



Evaluation Summary



International
Labour
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Combating Worst Forms of Child Labour Promoting Horizontal Cooperation in Selected Countries of South America (Bolivia, Brazil, Ecuador and Paraguay) - Mid-Term Evaluation

Quick Facts

Countries: *Bolivia, Brazil, Ecuador and Paraguay*

Midterm Evaluation: *03-04/2012*

Evaluation Mode: *Independent*

Administrative Office: *DWT/CO-Brasilia*

Technical Office: *ILO/IPEC*

Evaluation Manager: *ILO/IPEC-DED (Design,
Evaluation and Documentation Section)*

Evaluation Consultants:

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Project Code: *RLA/09/52/USA*

Donor(s) & Budget: *USDOL (US\$ 6,750,000)*

Keywords: *Child labour*

Background & Context

Summary of the project purpose, logic and structure

This report is an independent mid-term evaluation (MTE) of the project “Combating Worst Forms of Child Labour promoting horizontal cooperation in selected countries of South America (Bolivia, Brazil, Ecuador and Paraguay)”. The project is implemented

by the International Programme for the Eradication of Child Labour (IPEC) of the International Labour Organization (ILO). The programme was launched in October 2009 with a budget of US\$6,750,000 and a foreseen lifespan of 48 months. The conclusions of the report focus on the activities of the project during the first 30 months.

The project establishes carrying out 85 main activities in order to attain 17 expected outputs to reach the four Immediate Objectives (IO).

IO 1: By the end of the project, relevant information about children and adolescents affected by the worst forms of child labour (WFCL) is available and being used by key institutional actors focusing on socially excluded and discriminated groups of the selected countries, and appropriate mechanisms for sharing information and experiences among countries are in place.

IO 2: By the end of the project, the selected countries will have improved institutional capacity to implement sustainable policies to prevent and eradicate WFCL, as well as mechanisms in place for learning from each other’s good practices in this field.

IO 3: By the end of the project, the key stakeholders will recognize the risks and negative effects of CL and WFCL, and will have increased awareness and commitment towards its prevention and eradication.

IO 4: By the end of the project, models to withdraw working children and prevent children at risk from working are developed, documented and

mainstreamed into the policies on WFCL of the selected countries.

Purpose, scope and clients of the evaluation

Projects of the IPEC Programme are subjected to a mid-term and a final evaluation, according to ILO policies and procedures on technical cooperation and the agreement with the donor.

This evaluation seeks to be a learning instrument for the project management team, for IPEC, its national partners and the donor. One of the objectives of the evaluation is to give feedback to the stakeholders and suggest recommendations for the following period and for similar future initiatives. Special attention is given to the innovative initiative of IPEC/ILO to develop actions within the framework of horizontal cooperation.

Methodology of evaluation

The field work was performed between 12 and 31 March 2012 and the evaluation team was composed of four people: a head of mission and three national consultants.

The evaluation process commenced with the review of project documents and phone interviews with representatives of USDOL in Washington, ILO/IPEC/DED (Department of Design Evaluation and Documentation) in Geneva, and also with ILO and IPEC key stakeholders at HQ.

For a period of 20 days the evaluation team visited the capital cities of the four intervention countries, and the nine localities where the Action Programmes (AP) are being implemented. There were a total of 329 interviews with members of the project team, of the technical team from other ILO and ILO/IPEC projects, with IPEC HQ, USDOL, representatives of national and local governments, workers' and employers' associations, members of the agencies implementing the APs, with children and adolescent beneficiaries and their parents. Of the total number of interviews, 47 correspond to adolescents and 61 to children. National evaluation workshops were held with the key partner institutions in Mato Grosso (3/23/12), Asuncion (3/26/12), Quito (3/27/12) and La Paz (3/28/12), as well as a regional workshop in Brasilia on 30 March 2012. These workshops had as main objectives:

- i) to present and validate preliminary findings of the evaluation;
- ii) To discuss the sustainability of the actions and next steps from the stakeholders' perspective;
- iii) To jointly conduct a compilation of accomplishments and lessons learned from the implementation of the project.

Main Findings & Conclusions

1. The Project has been successful in developing its innovative approach through horizontal cooperation, and it is expected to give continuity to the fulfilment of established objectives and goals. To carry this out, it should make the necessary budget adjustments.
2. Horizontal exchange of experiences is a good practice that IPEC has developed in the region for over ten years, which has proven highly valued and very successful in the launching of national processes from learning and exchange of experiences *inter pares*. The project has taken this instrument as a specific strategy to be successful and replicated.
3. The project was able to customize its design and original strategy to the changing context and new challenges. It strengthened the horizontal cooperation to turn it into a backbone element of the actions of the project. This allowed optimization of existing resources and building a partnership with horizontal cooperation projects funded by the Brazilian government (ABC). This was a very wise and highly-valued decision.
4. The adoption of the four exchange visits as the linchpin of the project was successful for the adoption of a horizontal cooperation strategy encouraging the creation of new exchanges between the partners involved in the project.
5. The Project was swift and wise to redefine activities to obtain resources for the implementation of horizontal cooperation actions in this first phase. Nevertheless, a review of the resources still available to them is required in order to adapt the activities to be carried out in the next phase.
6. The budgetary projection shows an important deficit for several reasons:

i) Deficiencies in the initial budget, such as the failure to include regular and extraordinary salary increases established by the United Nations System (UNS) for the human resources;

ii) Variations in rates exchange between the Dollar and the Real. Both circumstances together threaten the continuation of the project and the achievement of the expected products and outcomes as planned;

7. There has been significant progress in the output of tools such as protocols, guidelines and training material, which has enabled the development of training workshops for various audiences like local stakeholders, labour inspectors and teachers.

