



IPEC Evaluation

Final evaluation of the project "Prevention and elimination of the worst forms of child domestic labor in Central America and the Dominican Republic" (Phases I and II)

**RLA/01/02/PCAN
RLA/02/54/PCAN**

**Independent evaluation done
by**

DWIGHT ORDOÑEZ, PhD
(International Consultant – Team Leader)
and
Lic. PATRICIA BRACAMONTE
(International Consultant - Expert)

**San José
November 2004**

TABLE OF CONTENTS

ACRONYMS IN ENGLISH.....	3
ACRONYMS IN SPANISH.....	3
EXECUTIVE SUMMARY	4
1. INTRODUCTION	7
1.1 PROJECT BACKGROUND.....	7
1.2 EVALUATION METHODOLOGY	11
2. DESIGN VALIDITY.....	13
2.1 FIRST PROJECT DOCUMENT (FIRST PHASE)	14
2.2 SECOND PROJECT DOCUMENT (SECOND PHASE)	16
3. FINDINGS	19
3.1 IMPLEMENTATION.....	19
3.2 RELEVANCE.....	ERROR! BOOKMARK NOT DEFINED.
3.3 EFFECTIVENESS.....	ERROR! BOOKMARK NOT DEFINED.
3.4 EFFICIENCY	42
3.5 SUSTAINABILITY	52
3.6 UNEXPECTED OUTCOMES.....	54
3.7 ISSUES OF SPECIAL INTEREST.....	55
4. CONCLUSIONS.....	57
5. RECOMMENDATIONS	58
6. LESSONS LEARNED.....	63
7. GOOD PRACTICES.....	65
ANNEX 1: INFORMATION ON INDICATORS; DATA GATHERING TECHNIQUES, SOURCES AND INSTRUMENTS; SAMPLES AND EVALUATION CHRONOGRAM	67
ANEXO 2: RESUMEN DE GASTOS DEL PROYECTO POR COMPONENTE Y AÑO	75
ANNEX 3: LIST OF INTERVIEWEES.....	79

Acronyms in English

CCAN	Coordinating Commission of Childhood Attention (Nicaragua)
CEM-H	Women’s Study Center (Honduras)
CEPAS	Center for the Study, Promotion, and Social Assistance (Panama)
CIPAF	Research Center for Female Action (Dominican Republic)
CNEPTI	National Commission for the Progressive Elimination of Child Labor (Nicaragua)
COLATRAHO	Latin American Confederation of Domestic Workers
DNI	Children’s International Defense (Costa Rica)
IDEMI	Institute for the Development of Women and Children (Panama)
INPRHU	Institute of Human Development
EMAE	Minimum Age for Employment
IPEC	International Program on the Elimination of Child Labor
UN	United Nations
OATIA	Office for the Attention of Child and Adolescent Labor
ILO	International Labor Organization
MAAE	Minimum Age for Admission to Employment
NGO	Non-governmental Organization
OSR	ILO Sub-Regional Office in San José, Costa Rica
AP	Action Program
UNDP	United Nation Development Program
RAS	Rapid Assessment Survey
SCF-UK	Save the Children Fund – Great Britain
SEM	Association News Service about Women
AIDS	Acquired immune-deficiency syndrome
UNICEF	United Nations Children’s Fund
CDL	Child domestic labor
TIAD	Child and adolescent domestic labor

Acronyms in Spanish

CCAN	Comisión Coordinadora de Atención a la Niñez (Nicaragua)
CEM-H	Centro de Estudios de la Mujer (Honduras)
CEPAS	Centro de Estudios, Promoción y Asistencia Social (Panamá)
CIPAF	Centro de Investigación para la Acción Femenina (República Dominicana)
CNEPTI	Comisión Nacional para la Eliminación Progresiva del Trabajo Infantil (Nicaragua)
COLATRAHO	Confederación Latinoamericana de Trabajadoras del Hogar
DNI	Defensa Internacional de los Niños (Costa Rica)
IDEMI	Instituto para el Desarrollo de la Mujer y la Infancia (Panamá)
INPRHU	Instituto de Promoción Humana
IPEC	Programa Internacional para la Erradicación del Trabajo Infantil
OATIA	Oficina de Atención del Trabajo infantil y Adolescente
OSR	Oficina Sub-Regional de OIT en San José, Costa Rica
SCF-UK	Save the Children Fund - Gran Bretaña
SEM	Asociación Servicio de Noticias de la Mujer

UNICEF

Fondo de las Naciones Unidas para la Infancia

EXECUTIVE SUMMARY

This report is the product of the final independent evaluation of the sub-regional Project “Prevention and elimination of child labour and its worst forms in Central America and the Caribic” (Phase I–RLA/01/02/PCAN- and II –RLA/02/54/PCAN-). The countries involved were Costa Rica, Guatemala, Honduras, Nicaragua, Panama and the Domenic Republic. At its first stage it also included El Salvador. The project was implemented by the International Programme on the Elimination of Chile Labour from the International Labour Organisation (IPEC-ILO) with the financial support of the government of Canada.

The evaluation, developed in October 2004, had a summative character and a participatory nature. The central themes of the evaluation were: validity of the project design, strategy focus, management and implementation of the Project (efficiency, effectiveness, and unexpected effects), special questions (gender, ethnicity, monitor systems on child labour) and sustainability.

The project was developed in two phases based on documents of independent projects though sequential and connected. Its main objective was to “*Contribute to the prevention and elimination of child labour and its worst forms in Central America and the Dominican Republic*”. The main seven immediate objectives established in both project documents have been integrated into five strategic components addressing:

- a. Establish an important knowledge base of the child labour phenomena (CDL) in the region;
- b. Develop a vast process of awareness raising and social mobilization to sensiblize the population and the key-institutional agents, raising social awareness on the CDL problem in the different countries, and creating solutions;
- c. Develop actions to contribute to reinforce the institutional learning process of governmental organisations, non governmental organisations and civil society in their involvement in the fight against CDL;
- d. Promote studies and legislative proposals in order to modify the subject’s legislation in the different countries;
- e. Develop programmes and actions addressing the prevention and elimination of CDL and provide services to the population of child workers and domestic adolescents (TIADs).

IPEC-ILO calculates that around 175,000 people are under 18, and in their majority females, which are working as domestic workers in the mentioned central american countries and the Dominican Republic. The domestic child labour (CDL) is an economical, social and cultural phenomena of complex nature, that brings a triple discrimination: the one of gender, as it belongs to the type of work labelled as “feminine” and that is culturally disregarded; economically or “of social-class”, affecting persons that belong to the poorest sectors of the population, and of labour character, since it is an activity that lacks the guarantees and minimal legal protections that are provided in other types of employment. The TIADs, even more if they co-habit with their employers, use to work more that 8 hours a day (even 16 hours a day). They

are paid less than the minimum legal salary and they do not have any social benefits nor rights for holidays. In the same way, the violation of the most basic rights of this children and adolescents can be frequently observed, such as their educational right, their recreation and their emotional wellness of being with their group of belonging, as well as their legal rights (i.g. payroll “in lined”, or under the form of “food and shelter”, minimum pay or none; development of dangerous duties, or not related to their physic or mental maturity, etc.). In other cases the TIADs are victims of verbal, physical or sometimes sexual violence by their employers. The above means that the condition of child or adolescent labour constitutes a situation that seriously goes against the wellbeing and development of children and adolescents, unprotected and “unseen” by society not only because of the walls of the houses in which they work, but because of the high social tolerance towards this problem.

As a general conclusion of the evaluation of both phases of the project, it can be confirmed that the project was successful in achieving the majority of the goals. It has also shown flexibility and sensitivity towards the local demands, having had as key achievements the establishment of an important body of knowledge on the phenomena of child labour in the sub-region, and the awareness and beginning of social responsibility towards a phenomenon that until now was object of high social tolerance and cultural acceptance. The project has obtained the sensibilization and positioning of the key institutional stakeholders (government organisations, non governmental and social community), in favour of the prevention and progressive elimination of CDL, as well as the involvement of different organisations in the institutional networks and communities of the different countries, in the development of actions against domestic child labour. It addresses not only at a prevention level, but in the improvement of the educational conditions of child domestic workers and withdrawal from CDL.

The principal weaknesses of the Project, which are object of diverse recommendations in this report, refer to the lack of homogeneity in the definition of the concepts of prevention and withdrawal used by the different implementing agencies that participate in the Project. There is an absence of strategies for:

- The development of a more coherent system that joins the institutional efforts at local and national level, which can translate into stable mechanisms to cover the needs of TIADs.
- The insufficient influence over the legislative bodies of the countries, and the limited and discontinued presence in the public means of communication.

Moreover, the existence of a set of administrative and management factors that have negatively impacted the efficiency of the Project, like:

- The extreme complexity of the administrative procedures of the IPEC-ILO.
- the centralization of decisions in the OSR
- the absence of an operational decentralized anticipative planning system, based on a structure per costs and output, the existence of a high ratio of indirect costs related principally to the activities of HQ and OSR;
- the insufficient development of a monitoring system for activities and the beneficiaries of the project.

The following figure- summary of the strengths, opportunities, weakness and threats of each country enables us to overview the potential aspects to be compensated in each case, if the actions of the Project in any of the countries were to be continued.

Country	Opportunities/Strengths	Threats/Weaknesses
Costa Rica	<ul style="list-style-type: none"> High level of compromise of the Labour Ministry, which has concluded into an excellent external support for the achievement of the Project objectives Definition and Validation of an inter-institutional system for the attention of the child labour including the CDL, which could serve as a model for the other countries. Frequent inclusion of the child domestic workers issue in the NGOs efforts that work in projects in the rural sector. 	<ul style="list-style-type: none"> Few action programs have been implemented; the efforts have been focused in advocacy activities in an insufficient and unsustainable way being executed directly by the Sub-Regional office. Insufficient integration between the CDL programme and other Sub-Regional offices programs (If it would have worked, it could have been useful for potentializing the resources and to generate an integrated working model for other countries) Lack of a Master National Plan for the denominated “miniprogramas”. Their essentially reactive character towards the demands from local organisations limit the effectiveness in the use of resources and the adding value of such programmes to the achievement of objectives of the CDL program in general.
Guatemala	<ul style="list-style-type: none"> Stable methodology of the NGO counterpart for strengthening and reassurance of the cultural ethnic identity of the child domestic workers, based in the participatory organisation of the beneficiaries Scheme of public educational support adapted to the needs of the available child domestic worker. Comunicación strategy adapted to the linguistic/cultural particularities of the beneficiary population 	<ul style="list-style-type: none"> Poorness in the institutional frame and frequent changes in the governmental actors weakened the possibilities of institutionalizing the politics and programs at a national level Low involvement of the National Directive Committee in the fight against CDL Absence of a Master National Plan for the so called “miniprogramas” Their essentially reactive character to any local demand limit the effectiveness in the use of resources and the adding value of these programmes to the objectives of the CDL general programme
Honduras	<ul style="list-style-type: none"> Scheme of public educational support adapted to the needs of the available child domestic worker. Incipient work of communitarian prevention of CDL in the rural sector (SP de Sula), with main participation of youth groups. Incipient work of activation of local communitarian and institutional networks with the support of the local government.(SP de Sula) 	<ul style="list-style-type: none"> Deficit in the involvement of the National Directive Committee in the fight against CDL Low involvement in the subject by the Workers Associations. Initial difficulties in the Project management team have negatively influenced its development.
Nicaragua	<ul style="list-style-type: none"> Important activation work of the communitarian and institutional networks, with the support of the local government (León) National Committee actively involved in the fight against the CDL Leadership of the representative of IPEC in the country and its negotiation skills and capabilities in diverse public and institutional instances have facilitated the development of activities of the programme. 	<ul style="list-style-type: none"> Limited sustainability in the implemented withdrawal model The integral model implemented in the frame of one of the action programs does not consider any strategy for the specific interventions for CDL with respect to other children and adolescents. Despite of the fact that it is a type of child labour with a huge cultural component accentuating the women s domestic role, discrimination practices, and the hiding of the problem that merits an intervention right from the detection. Absence of a Master National Plan for the so called “miniprogramas”. Their essentially reactive character to any local demand limit the effectiveness in the use of resources and the adding of value of these programmes to the objectives of the CDL general programme

Panamá	<ul style="list-style-type: none"> Promising work in the form of communitarian and institutional networks with main participation of local governments (Veraguas) Clear definition and operations criteria of the concept “withdrawal” (effective) of CDLs., consented by the Veraguas Provincial Committee Some institutions have incorporated the CDL subject in their institutional agenda as a transversal element in its actions 	<ul style="list-style-type: none"> Poorness in the institutional frame and frequent changes in the governmental actors weakened the possibilities of institutionalizing the politics and programs at a national level Deficit in the involvement of the National Directive Committee in the fight against CDL Limited sustainability of the withdrawal model implemented by the NGOs Disconnection of the CDL programme as regards to the rest of the programmes of the IPEC Office of the country, limits the efficiency in the use of available resources and the consistency in the messages referring the approach to CDL and other forms of child labour.
República Dominicana	<ul style="list-style-type: none"> Proclaimed advanced Legislation. Consolidated management team of TBP, which commits resources and personal support to the Project, implementation of APs with amounts greater than \$20.000 helps to monitor achievements in the longer term objectives. Some institutions have incorporated the CDL subject in their institutional agenda as a transversal element in its actions 	<ul style="list-style-type: none"> Limited sustainability of the withdrawal model implemented Absence of a Master National Plan for the so called “miniprogrammes”. Their essentially reactive character to any local demand limit the effectiveness in the use of resources and the adding of value of such programmes to the objectives of the CDL programme

Finally, the evaluation report systematizes various “lessons learned” regarding the areas of Project design and selection of strategies, implementation, efficiency, effectiveness and sustainability, as well as a number of good practices that could be potentially useful to replicate in other IPEC-ILO projects of this nature.

