has arisen in relation to the monitoring component, it would be useful to carry out a narrative analysis to define it. Also, it would be important for the final report (monitoring component) to attach this analysis showing the way in which monitoring took place, how this information was used in decision making, and the sustainable strategy that has been defined in order to clear possible doubts about the implementation of this component. In addition to the existing Access database that shows all details of the gravel families, the periodic measurements must be presented in a commonly used program such as *Excel*.

Regarding this last issue, the creation of a spreadsheet by objectives should be considered. For the first objective, education, there are seven well-defined indicators; in health, yet, it is necessary to define (based on the originally proposed indicators) which ones can be measured during the activities done for this

component. Objectives 2, 3, and 4 already have indicators that have already been subject to measurements over time. (See accumulated report to March 2005).

It would be advisable to include in *Excel* some indicators that could be inferred from the database in addition to the seven well-defined indicators for the education component. For example, it would be useful to measure academic achievement or desertion. The same goes for the economic alternatives component, along with other periodic records kept during the process.

Sometimes, the team in charge of monitoring also carries out follow-up activities for a project and prepares a follow-up report. It is evident that a great effort has been invested in follow-up activities; therefore, it would also be recommendable to prepare a report. But it should be done SEPARATELY in order to avoid further confusion.

It should be clear that any additional support activities carried out to verify compliance with the proposed objectives, but that cannot be used to make a comparative measurement over time and space, **cannot be defined as monitoring**. Rather these activities fall within the follow-up category. Visits to labor sites, educational centers, families of children who have deserted school, etc. are considered follow-up activities. Besides, an effort should be made to avoid referring to activities related to follow-up, incidence, and awareness raising. Instead, the report should refer EXCLUSIVELY to indicators that have been measured during the planning and implementation of the Gravel Project.