8. The exchange visits within the framework of horizontal cooperation have become a key tool to move forward in the institutional strengthening. This has enabled national processes in Bolivia (Plurinational State of) and Ecuador which have produced interesting results:

i) Implementation of information and monitoring systems on CL, based on the Brazil's Information System on Child Labor Hotspots (SITI) model;

ii) In Paraguay, there is the process of integration of the programmes ABRAZO and TEKOPORA on the subject of conditional cash transfers based on the experience of the Child Labour Eradication Programme (PETI) and '*Bolsa Familia*' (Family Allowance) programmes of Brazil.

iii) The governments of Bolivia, Brazil and Peru are interested to adapt the Ecuadorian experience on eradication of CL in landfills.

9. In the countries, achievements are observed in relation to increasing institutional capacity:

i) The appropriation of the Supporting Children's Rights through Education, the Arts and the Media (SCREAM) methodology;

ii) The adoption of guidelines and joint intra- and inter-institutional protocols as in the case of Paraguay;

iii) Adoption of instruments for the training of labour inspectors;

iv) Building networks of public and private institutions around the APs.

10. The project has based its awareness and sensitization actions to key stakeholders on combating CL on IPEC's continuous work in the region for more than 15 years. This strategy has helped to increase the potential action of SUSTAINABILITY as:

i) Coordination and training of different public and private actors in the eradication of CL in particular where formal structures (Bolivia and Ecuador) have been presented;

ii) The communication and awareness strategy developed under the State Forum for the Elimination of Prevention of Child Labour in Mato Grosso (FEPETI/MT);

iii) Promoting the use of the SCREAM methodology;

iv) The involvement of the business sector and trade unions in Bolivia (CEPB) and Ecuador (EXPOFLORES) and Paraguay (CUT-A).

11. The Project has launched the intended nine APs. Most of the APs have already begun to provide services to beneficiaries and implement institutional strengthening, especially in building local networks, composed of private and public stakeholders of the region, that have enabled a significant mobilization of funds in this initial phase.

12. The defined goals for the APs in Bolivia, Ecuador and Paraguay, which already have a reasonable period of implementation, seem feasible to be achieved due to the capacity demonstrated in building alliances with other actors.

13. By incorporating new aspects such as the horizontal cooperation or concentrating on indigenous and Afro-American populations, the project has been able to join previously-established forums and relations created by the IPEC Programme, linking its initiatives to national processes and demands, which is an initial guarantee of sustainability.

14. Building networks for comprehensive local public and private institutions around the APs is becoming a common denominator for all APs.

Recommendations

Main recommendations and follow up

1. IPEC must strengthen and assure continuity of the horizontal cooperation strategies by implementing new projects designed under the same logic, which have proven to be effective and inspiring to national processes led by the same local stakeholders.
2. The project must seek a higher level of integration and coordination with the IPEC Lima Regional Office activities and initiatives on Youth and Child Labour, to effectively utilize resources and attain greater linking of the actions and give continuity to regional and horizontal cooperation activities.
3. IPEC and USDOL must perform a complete assessment of the budget to ensure sustaining the team until the end of the project, implementation of key activities and continuity of the horizontal cooperation, seeking complementary funding if necessary.
4. Considering the broadness of issues addressed, the new growing demands, the changes made and the need to make adjustments to the budget, the project should set priorities regarding expected outcomes to ensure, in this last phase, a concentration of efforts on those activities that are more likely to succeed.
5. The Project should strengthen its concern for the immediate creation of exit strategies for each AP, in accordance with existing individual local capacities. This would guarantee a progressive transfer process that will enable ownership by local entities, the sustainability of actions, and the categorization of experiences, which should take place before the conclusion of the APs. In the process of creating these exit strategies, the project must engage the established local committees and especially those institutions to which project responsibilities would be transferred.

Important lessons learned

1. The *inter pares* cooperation brought about by the horizontal cooperation is motivational among national institutions and their officials, which shows greater potential in the accomplishment of the proposed objectives.

2. The establishment of local inter-institutional networks in connection with the APs has been validated as a great tool for the potential characterized by the coordinated work among the various public institutions on ECL.

3. Over the past 15 years, the ILO/IPEC has acquired an authority and legitimacy in the fight against CL that allows the capacity to call different groups: this has supported the project, building outcomes in different steps that otherwise would not have been possible.

Good Practices

1. The implementation of a project with an intervention strategy focused on cooperation has been a successful experience on methodological synthesis tools, built by IPEC in the region over the past 10 years.
2. The implementation of horizontal cooperation by developing techniques behind exchange visits has proved a successful strategy that has led to the development of national processes and new exchanges from *inter pares* cooperation.
3. The establishment around APs of public and private institutional networks from the first stages, has consolidated a space not only to ensure the success of the experience but to contribute to its potential on sustainability.