1. INTRODUCTION

1.1 Project background

1.1.1 The problem

As part of the worldwide effort that IPEC-ILO is making to prevent and eliminate child labor, between 2001 and 2004, the project “Prevention and elimination of the worst forms of child domestic labor in Central America and the Caribbean” (Phases I and II) was implemented with the support of the government of Canada. The countries included in this initiative were Costa Rica, Guatemala, Honduras, Nicaragua, Panama, and the Dominican Republic. At the beginning, El Salvador was also included, and some preliminary awareness-raising activities were held there, but in the end the project was not continued in that country.

The first phase of the project started in April 2001, and was supposed to last only one year. However, this phase was extended until December 2003, thanks to an agreement with the donor. The second phase, expected to last two years, started in June 2002 and will end in March 2005.

The problem approached by the project is the most relevant in this region, both because of its particular nature and the identity of the victims, and because of the number of people affected by this phenomenon. IPEC-ILO estimates that about 175,000 people under 18 years old, mostly female, work as domestic workers in these Central American countries and in the Dominican Republic. Nevertheless, it should be taken into account

that this figure, which is based on statistical extrapolations from household surveys, is used as a benchmark given the lack of information that undoubtedly arises from the social “invisibility” of this phenomenon.

In general, it could be said that child domestic labor (CDL) is an economic, social, and cultural phenomenon of a complex nature, one which subjects people involved in it to three kinds of discrimination: gender, economic condition or class, and labor. These activities are traditionally considered to be feminine chores, and are not valued culturally; in fact, many people do not even consider domestic labor a real job. Moreover, since these chores are socially devalued, in some cases they are compared to the serfdom relationships under the nickname “service.” They are usually held by the poorest sectors of the population—including members of the country’s native groups. Finally, domestic labor is an activity that lacks the minimum legal benefits and protections that other jobs offer. Maids in these countries, regardless of their age, and especially if they live in the employer’s house, work more than 8 hours a day (even up to 16 hours a day), receive salaries below the minimum legal wage, and may not claim social benefits or right to paid vacations. In addition to all this, in the case of child domestic laborers, their most basic rights are violated, as expressed in the United Nations Convention on the Rights of the Child. Their personal rights, such as their right to education, recreation, and the emotional well-being provided by their remaining with the group they belong to, are also violated. The same is true for their labor rights (e.g., they receive a salary in kind under the room and board mode, are paid little or no money, and perform dangerous tasks not in agreement with their physical and/or mental maturity. Moreover, they may even suffer from verbal, physical, and even sexual violence). Thus, it is easy to understand why the condition of child domestic laborer is a situation that violates these children’s well-being and growth.

There are some additional risks that adversely affect these children’s integral development. These risks are school desertion, grade repetition and lagging behind their peers, compromised physical and emotional health, including basic safety and self-esteem, and, in the case of children from indigenous groups, the feeling of having their own cultural identity rejected.

However, despite the importance of the risks and damages to the aforementioned children, they are not perceived in the first case as such by a large segment of the population, starting with the children’s relatives. In fact, this phenomenon is invisible, not just behind the walls of the homes where it takes place, but also from the **high cultural tolerance** toward this phenomenon. Thus, domestic labor is seen as an inherently feminine activity, as the kind of help that children naturally provide at home and even as merely a set of light chores. Frequently, CDL is considered a true job neither by the employer, nor by the children’s families. It is usually viewed paradoxically as “support that the employing family gives to the minor.” This is derived from the continuity in some countries and geographic areas of the old social practice of “*niñas de crianza*” (children reared by others). Since colonial times, poor families sent their small children to live with more affluent families, who would provide them with their livelihood and would send them to school (these situations being beyond the economic reach of such poor families) in exchange for the children’s service as “domestic helpers.” Nevertheless, many employers did not comply with their side of the bargain. In some other instances, and on a somewhat frequent basis, cases of trans-

generational transfer of this labor activity are noticed; this means that an adult domestic worker's children become involved in this activity at their mother's side.¹

However, it has been possible for the last century to state that the majority of child domestic workers who engage in this activity do so as a result of the overall poverty conditions affecting most of these countries, especially in the sectors where these children come from. In some cases, CDL may be understood as a sort of “survival strategy” which is employed by people who have migrated from the rural to the urban areas. They send their children to the city in the hope that there they will be able to “earn a living” starting when they are young; the belief is that there “they will have a better future” than if they stayed in the countryside. Thus, in many cases a situation is created by which a child, who is a domestic worker in her own home, or carrying out agricultural tasks to help her family, then migrates to the city to become a child domestic worker in exchange for room and board, and low pay. This will allow the girl, after becoming an adolescent or an adult, to try to find another kind of job. Nevertheless, this perspective of “social or labor mobility” for the poorest does not always turn into a reality, as many of them continue working as maids even as adults. Despite these facts, every year, tens of thousands of children start working in the region due to lack of economic resources, thus playing the role of small providers of help for their families; paradoxically, in other cases, they work to earn some money to pay for their own school-related expenses.

From a legal point of view, there are two instruments in the international law that permit it to be determined that CDL is an activity that potentially violates children's most basic rights:

- **ILO Convention 182** (and Recommendation 190, which is derived from it) against the worst forms of child labor. This Convention establishes the unacceptability of certain labor activities and conditions, and urges the nation states to eliminate them. These unacceptable activities and conditions for adolescents include both dangerous situations and those involving exploitation (including among them some of the **worst forms of child domestic labor**). These are activities such as forced labor (including child-trafficking related jobs) and work done under slavery or serfdom conditions, being three situations that expose children to risks. The risks include abuse and/or sexual exploitation with the risks of suffering also from physical or psychological violence, and/or endangering their health and occupational safety, while at the same time requiring long working hours or night shifts, among others.
- **ILO Convention 138**, which establishes the minimum age for admission to employment (MAAE) under which no child should work. In most countries in the sub-region, with the exception of Costa Rica, which set the age at 15, the MAAE is 14 years of age. In the case of CDL, IPEC-ILO estimates that the average age to

¹ In general, it has been noticed that, with the exception of Nicaragua (principally in Managua) and the Dominican Republic (where a significant percentage of child domestic workers live with their families and only work for a few hours at a time at the employer's house), in most of the other countries in the sub-region, child domestic labor takes place mostly under the live-in mode, which means that the maid resides at the employer's house.

enter domestic labor in the sub-region is 13. However, this organization also indicates that an important percentage of children involved in this activity start even earlier, at around 7 years old. This situation goes against Convention 138 and violates children's most basic rights.

Six countries in the sub-region have ratified both ILO Conventions, although the legal frameworks in most of them still require some modifications as well as coming to agreement about mechanisms related to CDL. All this needs to be done in order to fully guarantee the prohibition of child labor, the protection of working adolescents, and the elimination of the worst forms of child labor. Nevertheless, one of the main problems is that the countries lack effective mechanisms and resources to enforce the legislation pertaining to this issue.

1.1.2 General project guidelines

As mentioned in the previous section, the project comprised two phases. The first phase received a contribution of U\$1,345,423 for its implementation, while the second phase will receive a total of U\$1,142,857 by the time it finishes (out of the U\$1,200,000 originally expected through an agreement with the donor).

The development objective in both phases is to contribute to the prevention and elimination of the worst forms of child domestic labor in Central America and the Dominican Republic.

The immediate objectives of the project are the following:

First Phase

- **IO 1:** By the end of the Project, information about child domestic labor in Costa Rica, the Dominican Republic, Guatemala, Honduras, Nicaragua, and Panama will have been gathered, and the underage domestic workers identified will have received the required attention.
- **IO 2:** By the end of the Project, public opinion, decision-making entities, child domestic workers, their families and employers will have been informed and made aware of children's rights, and the risks and consequences of this type of work.
- **IO 3:** By the end of the Action Program, a comprehensive strategy will have been designed to fight against child domestic labor in all seven countries.

Second Phase

- **IO 1:** By the end of the project, society as a whole will have been made aware about child labor, and the working children and their families will have been informed and made aware of their rights, and about the legal mechanisms available.
- **IO 2:** By the end of the project, public institutions, workers' organizations, employers, and organizations of the civil society will have been strengthened and mobilized against CDL.
- **IO 3:** By the end of the project, a list of recommendations will have been presented to the national parliaments in order to improve both legislated regulations and their effective enforcement with regards to CDL

-
- **IO 4:** By the end of the project, 200 children will have been withdrawn from conditions of abuse and exploitation and will have received educational, economic, and health support. Their families will have access to economic alternatives.

To achieve the immediate objectives of both phases, the project developed multiple activities in the different countries as part of the following components:

- a. **Generating knowledge:** The project carried out qualitative and quantitative studies (*rapid assessment survey* -RAS-) about the issue of CDL in the six countries, and published and widely disseminated their results among the main key institutional actors and the general public.
- b. **Raising awareness:** The project carried out a wide program of actions for awareness-raising and training geared toward the public and key institutional actors, including governmental agencies, NGOs, civil society organizations, and child domestic workers and their families, this being done through the mass media (written press, radio, and TV) and by means of face-to-face activities with target groups.
- c. **Training and institutional strengthening:** The project carried out several actions, mainly of an educational and dissemination nature, in order to promote the active participation of the various key institutional actors in specific initiatives to further the efforts for the elimination of CDL.
- d. **Reform of the National Legislation:** The project supported the preparation of legal studies in the various countries in order to improve the understanding and debate of legal issues related to CDL, aiming at reforming the legislation in each country as well as to propose bills with this purpose.
- e. **Direct Action:** The project supported a series of CDL prevention and withdrawal initiatives, using several methodologies, such as the utilization of community and institutional networks. Through some of these options, health, education, legal and psychological counseling services were provided to the beneficiary children. In some cases, their families received support through small loans to improve their income.

The project's implementation dynamics and the outcomes reached by each immediate objective are analyzed in detail in the third section of this report.

1.2 Evaluation methodology

1.2.1 Type of evaluation

This is the **Project's Final Evaluation**, and it is of a summary nature, gathering together data about the practices that the Sub-Regional Project "Prevention and Elimination of the Worst Forms of Child Domestic Labor in Central America and the Dominican Republic" has managed to implement between 2001 and 2004 in Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama, and the Dominican Republic. It

discusses the lessons learned from these actions and deals with the strengths and contributions of the implementing agencies and beneficiaries.

The evaluation also included, in specific cases, a **posterior evaluation** of some Action Programs (AP) that at the time of the evaluation had already been completed (12 to 18 months ago).

The general characteristics of the evaluation are the following:

Technical information about the evaluation	
1. Project evaluated	“Prevention and elimination of the Worst Forms of Child Domestic Labor in Central America and the Dominican Republic”
2. Period evaluated	Phase I: 01 April 2001 – 31 December 2003
	Phase II: 30 June 2002 – to date (October 2004) ²
3. Countries covered in the evaluation	Costa Rica (Sub-Regional Headquarters and national actions)
	El Salvador (documentary level)
	Guatemala
	Honduras
	Nicaragua
	Panama
4. Analysis axes (see main indicators per axis in Annex 1)	Dominican Republic
	a. Design validity
	b. Implementation
	c. Relevance
	d. Effectiveness
	e. Efficiency
	f. Sustainability
g. Unexpected outcomes	

In Annex 1 of this report the reader will find the details of the main indicator per analysis axis, a description of the data-gathering techniques, information sources and instruments used, the samples taken per country, and the evaluation timetable.³

1.2.2 Types of analysis carried out

To carry out the evaluation, **data triangulation (or cross-referencing)** was used to analyze the different aspects of the program. Both qualitative and quantitative data were gathered. The types of analysis used were the following:

² The second phase of the program technically finishes on December 31, 2004, and ends administratively on March 30, 2005.

³ The fieldwork and data gathering efforts in the six countries evaluated by the two evaluators were carried out between October 17 and October 30, 2004 (a 13 day period), including visits to the action program sites on Saturdays and Sundays. On November 1, a stakeholders workshop was held for a preliminary restitution of information. It is believed that the time available to carry out this evaluation, which in four of the six countries consisted in visiting two different cities, was very short. Therefore, it is felt that it would be suitable for IPEC’s evaluation methodology to consider assigning a higher number of days per onsite visit at each country.

-
1. *Effectiveness*: an evaluation of the objective achievement levels, coverage, and the expected and unexpected outcomes of the program. It included the identification of the excluded populations, as well as an analysis of the degree of satisfaction of the users and their views about the benefits received, both tangible and intangible ones, from the program within the context of the methodology established by the program itself (i.e., phases).
 2. *Design validity, relevance, and implementation*: qualitative analysis of the quality and appropriateness of the methodology, strategies, and services implemented by the program according to the characteristics of the different target populations. This included the following key variables: minimum age of admission to employment, gender, membership in an ethnic group traditionally excluded or marginalized, and conditions that determine that the working activity in questions actually corresponds to one of the worst forms of child labor. It includes the identification of key messages transmitted to the beneficiary population from the program, as well as the means used to do so (face-to-face strategy, posters, radio announcements, mass communication media, etc.).
 3. *Efficiency*: evaluation of the several management aspects of the program, the use and utilization of the available resources (overall management, scheduling and monitoring of the goals, financial management, and human resources), etc.
 4. *Sustainability*: analysis of the actions taken to assure the social and financial sustainability of the project, including the creation of national and local structures that support the project, as well as the inclusion of the issue in the agenda of key counterparts, the coordination mechanisms available, and the inter-institutional collaboration reached among public, private, and trade union organizations.
 5. *Unexpected outcomes*: evaluation of the effects that the project did not include in its design and that were noticeable during its implementation, as well as an assessment of the strategies implemented to approach them if pertinent. It includes both positive and negative effects of the intervention, such as the multiplying effects and synergies generated, and the potential stimuli that could have generated an adverse effect on the final beneficiaries or other key actors of the project.

2. DESIGN VALIDITY

As a general observation about the project's design, it can be said that **it was not very realistic**. Although the proposal has suitable objectives and a logical sequence of actions, **the project's goals were very ambitious for such a short implementation time**. The main design weakness may be in not having calculated the time needed to raise awareness, create awareness, and make the problem visible. These aspects have just begun to become consolidated by the end of the second phase of the project, after having committed the action of multiple key actors. In addition, an important element, that of the **generation of national and local mechanisms to channel and attend to**

the violations of the rights of child domestic workers, did not receive enough attention in the design of both project documents.

However, it is also necessary to take into account that in the beginning, the consciousness of the different stakeholders in relation to the domestic child workers, the prejudices that influenced the incorrect conceptualization and the unawareness of the problem's magnitude, made it very difficult to actively involve the principal stakeholders in the design of strategies against the scourge. Even the national authorities in the different countries (which in some cases, like in Panama and the Dominican Republic) were reluctant to implement a project concerning CDL. The action undertaken by the sub regional coordination had a main role in introducing the subject in those countries, despite of their initial resistance.

The project was designed within two different time periods, each corresponding to a different project document, although both are part of a sequence of two consecutive phases with an expected duration of one and two years respectively. Below are separate analyses of each of these documents.

2.1 First project document (First Phase)

The first project document, corresponding to the first phase, has a logical design with a sound relationship between the objectives, goals, products, and input, being the objectives (both the development and immediate objectives) clear. **The strongest limitation** of the design of this first project document (a limitation which also was present in the second project document) is that it **proposed short periods of time for the implementation of the goals, which was not very realistic**. Given the social invisibility of the CDL phenomenon, more time was required in order to bring the issue to the public's attention. Other problems included a relative lack of knowledge at the beginning on the part of the partner institutions in some countries about the issue of CDL. More time was needed in some countries to locate and contact the sample of children to be included in the initial studies. There were also difficulties in reaching inter-institutional consensus quickly on a new issue that is sometimes conflictive. Finally, the administrative procedures at ILO are very slow. In retrospect, it can be said that two years would have necessary to implement this first phase. In practice, this is what happened because the funding for this first project was extended for another two years and a half. Thus this stage overlapped the implementation of some actions that corresponded to the second project or phase. In fact, the objectives of achieving an important impact on the public opinion, and designing and reaching consensus about national strategies to fight CDL, were excessively ambitious given the time of one year originally proposed for the project. The social change processes related to socially invisible and culturally accepted issues require both longer terms and more resources for their implementation in order to achieve sustainable cultural changes.

The strategy proposed in this first project document (this strategy being to generate knowledge and raise awareness, as well as organize key actors to support the already detected cases and the design of intervention approaches) seems adequate as a first overall approach to the problems to be solved. The target population (child domestic workers) is described clearly and specifically. The description of the main outcomes,

activities, and input necessary to achieve the objectives is also adequate in general terms, although only the production costs of the TV and radio spots are mentioned, but not the periodic nature of the broadcasts which were left in the hands of the existing media in each country, that is, depending on their good will, and generosity.

Most of the indicators are valid and pertinent, and in most cases the verification means proposed are adequate. However, three indicators which were not clearly stated or measured neither at the beginning nor at the end of the project were identified. If this had been done correctly, they would have allowed knowing clearly the impact of the awareness-raising activities of the first phase. These are the indicators related to IO1 dealing with “informing and making people aware of the risks of child domestic labor and of the rights of working children to “the general public,” “the decision makers,” and “the children and teenagers themselves.”

First, in order to favor a clearer measurement of the project’s impact on so many target audiences, it would have been convenient to divide this immediate objective in two sub-objectives, or even into two independent objectives, each to be measured separately. One could have referred to general messages broadcast in the media which were aimed at indirectly impacting society’s overall opinion. The other objective could have referred to the project’s direct impact on its final beneficiaries. In turn, the project’s effect on “key agents” (who were part of the project’s target audience) could have been proposed as an additional indicator of immediate objective 3, which deals with the existence toward the end of the project of a comprehensive strategy, agreed on in each country, to fight against child domestic labor.

Second, it would have been suitable to include indicators and verification means that allowed for directly measuring the impact of the campaigns and other awareness-raising actions on society before the beginning of the project and close to its end. This methodological limitation in the project’s design, also found in the second phase/project, was translated into the fact that although the project carried out an important awareness-raising campaign in the media, the real impact of this effort on public opinion (in terms of information and change of attitude) could not be measured in a valid and reliable manner.

On the other hand, the emphasis placed on the awareness in each segment of the institutional agents is not accurately defined in this first project document. Interlocutors are identified, but the roles they played in the project’s implementation are not accurately stated in all cases. Moreover, there are no suggestions regarding the targeting of distinct audiences or the messages to be broadcast.

The indirect cost-program total ratio is adequate (13%). The design acknowledges the need to implement a multiple approach scheme, but it does not clearly state the meanings of the terms “prevention,” “withdrawal,” or “institutional capacity strengthening.”

Although the project document acknowledges that the problem of CDL encompasses an important cultural element of discrimination against women, it does not approach the issue of ethnic discrimination or the need to create strategic approaches according to the age of working children (girls and teenagers).

Finally, the first project document lacked suppositions, and did not adequately assess the external factors that could affect, and in fact did affect, the project's implementation. Among these factors are the delays experienced by some implementing agencies, given the difficulties they had with gaining access to the child domestic workers, as well as the different response levels from key actors (especially those at the governmental level) in terms of committing them to a national and sub-regional strategy to approach the problem of CDL.

2.2 Second Project Document (Second Phase)

The second project document aimed at building new awareness actions with different target audiences and direct action programs, these actions being based on the achievements of the previous phase (the studies and a sample of child domestic workers at risk that had been contacted), which at that time seemed a reasonable and logical continuation. However, as both phases overlapped each other, the project's logic of using the achievements of one phase to further the actions of the next phase became irrelevant.

The design of the second project document seems, at first sight, logical. The sequencing of the four strategic components (awareness-raising, institutional development, legislation, and direct action with the children and their families) appeared adequate. Within this framework, the description of the main outcomes, activities, and input needed to reach the objectives is adequate. Nevertheless, the same limitation of the first project document regarding the short period of time allowed for its implementation (in particular, that which deals with the direct action activities) was detected in the second document. This also happened with the difficulties derived from including under the same objective awareness-raising among both the general public and specific audiences, this having been done without including a distinct, pre-established means of backing up this objective, one which would have allowed for measuring the impact of the communication component on the general public.

The component dealing with institutional and key actors contains detailed actions in terms of raising awareness (workshops). However, the description of the mechanisms proposed in order to achieve the other two aspects of this component (promoting the development of programs and policies about CDL, and working with networks and inter-institutional coordination) does not seem sufficient (workshops). Moreover, the description of the key actors is very general and does not define their roles and responsibilities or the preliminary obligations that they should assume. This limitation may have been reflected later in the project's implementation itself, even if the totality of actions of the project was coordinated and approved by the National Committee for the Elimination of Child Labor in each country.

The description of the processes necessary to promote modifications in the existing legislation about CDL seems insufficient, and the strategy proposed appears to be scarcely effective given the complexity that characterizes legal reform processes in the Latin American countries, and the specialized character of the entities in charge of this type of tasks. These kinds of legislation modification processes in a country require

more direct and intense impact actions to be carried out on the Parliament of each country. This was not anticipated in the project document. Moreover, the term set for the implementation of this component (24 months) was also short if the intention was to promote a national agreement on substantial modifications in the labor codes and legislation of the six countries, especially as the project is about an issue for which it was first necessary to modify attitudes and cultural perceptions.

The second project document proposed implementing the direct action component (prevention and withdrawal) mainly for those children that had been identified as a sample for the studies carried out in the first phase in each country, and about whom lists had been prepared. However, **the term of one year anticipated to carry out the withdrawal process of 200 girls was not realistic**, given the complexity of the survival conditions affecting them, individual difficulties, and the long time required for social insertion in many of these cases (for instance, if a girl is separated from her family and is living with her employer), and the absence of inter-institutional mechanisms to care for and protect the rights of the child domestic workers. Moreover, given the labor and geographic mobility of an important part of the population involved in CDL, this procedure may be considered more as a limitation, one that would initially decrease the flexibility required by the project, as it would need to devote time to once again establishing contact with people who, in many cases, are no longer easy to locate. In addition, the procedure made it necessary to identify cases of CDL outside the context of the studies (e.g. in schools – as in Panama, and also the Acción Callejera Program in the Dominican Republic, although not in the case of CIPAF).

The design of the project recognized the need to implement an approach scheme with multiple alternatives but didn't specified the meaning of the terms "prevention", "withdrawal" or "strengthening of the institutional capabilities". Likewise, although the project included a component to support the development of the income-generation activities for a fourth of the target families to be withdrawn by the project (50 families), given the economic determiners of child labor (in particular, CDL, as those children usually come from the poorest sectors of the population), it would have been suitable to offer income generation alternatives to a larger number of families as part of the withdrawal strategy. The criteria for the selection and inclusion of the beneficiaries in the direct action program are adequate.

The indirect cost-total budget ratio for the program is high. However, an important part of the increase is related to the need of having technical staff at the sub-regional and country levels in order to approach a wider scope of goals and actions than the one done in the first phase.

In the final analysis, the budgetary forecasts considered by the second project document were not realistic. The economic crisis in these countries did not allow their public and private institutions to provide enough services to protect child domestic workers or governments to increase social expenditures, particularly those allotted for child labor. In this sense, the National Committees and National Plans for the Elimination of Child Labor were not paralleled or matched by a higher governmental investment in this area. Moreover, the scanty importance of the topic of CDL on the legislative and the executive power's agendas in most of these countries did not favor the approval of legislative modifications. In particular, the project document did not take into the impact

that the change of administration in some countries would have on the project's operation.

2.3. Budget revisions of both Project documents

As it can be seen in the following figures, there are big differences in the distribution of both of the projects. Whilst the budget referring to the first phase present personal and administrative overheads corresponding to 13.10% of the total Project budget; which could be considered as appropriate, and another component of “program support” of another 15% (nominally 13%) to cover other overhead and support costs from the OIT in Geneva, the budget of the second phase presented costs of personal of 28.4% of the total budget. In addition, there were 10,95% under “programme support”, adding to 39,35% of indirect costs within the total budget. This percentage implies indirect costs of 40cts for each U\$ invested directly in the beneficiaries, which is too high, having approved implicitly that the donor will have higher management costs in the second phase in relation to the first phase. Nevertheless, we understand that the high increase in the administrative costs was related to the need to have sub-regional technical staff in each of the countries in order to approach a bigger spectrum of goals and actions than in the first phase.

Figure 2: Budget of the first and second phase of the project⁴

Porcentual distribution of the budget by components – First Phase	Budget in Project document of (U\$)	% overTotal	Porcentual distribution of the budget by components-Second Phase	Budget in Project document of (U\$)	% overTotal
1. Personal	91,100	6.77	1. Personal	203,220	16.93
2. Administration	85,100	6.33	2. Administration	137,638	11.46
3. Studies	318,140	23.64	3. Awareness raising	114,500	9.54
4. Awareness raising	174,000	12.93	4. Institucional strengthness	128,000	10.66
5. Networks	168,858	12.6	5. Legislation	43,000	3.58
6 Direct Attention	318,858	23.7	6. Direct Attention	385,000	32.08
7. Program Support (13%)	150,678	11.5	7. Program Support (13%)	131,479	10.95
8. Cost increase (5%)	35,698	2.8	8. Cost increase (5%)	57,163	4.8
Total original budget	1,345,422	100	Total original budget	1,200,000	100

⁴ In some cases, some of the disaggregated figures corresponding to sub components or activities of the budget of each phase have been re arranged following the components to which they belonged.

Moreover, in the comparison of the budgets of both projects, it can be seen that whilst the budget of the first phase presents a more balanced distribution of assignments between the different components (studies, awareness raising, networks, direct attention), the budget of the second phase concentrates a third of the budget in the component “direct action”, which deteriorates the value of other components. In this way, prioritizing the indirect costs and the costs of “direct action”, the budget of the project was only giving 25% of the available funds to the other three important components.

3. FINDINGS

Below are detailed the main findings in the following category levels: implementation, relevance, effectiveness, efficiency, unexpected outcomes, special issues (the child-labor monitoring system, ethnicity, and gender) and the project’s sustainability.

3.1 IMPLEMENTATION

3.1.1 A team committed to the project’s objectives

The delays caused in the implementation of the first phase of the project (partially given to the expectation of achieving goals within a short implementation term) made it impossible for the outcomes generated in this phase (survey results, and discussion group agreements in local and national forums) to be used early enough for the design of the second phase of the project, as the implementation of both phases and their outcomes overlapped.

However, in general terms, and despite the instability of some local circumstances, the project kept its aims and goals clearly in sight so as to be able to meet most of its objectives. IPEC-ILO’s staff at the sub-regional level and in the several countries showed a decisive commitment toward the project’s objectives by providing technical and administrative guidance to the implementing agencies. Yet, in some countries, and at certain times, especially at the beginning, given the budgetary restrictions and the internal dynamics of the institution, the project lacked a local representative who would dynamically promote the project’s objectives. Nevertheless, the synergies reached in several countries between the CDL project and other IPEC projects favored the development of the former. Nevertheless, the coexistence of IPEC’s national structures and relatively autonomous sub-regional projects within the same country contributed to causing conflicts among the several entities at times.

The regional sub-coordination’s support for the national and local processes was carried out in a close and accurate manner, thus becoming important input which in turn reinforced the technical quality of the project’s contents. The sub regional office had an important role in the promotion of the issue in countries that initially were reticent in developing initiatives on CDL, like Panama and the Dominican Republic. Moreover, the sub regional coordination promoted the extension of successful experiences in some countries to others, like the network implementation in Guatemala, which was undertaken as well in Honduras, Panama and the Dominican Republic.

Despite these facts, the centralization of many of the technical and administrative decisions at the sub-regional headquarters took away autonomy from the country-based processes and decisions, and probably increased some of the operational costs of the project (e.g., international phone calls, among other things).

3.1.2 Strengths and weaknesses of the implementing agencies

The strengths of the implementing agencies and of the project itself were mainly of a technical nature: knowledge of the area, culture, and local social processes; knowledge acquired about the population; utilization of community and institutional networks needed in order to support the project; handling of techniques to approach and address the problem of the populations at risk, and (in some cases) of the child domestic workers; and the design of programs that would meet some of these population's needs; among others.

The main weaknesses of the implementing agencies were of an administrative nature and were related to their capability to adequately comply, within the established time periods, with the procedures and formats used by IPEC-ILO. They also had financial problems related to their difficulties with continuing the actions in an integral fashion without any external financial support, such as that provided by the project. The technical weaknesses were centered in the first phase in the case of some implementing agencies that carried out the in-country studies (Guatemala and Panama), which required much more technical assistance and implementation time in order to produce their outcomes than was initially expected. In general, the greatest weakness of the project is that given the short-term for its implementation, it has not yet developed schemas that would ensure the sustainability and independence of its actions outside the sphere of technical and financial support from IPEC-ILO. In fact, in some countries which are undergoing a serious crisis in terms of fiscal contributions, such as Nicaragua, this is due to the insufficient sustainability of the social state policies, which would be nonexistent without the international cooperation's support.

3.1.3 Capacity building in the implementing agencies and involved parties

By means of several forums and through the legal studies carried out⁵, the project introduced the issue of CDL in the sub-region, utilizing a comprehensive approach that dealt with human rights, something completely new in the area.

Regarding the raising of awareness and the training actions, it was possible to improve, through the provision of support and specific materials, the capacity of institutions to carry out impact actions and awareness-raising campaigns at the national and local

⁵ Cf. OIT-IPEC (2004), *Study comparing the legislations of Central America and the Dominican Republic in Child Domestic labour*, San Jose, Publication N 184, SANCHEZ,J. and RAMIREZ,M (2003), Consultancy "Child Domestic Labour in Nicaragua" (Normative legislative proposal); ARGUETA,A (2004) Consultancy "A Vision to the law and the challenge of its application as a guarantee of the integral protection of child and adolescent domestic labour in Guatemala". Moreover, it is worth mentioning the support given by the Project of Domestic Labour to Workers Associations in Guatemala and other local institutions, like the Ministry of Labour in Costa Rica, for the elaboration of legislative proposals in the subject, as well as the incidence of labour of CIPAF, in the Dominican Republic, for the modification of the Code for children and Adolescents.

levels. The project contributed to increasing the research capacities in the sub-region through the introduction and training in RAS (Rapid Assessment Survey) methodology for carrying out initial studies about CDL in each country.

The project contributed to increasing the monitoring capabilities of the implementing agencies' actions by providing a monitoring system and the software needed in order to create a database, first in Access and then in Excel, which dealt with the beneficiaries, advances and achievements of the project. Moreover, the project contributed to improving the administrative capacities of the implementing agencies due to their relationship with other agencies of international cooperation, which was enhanced through the training received about ILO administrative procedures.

In general, when the project selected institutional partners with prior experience in the implementation of social programs and/or programs to benefit children, the overall development of the direct action programs was benefited. In addition, it may be stated that in a new area such as the direct action programs to remove working children from employment, the project did not support a particular and predefined model. Instead, it supported the methodological proposals that logically arose. In some cases, as in the case of the implementing agency Conrado de la Cruz in Guatemala, the project made it easier for the local agency to start a new type of work for a population with which they had already worked (working teenagers), thus making the child domestic workers the focus of their efforts. Moreover, thanks to the project, other implementing agencies that had not worked with CDL, or dealt with the general issue of child labor, suddenly introduced the issue of child domestic labor on a permanent basis in their institutional agendas after the implementation of the AP (e.g., the cases of CIPAF and Acción Callejera in the Dominican Republic, IDEMI in Panama, and INPRHU in Nicaragua).

Thus, the project implementation seems to have been based on an egalitarian relationship between IPEC and the partner entities. The contributions of diverse institutions with varying experience in approaching the target population were what determined the use of a trial-and-error technique in this area.

In the second semester of 2004 the project carried out a training program in order to reinforce the capacity of the public and private institutions of the various countries so as to make it possible for them to establish a proactive and productive relationship with the mass media, thus learning to "make use" of them. In addition, a similar training session was held with journalists on the issue of CDL with the purpose of creating bridges between both sectors (the media and the information sources about this topic).

3.1.4 Role of the local and national structures

Although the National Committees for the Elimination of Child Labor in most cases clearly supported the project, these structures, due to their mainly consultative nature, lacked the mechanisms to assure the implementation of their recommendations within other state agencies. Moreover, in most of the countries, the units on child labor in the Ministries of Labor are not yet fully consolidated, and they lack the needed resources to be able to fully carry out their mission (with the exception of Costa Rica, Nicaragua, and to a certain degree, Panama). In general, the contribution of the Committee to the project was the creation of space at a high level to discuss and raise awareness about

this problem, which became an instrument of political support that facilitated communication with the institutional contacts for the project's operation.

In most of these countries, the Ministry of Labor is the institution that plays a dominant role in the National Committee or Commission for the Elimination of Child Labor, and which is usually in charge of the technical secretariat of these committees. The Ministry of Education and other institutions fulfill a secondary role regarding the initiatives promoted by the committee. Yet, IPEC-ILO has managed to introduce this issue in the institutional agenda of the trade unions in some countries. In the case of Guatemala, the Commission has been able to include, within the discussions about the country's budget presented for approval by Congress, some budget entries to attend the problem of child labor in the ministries of Education and Labor.

The project has remained in contact, as far as possible, with associations of domestic workers. The Latin American Confederation of Home Makers (COLATRAHO) has expressed its support of IPEC-ILO's initiatives on CDL in the Latin American region. However, the domestic workers' associations are usually weak, and they are not recognized as trade unions by the governments. In addition to being part of the National Committees for the Elimination of Child Labor, the employers' associations in some of these countries believe that the issue of domestic workers is beyond their range of competence.

3.1.5 The macro and micro institutional coordination is still pending

An additional difficulty for the operation of local institutional coordination is that the various entities in the structure (national committees, provincial or district technical sub-committees—or protective councils) do not necessarily exist in all the countries concerned, or that they are not part of a network (that is, they are not related to one another, nor do they have fluent coordination) among themselves. Completing and strengthening these institutional entities at the lowest hierarchical level in the different countries is an important task if the purpose is to decentralize the efforts to fight against child labor. This observation is particularly relevant given the positive experiences of institutional organizations at the community level in the fight against CDL, experiences that the project has contributed to create in the Provincial Committee of Veraguas and the district committees of La Mesa and Cañazas (Panama), the Coordinating Commission of Childhood Attention (CCAN) of León (Nicaragua), the Municipality of Desamparados (Costa Rica), and the regional technical sub-council of San Pedro Sula (Honduras).

3.1.6 Mechanisms to exchange experiences and lessons learned

At the beginning of the project (July 31st to August 2nd, 2001) and with the aim to promote the homogenization of the procedures in research on CDL to be made in each of the countries, the project organized a "Subregional seminar on research methodologies in domestic child labour". Moreover, the 24th and 25th of April 2002 the project held a tripartite seminar in San José, Costa Rica, at the sub-regional level about

strategies to prevent and eliminate the worst forms of child labor in Central America and the Dominican Republic.⁶

Moreover, the IPEC-ILO, in coordination with UNICEF and Save the Children UK, organized from the 4th to the 6th of June 2003, in Cartagena Colombia, a Latinoamerican and Caribbean technical meeting, on child domestic labour in third party households. More than 30 representants of the sub region, including all the counterparts and national consultants of the IPEC-ILO (who could expose their working experience) participated in this activity. This event gave place to the subscription of the letter of Cartagena de Indias on the Child Domestic Labor, sponsored by three organizing institutions.

By mid 2004 the project commended the realization of a study on good practice and the lessons learnt to a team of consultants, who presented the preliminary results to representants of public institutions, privates and IPEC from the different countries in a sub regional meeting at the beginning of November that year. This document can constitute an important source of information for the exchange of experiences between the different countries. Finally, the project intended promoting the inter-learning processes in some countries through the participation of international experts in national forums, on the subject, such as the cases of Panama and Dominican Republic.

Apart from these events, and given the high cost of organizing meetings to be attended by representatives of the different countries, the project lacked periodic mechanisms to exchange experiences regarding the initiatives of the different countries. Furthermore, although some institutions documented their experiences in writing, and despite the fact that these publications were distributed in the sub-region by IPEC, the work overload of IPEC's national consultants in each country made it difficult for the members of the project's team to have periodic and sufficient spaces for the exchange of ideas so that they could become an information bridge and a source of inter-learning among the countries.

Although the project tried to promote the creation of inter-institutional networks in all countries, these did not work on a permanent basis. Therefore, there was no relevant exchange of ideas among institutions located in different cities of the same country. Instead, some local institutional networks (such as those in León and Veraguas) did work proactively in their countries.

The systematization and dissemination of the most important lessons learned during the project's implementation in the different countries is still pending, and this will need to be undertaken by IPEC-ILO later.

3.1.7 Positive synergies and additional resources

The project obtained important non-financial resources that complemented its own investments. In particular, the contributions in kind from the national and local media, these being granted through the donation of free radio and TV spots to disseminate the

⁶ At the same time, during 2004 a Sub regional Parliamentary workshop was organised in which one of the subjects was domestic child labour and in which the law proposals of Costa Rica and Nicaragua were presented.

project's messages, were significant. In addition, journalists (in the Dominican Republic) and an advertising agency (at the sub-regional level) participated by donating TV spots. It is also worth pointing out that regarding the media and the effective use of the resources, the utilization of Radio Veraguas, which belongs to CEPAS (an implementing agency) was a key instrument in promoting the project's activities in the Veraguas area in Panama. This radio station invited the population to participate, raised their awareness, and encouraged them to identify cases of CDL that required the support of the project.

Even though it seems that no procedures were established to systematically identify and cooperate with other initiatives and institutions, the project did work in tandem with a number of other projects in several countries. For instance, in Guatemala and Honduras, the project worked with Save The Children-UK in some initiatives, and in Costa Rica they shared the contributions of a program about the incidence of the phenomena, focusing on the issue of CDL (the training having been done by means of a manual) with Anti-Slavery International and Defensa de los Niños Internacional. In the Dominican Republic, the involvement of World Vision International with the issue, thanks to the project's initiatives, is now contributing, to a significant extent, to raise awareness among the population. In Panama, the support of the churches there has also been very important. In the case of UNICEF, in general, some coordination was done with this institution within the National Committee in order to promote policies and actions about CDL (UNICEF gives special attention to education). Finally, within the framework of the inter-institutional coordination between IPEC-ILO and other institutions, the project supported the activities that had been carried out as part of the Global March against Child Labor.

3.1.8 Divergent definitions of “prevention” and “withdrawal”

Regarding the consistent homogeneity of the concept of the project's objectives on the part of IPEC and the implementing agencies, it was noticed that despite the important achievements mentioned in the “effectiveness” section of this report, the different institutions in the various countries did not use the same definition for the concepts “prevention” and “withdrawal.” Thus, although there was some consensus about the conditions that comprised one of the worst forms of child labor within the CDL framework, some agencies and project members believed that CDL **itself** was one of the worst forms of labor. This ambiguity translated into a set of diverse concepts (potentially contradictory) of “prevention” (absolute, by age, of various causal factors or certain conditions) and of “withdrawal” (partial or total) handled by the different implementing agencies. In most countries, the following have not been used operationally to set priorities about which children to withdraw: the minimum age for admission to employment, the willingness or lack thereof of families and children themselves for their reinstatement in these jobs, or the concept of “worst forms of child domestic labor” (or the schema to assess occupational risks or those of other types for the selection of the cases)⁷.

⁷ Regarding this issue, it would be convenient for IPEC-ILO to prepare an additional paper to clarify some of the definitions of “withdrawal” handled by them in order to promote the homogenization of concepts and ways to measure the outcomes. In particular, it is relevant to distinguish between the effective removal from the labor activity and the simple reduction in the number of working hours for the

Similarly, and despite the success achieved at the preventive level, it was verified that the concept of prevention handled by the different institutional agents and IPEC is not the same. While the project's official definition of "prevented child" refers to the concept of "children and relatives of child domestic workers," other agencies refer to the "child's home community" and/or "communities where the presence of child domestic workers is important." None of these definitions refer to the prevention of the causal factors of child labor, such as poverty, adult employment, and families' income levels.

3.1.9 The weight of administrative difficulties on the project's implementation

With the exception of problems related to quality in some of the research reports in some countries, problems that were corrected at the time, the main difficulties arising from "internal" factors experienced by the project were mainly related to certain administrative processes (e.g., important delays in the approval of the action programs, and disbursements made to the counterparts) as well as technical processes (mainly the late beginning of the studies about legislation, and proposals for legislative modification, in several countries) rather than being due to the quantity or quality of the outcomes. The outcomes in general, as may be noticed in the section "Effectiveness," were positive. The administrative internal factors that affected the project's implementation are analyzed in the section "Efficiency" of this report.

3.1.10 Beneficiaries' participation

The level and kind of participation of the beneficiaries in the different phases of the project were different. This variance was according to the action program carried out by each implementing agency, ranging from an intense level of participation in which a good part of the program was based on the organization of the child labor workers, as in the case of the NGO Conrado de la Cruz de Guatemala, to the provision of more services, such as the case of the Asociación de Amigos de los Niños of Honduras. The latter is an entity which is in charge of the program for child domestic workers called "Reyes Irene Valenzuela", or Acción Callejera in the Dominican Republic, this having operations in a care center and two study rooms.

beneficiaries (that some agencies equate with the concept "partial withdrawal"). In fact, this second concept of the word "withdrawal" has a double deficient logic: a) the "partial withdrawal" is equated and measured in most cases via the registration of children in educational activities without actually monitoring directly the reduction of the work shift (a simple indirect reference and an overgeneralization are used); b) it is based on the supposition (not verified) that the excessive number of working hours is the only unthinkable condition that affects the beneficiaries. To verify this more clearly it would be necessary to talk with the beneficiaries about a wider set of abuse and exploitation conditions. Also the way in which these cases of "partial withdrawal" are counted by some institutions (e.g. about short periods of time, with no follow-up about their sustainability) should be reviewed.

Moreover, some programs as IDEMI and CEPAS in Panama, or CIPAF in the Dominican Republic, as well as Conrado de la Cruz in Guatemala and Asociación Las Tías in Nicaragua, were based on both the promotion of the communities' active participation, and on local institutional networks, in order to approach the CDL problems in certain contexts.

The attempts made to create preventive actions and networks in the area of origin, such as those developed by the NGO Reyes Irene or the regional technical sub-council of Sula in Honduras, as well as Visión Mundial in Guanacaste (located in the northern part of Costa Rica, bordering Nicaragua) were still incipient or very sporadic, thus making it difficult to evaluate their impact as yet. Nevertheless, they constitute one of the most promising ways to address the issue of CDL prevention.

3.2 RELEVANCE

Although **the project** may have proposed unrealistic time periods for achieving its immediate objectives, it **was pertinent to the local situation of child labor**. It focused on the issue of child labor at the time that it was generally **socially invisible** in the countries. Child labor had been culturally validated as something that was “not a job,” but “a solution” and “help” (for the children and their families) given the existing rural poverty and child abandonment. Clarifying the labor nature of this activity and its harmful characteristics for children's development, while generating knowledge at the same time about the problem and raising awareness among the population about to need to take actions to modify this situation, were objectives that were pertinent. Their relevance has not disappeared because there is still a lot yet to be done in each country, not just informing the populace about the problem, but to start promoting a change of attitudes and behavior.

The project was also pertinent when it proposed the need to improve the regulatory framework with respect to domestic work and child domestic labor in the different countries, as well as its making evident the triple discrimination that child domestic workers face because they are poor women and girls. The needs of the target groups were at least partially taken into consideration, as most of the project's action programs addressed, for instance, the issue of education, health, vocational training, and psychological support for the girls involved. The information and guidance provided for their families were not given with the same emphasis and in the same depth with regards to one of the main causal factors of child labor: the issue of the low level of the families' income. This issue was addressed on only a few occasions by the action programs.

The institutional and communal response to the project in some exemplary experiences (such as that in Veraguas) indicates that the project's proposal of raising awareness and mobilizing local capacities to face the problem of CDL was indeed pertinent. However, the difficulties in ensuring the needed political will, and in involving resources at a national level from the governments of the nations concerned, indicate that the attention which is given to the problem of CDL is still far from becoming a priority in most governments in the region (they give priority to other social problems and **lack specific programs on this issue**). Thus, it is necessary to persist in the awareness-raising efforts while working to have this matter included within other issues, such as the national

educational agenda, the social development programs for rural areas, and the struggle against poverty. Something similar should be done at the local government level, so that child labor (and, as a result, child domestic labor) become one of the attention axes of childhood policies at this level.

In fact, apart from the initial objective of generating knowledge, an aim which has been fully met, most of the project's objectives are still pending, and they should be extended: to raise awareness among the population, strengthen the institutional actors, improve legislation, and care for the most urgent needs of the beneficiaries and those who have been victimized in cases of abuse.

Regarding the last issue, although most of the girls benefited by the project belonged to the most excluded sectors of the population, it can not be said that all the cases were necessarily attended to within the most exploited and excluded sectors. Paradoxically, these are the sectors where there will be more difficulties in detecting and attending to cases: the youngsters there are girls and teenagers located in the most distant corners of the cities or outside them, or girls with the least access to information and aid, and those who are hard to contact due to the abusive situation on the part of their employers. On the other hand, the number of direct beneficiaries of a project like this, although important from the point of view of the urgency of paying attention to specific needs, will always be insufficient given the magnitude of the problems to be faced.

Because of the deteriorated economic conditions and high social costs in the sub-region's countries, it will be as important, or even more important, to attend to the specific needs of child domestic workers by having future projects focus on **the promotion of institutionalization** (in the community and state agencies at the national and local levels) **of mechanisms** to receive complaints and reports, as well as to deal with the demands and needs of these child workers. **Prevention of early access to the labor activities in the areas of origin** should also be focused on, thus generating synergies with other kinds of programs, mainly in rural areas, and **joining the issue of child labor to the issue of development**.

Some steps have been taken by the project in 2004 with this purpose in mind, by supporting the institutions working in rural areas, such as Visión Mundial in Costa Rica. This institution is trying to make CDL one of axes of its community organization and economic development program.

Similar actions can also be carried out within IPEC-ILO itself by integrating the issue of CDL to the work done with rural families as part of the sub-regional program on child labor in the agricultural sector, as well as inserting the issue as part of the global strategy and strategy multiplicity within other issues at each Country Office. In this framework, the operation of the IPEC Office in the Dominican Republic is an example of teamwork which should be imitated in order to integrate the various IPEC programs as a country strategy. Under this model, the different members of the IPEC office assume responsibilities for all the projects of the Country Office, not separately but as a whole synergy, with the value added of not separating the issue of CDL from the wider and more general issue of child labor, thus favoring the clarity of the messages and the efficient use of the available resources both inside and outside the program.

3.3 EFFECTIVENESS

In general, and based on the outcomes, it may be said that **the project's implementation was effective** as it satisfactorily reached **most** of the immediate objectives proposed in both project documents/phases in most of the countries (see analysis per immediate objective later), and it also met its development objectives in a general sense. The development objectives were the following:

Development Objective of the First Phase: *The project will contribute to the elimination of child domestic labor in seven countries in Central America and the Caribbean through the implementation of situational analyses and the definition of strategies for its elimination*

Development Objective of the Second Phase: *To contribute to the prevention and elimination of the worst forms of child domestic labor in Central America and the Dominican Republic*

Moreover, the project showed sensitivity to the local demands, which allowed for starting direct action programs dealing with CDL in several countries where this had not been anticipated. Only in the case of El Salvador, a country where there was no initial interest or support from the government for the development of actions, did it turn out that the project could not be implemented.

The project's **important achievements** include the generation of an important body of knowledge about the problem of CDL in the different countries in the sub-region, as well as making the problem visible before key public and private actors, and the society as a whole, in the different countries concerned. Other achievements of the project include the incorporation of institutional and community networks in some countries to fight against CDL, the support for the joint implementation of culturally-adapted practices for the prevention of CDL, the improvement of the educational and living conditions of the child domestic workers, and the withdrawal of children from CDL.

The commitment and participation (regarding the project's implementing agencies) of the institutions that had institutional or community networks already created (or with the capacity to summon them immediately) was essential for the effective implementation of the actions.

The project managed to involve the active support of the National Committees for the Elimination of Child Labor in the different countries concerned, since the operation and support provided by them (or their Executive Secretariats) were essential for the program to advance in some of these countries. Moreover, the existence of the Convention for the Rights of the Child, and ILO Conventions 138 and 182, also contributed to the development of the project in the sub-region as it was the existence of a general framework about child labor that had already been advanced, to a greater or lesser degree, by IPEC-ILO in the different countries.

The existence of a sub-regional team committed to the achievement of the project's objectives, and closely involved in the development of actions, contributed to undertaking actions in the various countries, as did the support of the national IPEC offices in each country. This allowed for the insertion and continuity of the project's actions even at times in which, due to different reasons, the project temporarily lacked staff which was exclusively dedicated to its development on a full-time basis.

A weakness of the project, discussed in detail later in this report, was that the implementation of the second phase did not focus on the elimination of the "worst forms of CDL" as indicated in its general objective. (This was not the focus of the campaigns or of the withdrawal actions). It focused on preventive actions and actions to improve the life and education of child domestic workers, or on the elimination of CDL in general. Nevertheless, as is explained later, the project achieved most of the immediate objectives of the second phase.

Below is an analysis of the project's effectiveness in relation to the different immediate objectives proposed for each of its phases.

3.3.1 IMMEDIATE OBJECTIVE 1

Of the first phase: *"By the end of the project, IPEC and its main institutional partners will have information about domestic child labor in selected areas of Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua, and Panama. The children identified as involved in domestic activities will receive support as needed."*

This objective was reached in full. Several rapid assessment surveys (RAS) were held, using a similar methodology, in Costa Rica, Guatemala, Honduras, Nicaragua, Panama, and the Dominican Republic. The results of these studies have been disseminated intensely and widely in each country through several written and audiovisual media, and the information provided by them has been used as a basis for the awareness raising processes of several key agents in the region. Thus, the studies have become the most important (and in some countries, the only relevant) source of systematized knowledge and reference about the CDL problem in each country.

Despite that which has already been pointed out, the outcomes of the studies could not initially be used for the design of the first action programs of the project, given the difficulties in gaining access to the sample or hidden population of child domestic workers, and to the delays caused by some implementing agencies in some countries in making the results of the surveys available, in some cases, these delays lasted for more than six months.

Moreover, **1695 girls domestic workers** were identified during the first phase of the project and received some kind of real support during the procedure.⁸

⁸ Source: Final Technical Report (on Phase I), February 2004.

Samples of some promising practices experienced by the project in this area that may be replicated in the same project or similar projects in the future:

- The information gathered through the RAS was completed later with a case study (a specialized case per country) entitled “Seven Life Stories;” this was effected by the NGO Defensa de los Niños Internacional.
- Having continued the AP implementation with the same agency that carried out the initial survey (INPRHU, CIPAF) favored to some extent the utilization of the expertise developed as a result of the study implementation, and facilitated the identification of the target population.

3.3.2 IMMEDIATE OBJECTIVE 2 (of the first and second phases):

First Phase: *“By the end of the project, the public, the decision makers, and the working children will have been informed about and made aware of the risks of CDL and the rights of child domestic workers.”*

Second Phase: *“By the end of the project, society as a whole will be aware of the problem of child domestic labor and child domestic workers, and their families will have been informed and made aware of their rights, and of the legal application mechanisms available to enforce them.”*

Both objectives were reached for the most part, because the project contributed first of all to make the phenomenon of CDL **visible** from a human rights approach in the various countries. In addition, in order to support the achievement of this objective, multiple awareness-raising materials, these having very good quality and content, were addressed to different kinds of audiences were created.

Second, since the issue was absent from the national scenarios and institutional agendas, the results of the studies were accurately turned into input, which in turn fed the contents of the awareness-raising actions of the different types of actors (mass media, institutions, direct beneficiaries). Thus, it was possible to raise the awareness of an important number of key actors both during the **first phase** (See results in the II phase for this indicator under the OI 4 of this section)

Table 3: Results of the raise of awareness in the first phase / Main Stakeholders

Indicator	Result ⁹
Leaders and Aware decision makers	290
Teachers	438
Journalists	292
Employers	315
Job inspectors	310
People aware	4,790
People trained	2,358

⁹ Source: Final Technical Report (on Phase I), February 2004.

Institucional Networks of CDL	4
-------------------------------	---

Moreover, an important number of child domestic workers and their families were trained with regards to their rights, reaching 150% of the goals proposed in the project documents.¹⁰

Table 4: Comparison of goals and results of the raise of awareness in both phases/Child domestic workers and their families

Indicador	First Phase		Second Phase	
	Original Goal	Result ¹¹	Original Goal	Result July 2004 ¹²
Number of CDL informed over their rights	S/d	5,457	1,000	2,589 (+ 159%)
Number of the familias informes of the rights of child domestic workers	S/d	553	450	567

Thus, it may be stated that the project adequately and directly reached a good number of the governmental actors—executive and judicial powers—and of civil society organizations, as well as the direct beneficiaries of the project (communities, families, and children) while making visible, perhaps for the first time, the issue of CDL before the public opinion in the different countries.

Regarding the awareness-raising actions geared toward public opinion, the project generated material for the radio and audiovisual materials of excellent quality (including some spots in the local languages, according to the ethnic composition of the beneficiaries in Guatemala). In order to spread these messages to different audiences, the project took advantage of the free collaboration provided by diverse mass media (the press, radio stations, and TV channels) both at the national and regional or local level in the different countries, which published dozens of articles and reports about the problem of CDL, and about the actions taken by the project, and generously provided spaces to broadcast interviews, programs, and spots about the issue.

However, since the project's campaigns and presence in the media were sporadic rather than being continuous in the different countries, and since it was not possible to have a strategy that favored a more sustained presence of the project in the media, this being mainly due to economic problems, it is accurate to state that even though the project achieved the objective of making the problem of CDL visible before the public opinion, these awareness-raising actions, based on generous local donations, did not necessarily get to most of the population. Neither did they produce substantial modifications in the acceptance and the existing social tolerance of this phenomenon in the sub-region.

¹⁰ The fact that the analysis of the “results” of the second phase done in this report has been elaborated doing an “information cut” to July of 2004, when the project still had long living months implicating, that the results that can be shown here will be increased till the deadline of the project

¹¹ Source: Final Technical Report (on phase I), February 2004

¹² Source: Technical Progress Report, July 2004.

These kinds of effects would have favored a greater impact on the public, and they would have encouraged a modification of attitudes among the population, but they would have required actions that were of a wider breadth, as well as being more frequent and more costly than what the project could afford. Such an ideal effect would have required, too, a much longer term than that which had been established for the project, as well as wider and more permanent exposure in the media, with specific messages addressed to each of the different target segments of the population (families of the children concerned, employers, intermediaries, and working children themselves). On the other hand, since this project did not measure its impact (before or after) or at least whether people remembered the media spots, it is not possible to learn the trend of the public's opinion to the campaign contents.

Regarding the purpose of generating awareness among the child domestic workers and their families with regards to their rights, it has been noticed that the children who benefited by the project are aware of their rights. However, most of them do not show awareness of the legal mechanisms applicable and available for their protection. Such mechanisms do not seem to operate efficiently or even everywhere within the national territory in most of the countries. Thus, a pending task would be to establish, at the right time and together with the campaigns, contention and attention mechanisms needed for potential demands for help from the child domestic workers.

Brief assessment of the effectiveness of the various Action Programs in view of their contributions toward reaching the project's immediate objectives:

Defensa Internacional de los Niños—DNI (Costa Rica): The public actions of DNI as representing the Global March against Child Labor, and its efforts at the educational system level, contribute to make the issue of CDL in Costa Rica visible and to raise children's awareness about this problem.

Instituto para el Desarrollo de la Mujer y la Infancia—IDEMI (Panama): IDEMI's actions at the school levels to raise children's awareness included training them as multiplying agents. They also worked with the different churches in Panama to raise their awareness, which resulted in an ecumenical statement issued against CDL.

Centro de Estudios de la Mujer--CEM-H (Honduras): The representatives of this institution declined to be interviewed.

Centro de Investigación para la Acción Femenina—CIPAF (Dominican Republic): The awareness-raising actions with the target groups in Santo Domingo and Santiago de los Caballeros had a limited impact, apart from a few key actors, such as women's organizations, members of the boards of the Education and Health secretariats, and some mass communication media. CIPAF successfully advocated in order to have the issue of CDL included within the Children and Adolescents' Code, and they also managed to have women's organizations commit themselves to this issue.

Cooperativa de Periodistas Departamentales de Guatemala—Coopedegua Guatemala): This institution had an important impact on the local media, mainly after the awareness-raising workshops organized for 79 journalists from five provinces of

Guatemala, and the publication of articles in the press and interviews broadcast on the radio and television.

Instituto de Promoción Humana—INPRHU (Nicaragua): This institution had a limited impact on the mass media (it worked mainly with ten radio stations, and in the production of printed material), but it had an important impact in the raising of awareness among key actors and officials, schools, and the families of child domestic workers.

Samples of some promising practices experienced by the project in this area that may be replicated in the same project or similar projects:

- ◆ Some important tools generated by the program, such as the SEM manuals for the journalists and institutions working on CDL, the awareness-raising and training modules for the child domestic workers and their families, which were distributed at the sub-regional level; the systematization of the DNI work, lists of telephone numbers of the institutions to recur to if necessary in order to deal with CDL, these being used in all the countries; guides for teachers—Nicaragua.
- ◆ The experience of integrating with the mass media the strategy on the issue of CDL with the issue of child labor in general, as applied by the IPEC team in the Dominican Republic, seemed more efficient and with a greater expected impact than when the communication strategy is related to the issue of CDL alone.
- ◆ An interesting proposal to train journalists, NGOs, and governmental agencies to work collaboratively in order to promote the inclusion of the issue of CDL in the mass media, as well as to strengthen the governmental organizations of the civil society, is now being implemented at the sub-regional level with the aid of SEM, and it has been achieving good results regarding the positive response of its target audience. However, these types of initiatives should be implemented starting from the first phase of the project, and not when it has already been completed.
- ◆ CEPAS, the implementing agency in Veraguas, Panama, has a radio station with wide coverage. This station has given important support by means of broadcasting the project's messages through radio announcements and spots, which have become important information and summoning channel for listeners to participate in the project's activities. It has also become a reference point for professionals in communication sciences in Veraguas.

3.3.3 IMMEDIATE OBJECTIVE 3

Of the first phase: *“By the end of the project, a comprehensive strategy to fight against child domestic labor in the seven countries, and at the sub-regional level, will have been designed and agreed on.”*

This objective was partially reached toward the end of the SECOND phase. One of the project's outcomes in each country is that there are now general strategic lines which in the future should be **systematized and integrated in a comprehensive**

model, thus establishing a time sequence and coordination among them, and a specific “weight” to each of them.

In fact, the sub-regional framework used in the second phase of the project is a framework made up by “components” which are common to several IPEC projects dealing with the issue of child labor in general (awareness-raising, institutional strengthening, legislation development, and direct action programs). This framework, which is very comprehensive, has allowed for framing and guiding actions in the various countries in more or less similar ways.

Although evidence has been found that the project made efforts to reunite the different key actors from the different countries in view of this objective, the product of the meeting among these actors, which was included in the unpublished proceedings, is far from being qualified as a set of “national strategies” agreed on among the institutions, as proposed in the project’s original document. Nor does it seem that there was a system that could allow for close follow-up and monitoring of the results of the application of these strategies.

In practice, since the implementation of the first phase overlapped that of the second phase for a year and a half, both partially lost their distinctive character (first phase: “preparation for action”—studies, awareness raising, national strategy design—and second phase: “implementation of the strategies chosen by reaching consensus.”) Thus, more than focusing on the development of one (or several) integrated strategies, the project focused its attention in the support given to a set of activities and programs with various characteristics as they were identified in each country, and aimed at achieving specific final products and services for the child domestic workers.

However, although in the first phase it was not possible to generate a comprehensive strategy against CDL in each country, by the end of the second phase, it became possible to outline certain intervention modes that, if duly systematized and integrated, could contribute to the development of national strategies. The lessons learned from the seminal experiences of the last three years recently began to be appraised and systematized toward the end of the project.

Examples of some promising practices experienced by the project in this area that may be replicated in the same project or similar projects:

- ◆ The systematization of some of the approach experiences through the Action Programs, such as the case of DNI in Costa Rica (“Libros y Juegos”), CIPAF in the Dominican Republic, and INPRHU in Nicaragua.
- ◆ The study of good practices at the sub-regional level, which was done by researchers from the University of Costa Rica.

3.3.4 IMMEDIATE OBJECTIVE 4

Of the second phase: *“By the end of the project, the public opinion, the sectors in charge of making decisions, the trade unions, the employers, and the institutions of the*

civil society will have been informed and trained about the risks and consequences of child domestic labor, and their institutional capacities will have been strengthened.”

This objective was fully reached with regards to the information and training anticipated for the institutions as far as the risks and consequences of CDL, but only to a limited extent with regards to the effective strengthening of the institutional capacities.

Regarding the first part of this affirmation, it can be said that the Project achieved a large and positive impact referring to the raising of awareness and training of the different institutional agents in the different countries, motivating stakeholders – key to the subject of CDL from the rights perspective.

Table 5: Comparison of goals and results regarding the actions of raising “awareness” in the component of Institucional Strengthness

Indicator	Segunda fase	
	Original Goal	Result obtained till June 2004 ¹³
Number of institutions that developed initiatives in favour of the child domestic workers	S/d	41 institutions
Number of key stakeholders trained to raise awareness over the problem	360 key stakeholders	1,759 stakeholders 437 teachers
Número de periodistas y líderes de opinión informados y entrenados sobre las consecuencias y riesgos del TID	60 journalists	95 journalists
Number of institutions that have incorporated initiatives against CDL in their programs	S/d 12 workshops	18 networks against CDL 13 implemented nacional workshops

Thanks to the project’s initiatives, the issue of CDL has been incorporated in the institutional agenda of several governmental agencies, NGOs, and organizations of the civil sector within the various countries, including within trade unions. The issue of CDL has also been incorporated into the agenda of several institutional networks that provide care for children in the various countries.

In the meantime, the issue has been made visible, especially in the National Commissions or Committees for the Elimination of Child Labor. However, the latter structure, as mentioned in the “Implementation” section of this report, had a limited and only incipient role in the creation of national and local capacities to fight against CDL, this having been undertaken through the Child Labor Units of the Ministries of Labor in most countries (with the exception of Costa Rica and, eventually, Nicaragua). This role did not go beyond the development of training programs for their members and, in some cases, for members of other institutions.

¹³ Source: Technical Progress Report, July 2004

Because of this, some local committees (or equivalent structures) had a more proactive role in their approach to CDL. Thus, as mentioned earlier, in some countries progress was made to include the issue of CDL in the agenda of community networks, municipalities, and other organizations of the civil society. This schema constitutes one of the most promising alternatives of the project.

Throughout its duration, the project had a proactive attitude in the identification of potential partners and of opportunities for inter-institutional cooperation. An important multiplying effect is that, as a result of the visibility of the issue and of the advances of the project in placing it on the national agenda, an important number of institutions have started disseminating its contents, as well as requesting additional training for their staff.

However, despite of that, it is also possible to state that, although the project had a wide and positive impact regarding the training of its technical resources, it did not contribute in a similar way to strengthen the institutional capacities. This would have required undertaking a prior analysis of the areas to be strengthened in each institution, as well as the development of training plans and specific ad hoc efforts. Moreover, with the exception of one country, and a single province in another country, apart from the direct actions taken by the implementing agencies themselves, no attention mechanisms or critical paths have been developed or strengthened that would allow to effectively and independently from the project deal with the worst forms of domestic child labor by public and private institutions. This is a task still pending, which has to be assumed in the medium-term by the institutional networks created in each country. These networks should move from training key resources and debating about response alternatives, to the problem of designing a set of inter-institutional intervention strategies about the problem (including, but not limited to the necessary labor inspection mechanisms) and the implementation of specific programs for CDL.

Examples of some promising practices experienced by the project in this area that may be replicated in the same project or similar projects:

- ◆ The social and inter-institutional intervention mechanism towards child labor of the Office of Attention to Child Labor (OATIA) of the Ministry of Labor of Costa Rica (expanded to the intervention and support of CDL cases)
- ◆ The referencing and cross-referencing system of CDL among institutions that are members of the Provincial Committee of Veraguas
- ◆ The active involvement of the Executive Secretariats of the National Directorate Committees of Nicaragua and Costa Rica with the project, and their advances, management, and/or implementation. In Panama, the Executive Secretariat started applying this practice until the third quarter of 2004 (change of administration), and the Provincial Committee of Veraguas has also been implementing it by closely monitoring the action program implemented by CEPAS.

3.3.5 IMMEDIATE OBJECTIVE 5

Of the second phase: “By the end of the project a set of recommendations to improve the national legislation and its effective enforcement in terms of child domestic labor will have been presented to the National Parliaments.”

This objective had not yet been achieved at the time of carrying out this evaluation (at the end of October 2004, two months before the closing date of the second phase). It is expected that it will be completed (with the exception of the Dominican Republic, where the project indirectly¹⁴ promoted the insertion of the issue of CDL in a governmental initiative approved in 2003: The Children’s Code) in at least three other countries which were about to present proposals for the modification of the legislation before the end of the project.

In practice, the project’s actions in this area focused on the development of legal studies dealing with the issue in several countries (some are still in progress, or were still being reviewed at the time of the evaluation), of consulting processes in several institutions (of an extra-parliamentary nature), and on the support given to the preparation of proposals for legislation that have been carried out by different parties interested in the reform, such as the National Union of Lawyers in Panama¹⁵, the National Commission for the Progressive Elimination of Child Labor (CNEPTI) of Nicaragua (whose Judicial Commission has been reviewing the proposal for more than a year), or the Ministry of Labor of Costa Rica (where CDL has been included on a list of dangerous jobs to be presented to the President of the Republic).

Moreover, in Guatemala the presentation to the Congress of the proposed legislation about domestic labor was supported. It reached the second reading and then was filed, while in Honduras (where CDL is considered as one of the worst forms of child labor within the National Plan for the Elimination of Child Labor), the project is working with the advisors of the Children’s Commission of the Parliament in order to formulate a legislative proposal about CDL. In addition, a constitutional article that will facilitate labor inspection in households in Panama has been identified.

In general, it may be said that the activities taken in this area as part of the project have been delayed. Although in two countries the process had started to present proposals to the parliaments, the awareness-raising activities and the impact on the opinion of the legislative bodies in the various countries had been very limited and insufficient.

The evaluation team estimates that the project could have had a provisory and important impact on the improvement of existing channels to legally address the various problems and risks related to CDL. Moreover, this might have been done by promoting the establishment and generalization of effective linkages among different institutional agents, according to the existing legislation (by linking, for instance, the action of the

¹⁴ Through the participation of the implementing agency CIPAF in the Commission created for this purpose

¹⁵ Where a consultative process to propose guidelines for a National Plan against CDL is advancing in coordination with the Ombudsmen’s Office, which in turn has undertaken a study about the existing legislation regarding CDL

Prosecutor's Office or the Children's Court with that of the Labor Inspectorate, as done in some countries). In other words, to strengthen the enforcement mechanisms while the law itself is under review. This needs to be done because most of these countries lack effective institutional mechanisms to receive complaints and reports, or to protect child domestic workers' rights, and because they lack programs to raise awareness among child domestic workers about the existence and use of mechanisms for the preventive protection of their rights.

In conclusion, although toward the end of the project it may be possible to present legislative proposals to most of the national legislative bodies, unless they have been previously agreed on with these bodies, and sufficient lobbying has been carried out with the legislators, these initiatives run the risk of not being approved. These tasks to be carried out at the Parliament, together with the implementation of critical paths, protocols, and effective mechanisms for providing the needed attention to the problems related to CDL by the governmental agencies, are still pending and could be carried out if the project was extended.

Examples of promising practices experienced by the project in this area that may be replicated in the same project or similar projects:

- ◆ Carrying out a “*Comparative study of the legislations of Central America and the Dominican Republic dealing with child domestic labor*”(2004), which is a significant contribution in light of the understanding of the problem and the development of legal changes regarding child labor and child domestic labor in those countries.

3.3.6 IMMEDIATE OBJECTIVE 6

Of the second phase: “*By the end of the project, 200 children will have been withdrawn from the conditions of abuse and exploitation, and will benefit from educational, economic, and health alternatives; their families will have access to economic alternatives.*”

This objective was mostly reached from the point of view that, though the term set for its implementation was a bit unrealistic (one year) and despite the fact that there were additional adverse factors, namely the complex cultural, social, educational, and economic difficulties affecting most child domestic workers, the project managed to have more than **66.5% of the target population(133 child workers from 200 proposals)¹⁶ stop working at the time of this evaluation (1st November 2004). It also provided educational attention, health care, and vocational training, among other services, to more than 800 child domestic workers¹⁷**, with the goal of withdrawing

¹⁶ This indicator, referred to the abolition of the working activity, is less than what has been reported by the program in the TPR of July 2004. In the TPR many “partial withdrawal” cases have been included (i.g. diminution of the number of hours of work and/or reception of other direct benefits of the program) that have not been considered as “effectively withdrawn” (i.g. stop of working activity) under this evaluation.

¹⁷ Source: Technical Progress Report, July 2004. Following the TPR of July 2004, 803 child workers have received attention of the institutions supported by the project, from which 326 children have been integrated to schools and 650 children have received psychological, medical or legal help.

this population from labor in the future. Moreover, **42 families (of a final goal of 50) have received financial alternatives**: 25 families in Nicaragua (evolving loan funds) and 17 families in the Dominican Republic (donation of productive tools and incomes)¹⁸. However, in the following months towards the end of the project (March 2005) this indicators could increase.

Moreover, apart from Guatemala and Nicaragua, countries that originally were the only ones considered for the development of the direct action programs, the project promoted the implementation of direct action programs in Costa Rica, Panama, Honduras, and the Dominican Republic.

Although most of the institutions initially had difficulties in detecting the child domestic workers (and even in gathering a sample for the RAS applied one year and a half earlier), over time several of these institutions developed detection strategies of CDL that facilitated their work. Some of these strategies are promising, so they could be used in similar projects. Among them are the training of facilitators (former child domestic workers) and promoters (child domestic workers) to detect and involve the beneficiaries (Guatemala); the use of community leaders and networks (Nicaragua, Panama, and the Dominican Republic); and the use of school networks (Panama and the Dominican Republic). In general, it may be said that the fact that the project took advantage of existing community networks and of the previous experience of some institutions already working on the issue of child labor or related matters (domestic labor, approach children in difficult circumstances) aided the detection of the target population and the development of the action program activities.

Regarding the withdrawal of children from CDL, some institutions and programs in Nicaragua, Panama, and the Dominican Republic (some cases) implemented effective withdrawal models; in other efforts, children stopped working. The action program that had the most achievements (children stopped working) was the institution in Nicaragua. This institution aimed at improving the income of the families of child-domestic workers who, in general, did not live at the employer's home. The sustainability of this type of actions seemed limited (see analysis of this matter in the corresponding section). However, the formulation and validation of specific, successful models for children who are far from their families or group of origin, and who live in the employer's home is still pending.

In other cases, some institutions developed interesting educational compensation models (accelerated elementary education programs in Honduras and Guatemala, and high school in Panama), educational complementation, and vocational training for child domestic workers, as well as recreational, health care, legal, and counseling services. Although all these activities were carried out as part of the direct action component, in order to avoid confusions, it is suggested to consider this last type of attention alternatives as "improvement of life or labor conditions of CDL." It is important to mention that although it is true that in some cases it is not feasible to have children stop working immediately, this does not take away validity or relevance from this kind of intervention aimed at strengthening capacities and meeting important needs of these children. The need to standardize in each country, and in the region as a whole, is

¹⁸ Information recollected by the evaluators in October 2004

still pending those minimum services which are to be provided to the child domestic workers in these kinds of programs.

However, in future actions dealing with this issue, it will be required that strategies be developed in order to effectively approach the child domestic workers' employers, an effort which has been very limited in the different countries concerned.

Examples of promising practices experienced by the project in this area that may be replicated in the same project or similar projects:

- ◆ The utilization of a scheme of “conditioned transfer in kind” plus personalized support to the girls and their families and, in some cases, support through micro-loans for the families (Asociación “Las Tías”, Nicaragua, and CIPAF in the Dominican Republic) is a good and interesting methodology in order to have children stop working. The sustainability of these actions should be analyzed in further detail.
- ◆ The participatory organization schema of the beneficiaries as an axis of the action program used by the institution Conrado de la Cruz in Guatemala (e.g., facilitators, boards of directors, promoters, all of them child domestic workers or former child domestic workers) is an important model that contributes to a higher sustainability of the actions implemented
- ◆ The definition and criteria to effectively withdraw child domestic workers agreed on by the Provincial Committee of Veraguas, in Panama, is a useful example for other projects.
- ◆ The educational models of Reyes Irene in Honduras, Conrado de la Cruz in Guatemala, the “task rooms” of CIPAF-Acción Callejera in the Dominican Republic, and the “work rooms” of CEPAS in Panama are interesting alternatives to improve the educational conditions of the child domestic workers.

On the other hand, the project developed an important CDL preventive effort. In July 30 2004, the project had realized activities in areas of education, vocational training, health, legal and psychological support benefiting more than 2779 children and their families.¹⁹

These work also included the work undertaken with brothers, sisters and other young family members of CDs workers (usually in urban zones where the CDs work), as well as the prevention in zones of origin implemented in Panama, Honduras, Guatemala and Costa Rica. Regarding direct prevention, in some countries such as Panama, Nicaragua, and Honduras, the project started using community networks in the origin areas, which seems promising as a strategic element for the prevention of CDL. Moreover, the project assessed in general, both accurately and proactively, the role of education as a preventive factor in CDL. The project worked on the issue of gender through a rights approach applied to the awareness-raising and training activities of the target population, which seems to have contributed the empowerment of the girls benefited. However, future actions about this topic will require developing preventive strategies that will have impact on the networks and people that frequently recruit girls for CDL, such as adult domestic workers, teachers, store-clerks, etc. It is also important to

¹⁹ Source: Technical Progress Report, July 2004

analyze and intervene in the power structure in households, and to prepare life plans for the child-domestic workers which include their social reintegration and expansion of educational perspectives.

Samples of promising practices experienced by the project in this area that may be replicated in the same project or similar projects:

- ◆ The communal prevention activities developed by the project in San Pedro de Sula, Honduras (work with the technical regional sub-committee and youngsters' clubs), in origin communities of Guatemala, and in schools and the community in Panama.
- ◆ The involvement of the Comisión Coordinadora de Atención de la Niñez de León (CCAN, at the municipal level) and the territorial networks (Asociación Las Tías, Nicaragua) in the fight against CDL
- ◆ Other recommended practices: “task rooms” of CIPAF-Acción Callejera in the Dominican Republic, DNI Attention Centers in Costa Rica for children’s reinsertion and continued attendance in school; territorial centers of INPRHU in Nicaragua for individual growth and socio-cultural development.

Brief evaluation of the effectiveness of the various Action Programs regarding their contribution toward achieving the project’s immediate objectives:

Asociación de Amigos de los Niños- Reyes Irene (Honduras): This institution promoted an interesting assistance model to care for educational, health, psychological, and legal needs of child domestic workers. It improved the educational and life conditions of an important number of beneficiaries, rather than proposing an alternative to withdraw them from the labor activity; it also developed specific prevention activities in origin communities.

Conrado de la Cruz (Guatemala): This institution implemented an interesting and participatory model of self-management, with the participation of the children involved, in order to meet the educational and health needs, among other necessities, of child-domestic workers. The program assisted an important number of beneficiaries (470), mostly under 14 years of age, and included a significant revalorization component of the ethnic identities, languages, and other local cultural manifestations. It carried out prevention activities in origin communities and strengthened the action of the local governments in two municipalities.

Defensa Internacional de los Niños-DNI (Costa Rica): DNI assured that a group of 100 child-domestic workers in two cities (Pavas and Cartago) were able to pass the subjects in their current school year thanks to remedial activities carried out in a special classroom. However, given the short duration of the program, the continuity of the results could not be guaranteed until the girls finish their primary schooling.

Instituto de Promoción Humana-INPRHU (Nicaragua): INPRHU developed the capacities of child-domestic workers by means of activities that were recreational and cultural, as well as school reinforcement, organization, and other activities in their territorial centers in six districts of Managua, and an attention house for girls. The ratio of child-domestic workers attended in their territorial centers is low in comparison to

the volume of the child population involved in other labor activities. The program for the child-domestic workers is the same as the one for other types of working children. Of a sample of 140 child-domestic workers, 43 beneficiaries have stopped all labor activities.

Asociación Las Tías (Nicaragua): This institution developed an action plan of “conditioned transfer in kind” (school supplies and others) plus personalized attention for the girls and their families, this being done through educational workshops, school reinforcement, recreational activities, vocational training workshops, and in some cases, support through micro-loans for the families. Based on this scheme, they have managed to have 45 beneficiaries stop working (out of 63), regardless of their ages.

Centro de Estudios, Promoción y Asistencia Social-CEPAS (Panama): CEPAS promotes a total stop of labor activities for children under 14 years old, based on the reinsertion in their home of origin or transfer to a boarding school. Up to the date, they managed to have 28 girls stop working and another 114 cases were on stand-by. In addition, they operate a reference and counter-reference system of local institutions for providing attention to health, educational support, and legal support needs, among others, of child-domestic workers, a system that contributes to the improvement of the living conditions of teenage domestic workers. 75 beneficiaries stopped working.

Centro de Investigación para la Acción Femenina-CIPAF (Dominican Republic): This institution developed a face-to-face persuasion strategy with girls, families, and employers, and ran a program of donation in kind for the implementation of small businesses for families in exchange for withdrawing child-domestic workers from their labor activities.

Acción Callejera (Dominican Republic): This entity continued the work started by CIPAF, although using a different methodology. It has implemented a task room for school support and an integral attention center that provides medical, dental, and psychological services for the child-domestic workers. It also promoted educational, recreational, and cultural activities for them. In addition, they visit the homes of the families of child-domestic workers. In this center, in which a library is located, they also provide support to street children. Acción Callejera has benefited 90 child-domestic workers, but there are no reports yet of them having stopped working.

3.4 EFFICIENCY

Although the project was in general terms effective in relation to its objectives, as stated in the previous section, its efficiency was affected by diverse internal factors that complicated the carrying out of its activities. These factors include administrative and management issues.²⁰

²⁰ Unlike the recommendations related to strategic or technical aspects, which are presented at the end of this document, and in order not to overload the content of the last section of this text, the evaluating team’s recommendations regarding management and administrative aspects related to the project’s efficiency are included directly in this same section after the analysis of each question.

3.4.1 Administrative factors

First, both the IPEC-ILO staff of the different offices as well as that of the implementing agencies in each country had to overcome the troublesome administrative procedures of IPEC-ILO for the implementation of the action programs. When added to the slowness of UNDP (until the end of 2003), the project's pace was unnecessarily complicated, and this setback had a negative effect on the availability of funds at the right time, the starting opportunities of some of the action programs, and compliance with the institutional timetables, all of which affected the project's efficiency.

To this same factor was attributed the fact that although several partner implementing agencies had as technical strengths knowledge of the context, the population and working methodologies, they did not always have the necessary administrative knowledge and skills to run ILO projects. This made it necessary to undertake troublesome processes to double-check the documents at the local and sub-regional levels, and to unnecessarily extend the terms to begin some Action Programs, as well as to keep the amounts assigned to some AP under the thresholds that would require an administrative approval from headquarters (in order not to complicate the approval process even more), or to shorten its implementation due to administrative reasons. The option of using in some cases short and independent Action Programs (four months long) for efforts that could have been grouped in longer program documents caused an overload of administrative processes for approving the documents and, in some cases, this temporarily affected the financial standing of some direct action programs.

At the time of carrying out this evaluation, IPEC's Sub-Regional Office in San Jose had been implementing a set of changes in its administrative and management procedures throughout 2004 which aimed at simplifying the processes, eliminating duplication of document revision processes, and reducing the effective terms for the approval of the action programs and disbursements at IPEC's Sub-Regional Office, despite of the fact that another important component of the administrative machinery directly depends on ILO's sub-regional and regional headquarters.

Given the effects of this aspect on the project, it is believed that it would be suitable to deepen the recent processes to facilitate administration promoted by IPEC's Sub-Regional Coordination in San José. Moreover, it would also be advisable for ILO to review its administrative processes and authorization levels to approve the projects in order to make them more flexible according to the operation requirements of educational and social development programs, such as IPEC'S. The analysis of the procedures used by other agencies of international cooperation could become a useful practice in this sense.

3.4.2 Management factors

3.4.2.1 Strategic management: In addition to the use of annual goal plans, the project lacked detailed operational planning country by country on a monthly basis. Even the annual planning was affected, as mentioned earlier, by administrative delays that caused setbacks or cuts in the action programs. Moreover, the project lacked a prior detailed cost structure for the main outcomes that had to be reached (or at least the cost ranges

for certain types of services and common input in each country). IPEC's Country Offices also lacked information about the budget that had been tentatively assigned to them for each item per year (unlike other IPEC projects in the sub-region). This excessive centralization of information and of financial and administrative decisions meant that in order to decide about almost any expense or new initiative at the local level, it was necessary to consult the sub-regional coordination. The country offices could not manage their budgets proactively and in advance so as to be able to look for savings by investing according to scale and thus taking advantage of better opportunity costs. Despite the centralized management style, the Sub-regional Coordination's support for those responsible for the project in each country was adequate, and the communication between these two entities, in general, was fluid. However, the exchanges among the countries were limited, though communication between IPEC's Sub-regional Office in San José and the headquarters in Geneva was fluid.

In the future, it would be appropriate to promote the decentralization of the project's decision-making processes from the sub-regional coordination to the national entities. Although it is possible to affirm that in many cases the practices of strategic and financial management observed in the project did not differ from other sub regional projects from IPEC. It would be ideal if in any new project dealing with CDL, IPEC could strengthen an operational planning system similar to the one existing in other projects (Subregional project for child labour in agricultural activities) and in some country offices (Dominican Republic and El Salvador) of IPEC in the sub-region. This system is based on the local administration of the budget assigned to the country. Furthermore, it would be suitable to develop a clearer cost structure of the main products of these kinds of projects within the country cost ranges. This would favor an efficient and anticipated administration of the resources assigned, and a more standardized construction and revision of the Action Program budgets. As in any other social development area, it would be appropriate for IPEC to advance toward the homogenization of the benchmark costs for the products to be attained.

Apparently, in 2003 and 2004, the number of mini-programs (initiatives with a total budget between US\$2,000 and US\$5,000 each) increased. This happened as part of the management strategy of the regional sub-coordination to have a specific impact on some aspects to be strengthened for the project in the different countries in the sub-region, and in other cases upon the specific request of the agencies and country offices (in order to take advantage of the windows of opportunity that arose). Although no evidence has yet been found about the existence of a prior master plan for the implementation of these mini-programs, the target population of these initiatives were varied: child-labor prevention campaigns in areas of origin; training provided to specific groups, such as child-domestic workers, union members, church members, technicians and staff from key institutions, as well as primary school students and labor inspectors; along with the strengthening of the General Directorate of Social Prevision of the Ministry of Labor in one country, etc.

Regarding the **selection criteria for the implementing agencies**, there is no evidence that unambiguous and homogenous regional criteria exist. The fact that these organizations were duly established in each country, that they established a strong presence and leadership, and had a functional organization with a base and access to the target communities, was generally considered important. The knowledge and handling

of the issue of gender seemed at certain moments to be an important criterion for selecting the implementing agencies, especially for them to carry out the initial studies. Similarly, it was ascertained that the entities had either previously participated, or were currently participating, in some awareness-raising process in relation to CDL. In this sense, it would be suitable for IPEC to standardize some criteria that facilitate the selection of competent institutional partners for the different components of the project.

With regards to the **criteria to identify Action Programs**, in general, the content and scope of the Action Programs were negotiated with the implementing agencies based on their initial proposal, this being done in order to make their particular points of emphasis agree with the project's objectives and those of IPEC. In various countries, the AP documents of some organizations were used as a model for others. In other cases, the construction of the AP was the agreed upon result of forums and meetings, and in some cases, a consultant was hired to prepare them. As mentioned earlier, the approval processes for the AP and the assignment of resources were, in general, subjected to delays due to administrative factors.

3.4.2.2 Project's Monitoring System: During the first phase of its implementation, the project lacked a structured reporting system to follow-up the activities and monitor its beneficiaries. The database in Access which had been introduced originally did not allow for the production of information that could be used for the executors to adequately handle the data, since most of them had problems operating it²¹. In 2004, Excel software was introduced to create a database and monitor the project's beneficiaries, this being software that had already been tried in a similar project in South America. The use of this tool can undoubtedly become an important asset for the project in the future. It is recommended, nevertheless, that it incorporate a column with the dichotomous categories "Withdrawn/Active."

It has been found that in most cases the information generated by the monitoring activities is not being used for the project management or for the action programs. Since July 2004, most of the institutions have had a database in Excel, but at the time of this evaluation, this database either did not yet have complete records for all the implementing agency programs, or the database was not being used for managing the

²¹ This was due to multiple factors, one of them is a sort of "cultural resistance to the electronic register" (for example, at the moment of the evaluation, one of the counterparts in the Dominican Republic was still continuing to fulfil per hand big "sheets" of paper, although the Exel software was already implemented), an insufficient quality in the equipment, access problems due to the lack of electricity (i.g. Street action in DR) and the lack of licences for operating the software, but also the limited technical support (assistance) provided at the beginning of the project in the implementation of the system. For example, the case of the institution that made the RAS in Nicaragua, found out that the Access program provided by IPEC did not allow to add new registers (information over new beneficiaries) which had been already detected by the RAS. The fact that they didn't count in time on the assistance required for the solution of this problem led that the system could not be used at the time needed. In other cases, the users commented that, comparing it to the new Excel system, the Access software was "not friendly" and useful for their needs of information. As a learning experience, a general recommendation for any future software implementation of a database as part of the monitoring system, the following steps should be taken: 1. Revision of the necessary processes for the implementation of software with the future institutions that will use them;2. Verification of the existence of infrastructure, machines and personal ready to implement the system.;4. Gradual implementation of the system, starting with a pilot application and previewing sufficient resources for the development of assessment processes and technical support to the institutions using it during the first phase of "establishing the system", of at least 3 months.

AP up to November of that same year. Nor was there any evidence of the existence of monthly feedback mechanisms about the project advances at the sub-regional or local levels that would allow for the quick detection and correction of the direction the project was going, which would be necessary in cases of difficulties with a partner institution. At present, the monitoring reports are delivered about every four months. Nevertheless, because of the objectives being addressed, the short life of the project (and its AP), and the services provided, it is believed that it would be advisable for the monitoring of the beneficiaries and the follow-up of the activities to be done on a monthly basis by IPEC and the implementing agencies.

3.4.3 Financial Issues²²

The tables 6 and 7 show the evolution of the investments in the Project during the four financial years in which it was extended. Table 6 evidences the way in which the difficulties in the programmed end of the studies and the beginning in the programs of direct action and others made that the rhythm of budget expenditure of the first phase started timidly, whilst the weight of the implementation concentrated in similar form in the two past years (2003 – 2004). At the time that the Project started its second phase and the chaotic implementation rhythm generated an excessive availability of resources in the year 2004, equivalent to more of the integral cost (i.g US\$ 1,298,753) of one of the projects. This problem, as it has been shown at the beginning, was partially related with the design of the project, the same that previewed very tight deadlines for the implementation in both phases. The latter generated that although in big scale the distribution of the expenditure of the different components was maintained within the framework of the documents of the project (cf. last column of the tables 6 and 7), the program presented permanent difficulties regarding the opportunity and quality of the expenditure. To the problem of the rhythm and opportunity of the cost contributed as well the own complexity of the administrative procedures of the OIT mentioned on the above.

²² The financial information on which this section is based derives from the estimated figures, given by the Sub regional coordination of the Project, based in the elaboration of information from the accountancy system of IPEC-ILO (see tables with the amounts in the Annex 2). Due to the special characteristics (budget lines without breakdown by unit cost), the same do not allow the direct processing of this information. Meanwhile, it is estimated that given the quality of the source, the differences that could exist in the amounts presented here (“tendencies”) and the real expenditure, will be small and not significative. The characteristics of the account system of IPEC-ILO added to the fact that a disaggregation of the project expenditure could not be achieved for the components level, nor for the specific outputs. Within the cost for each project component there are various outputs that are in the majority non-differentiated. This hindered a cost-benefit analysis based on unit costs of outputs.

Table6. Distribution of the expenditure by component of the Project and year of implementation.**– First Phase**

Expenditure by Component/year 1st Fase (U\$)	2002	2003	2004	2005	Total by component	% Component over total project
1. Personal	16,401	36,491	44,885	0	97,777	7.26
2. Administration	15,243	36,970	26,685	8,634	87,532	6.5
3. Studies	132,932	179,499	7,725	0	320,156	23.79
4. Raising Awareness	4,480	70,270	105,689	13,445	193,884	14.41
5. Network	8,744	93,615	148,796	6,666	257,821	19.16
6 Direct attention	0	79,606	150,471	3,391	233,468	17.35
7. Increment of costo (5%) ²³	23,114	64,539	62,953	4,178	154,784	11.5
Total per year	200,914	560,990	547,204	36,314	1,345,422	100
% Expenditure/year over the total project	14.93	41.69	40.68	2.7	100	

Cuadro 7: Distribution of expenditure by Project component and year of implementation – Second Phase

Expenditure by component / year 2nd Phase (U\$) ²⁴	2002	2003	2004	2005	Total by component	% Component over total project
1. Personal	35,500	101,954	130,921	16,110	284,485	24.89
2. Administration	17,532	46,071	75,178	2,942	141,723	12.4

23

This amount is given by the sub regional coordination as corresponding to (5%) cost increase.

But it is highly superior to the amount assigned to cost increase in the original budget.

It corresponds to the original amount of "Program Support": U\$ 150,678; which has been expended as following:

Distribution of the sum of "program support" of the 1st Phase	Costo indirecto	Costo Directo
Nacional Consultants –per countries-	21,000	0
Administration –in the OSR-	38,000	0
Raise of Awareness	0	67,784
Networks	0	28,000
Sub-total	59,000	95,784
Total		154,784

24

Note: The resources of 2005 are in budgetary revision and its objective is to cover the old commitments, except the ones that have to do with CDL workshops and that are still not committed. In direct attention U\$12,778 are still not committed (although they will be used in activities with the Global Vision in Costa Rica, the rest corresponds to payments for the Action Programme)

Expenditure by component / year 2nd Phase (U\$) ²⁴	2002	2003	2004	2005	Total by component	% Component over total project
3. Support costs to Base in Geneva	7,388	29,551	86,461	8,078	131,478	11.5
4. Raise of awareness	0	8,000	72,772	2,835	83,607	7.32
5. Institucional Strengthness	299	8,500	44,030	2,000	54,829	4.8
6. Legislation	3,500	6,000	33,888	3,210	46,598	4.08
7. Direct Attention	0	56,793	308,299	35,025	400,117	35.01
Total per year	64,219	256,869	751,549	70,200	1,142,837	100
% Expenditure/ year over total project	5.61	22.48	65.77	6.14	100	

Moreover, comparing the level between the budgeted, the actual expenditure and the distribution of expenditure by components, it can be observed that although the Project followed the general percentage distribution rate of components in both projects, there were important modifications in the ratios of direct and indirect costs in the Project.

As it can be seen in Table 8, although in the first phase the percentage of direct expenditure has been distributed in an homogeneous form between the different components, and the percentage of indirect costs over the total expenditure has maintained a very low and appropriate level, the percentage of Personal and administrative expenditure has increased considerably in relation to the original budget (+30.49% y +47.51%).

Table 8: Comparison of the Budgeted Costs vs the actual expenditure per component (projected) – First Phase

Comparison of the expenditure per component vs. budget – 1st Phase	Budgeted in Project Document (U\$)	Expended	Difference in U\$	Percentage variation (+/- %)
1. Personal (including plus of lines 7 and 8)	91,100	97,777 21,000	27,777	30.49
2. Administration (includes plus of lines 7 y 8)	85,100	87,532 38,000	40,432	47.51
3. Studies	318,140	320,156	2,016	0.6
4. Raise of Awareness (includes plus of lines 7 y 8)	174,000	193,884 67,784	87,668	50.38
5. Network (includes plus of lines 7 y 8)	168,858	257,821 28,000	116,963	69.26
6 Direct Attention	318,858	233,468	-85,390	-26.77

Comparison of the expenditure per component vs. budget – 1st Phase	Budgeted in Project Document (U\$)	Expended	Difference in U\$	Percentage variation (+/- %)
7. Program Support (13%)	150,678	Reassigned to the increase of the previous components	n/a	n/a
8. Cost increment (5%)	35,698	Reassigned to the increase of the previous components	n/a	n/a
Total	1,345,422	1,345,422	0	0

At the same time, Table 9 shows, that in the second phase the direct expenditure was mostly concentrated in the component of direct attention (such as it has been indicated in the document of the Project); but the percentage of indirect costs over the total expenditure has been excessively incremented over more than 48% of the total budget of this phase.

Table 9: Comparison of the budgeted costs vs the actual expenditure per component (projected) – Second Phase

Comparison of expenditure per comp. vs budget. - 2da Fase	Budgeted in project document in (U\$)	Expended (*)	Difference in U\$	Percentage Variation (+/- %)
1. Personal	203,220	284,485	81,265	39.98
2. Administration	137,638	141,723	4,085	3.1
3. Support costs(13%) in Ginebra	131,479	131,478	-1	0
4. Raise of Awareness	114,500	83,607	-30,893	-26.98
5. Institucional strength	128,000	54,829	-73,171	-57.16
6. Legislation	43,000	46,598	3,598	8.36
7. Direct Attention	385,000	400,117	15,117	3.92
8. Increment of costs (5%)	57,163	0	-57,163	-100
Total original BudgetI	1,200,000			
Total modified budget(**)		1,142,837	-57,163	-9.52

(*) Projections to March 2005

(**) Reduced amount of budget , through agreement with the donor

From the above, it can be said that probably due to an opportunity question (difficulties for accessing the population), in the first phase the management team invested less than what was budgeted (-U\$ 85,390 / -26.77%) in the direct attention component, using those funds for supporting other areas of the project, while in the Second phase the same

component was lightly over expended against the budget (+3.92%), at the time that the gross of the increments was given at the percentage of indirect costs

In relation to the actual expenditure in indirect costs (personal, administration and program support) it is important to highlight two facts:

- a. Although the different amounts assigned in each phase to indirect costs, the ratio between the expenditure in international and subregional headquarters (HQ + OSR) against the expenditure in the countries, remained constant.
- b. That such ratio appears as excessive (practically 2/3 of the indirect costs of both phases were spent at Geneva level and the OSR) which reflects that the efficiency in the management of the resources has been reduced, particularly in the second phase, in which, as it can be seen, 48% of the expenses corresponded to indirect costs. If we take into account that in the last phase, as table 10 shows, 63.6% of the direct costs were applied to expenses of HQ or of OSR, this means that around 30% of the budget has been spent in indirect costs not related with actions taken in the countries.

Table 10: Internal distribution of the indirect costs following the costs locus/ HQ+OSR vs. countries

Distribution of % indirect costs – First phase	U\$	%	Distribution of % indirect costs – Second Phase	U\$	%
HQ + OSR	152,313	62.34	HQ + OSR	353,601	63.6
Countries	91,996	37.66	Countries	204,085	36.4
Total	244,309	100	Total	557,686	100

Although the explanation of the expenditure concentration in the HQ + OSR could be seen in the centralization of many activities and expenses in the Project in the OSR (particularly in the first phase), the weight of HQ over the indirect costs is also important (specially in the second phase) as well as the increase of cost for staff in the OSR during the second phase, which determines that we are facing an **area problem that greatly affects the efficiency of the project (transforming the indirect cost ratio in the second phase to more than 48% of the total expense)** It is under this point where the need of improvements is evident. Even more if we take into account that Costa Rica, country in which the headquarter is based, generated its own indirect additional costs (approx. 3.5% additional in the second phase) as shown in tables 11 and 12 (c.f. Comparison of expenditure of the project in each country)

Table 11: Comparison of the project expenditure by country/ expenses and ratio of direct and indirect costs. First phase

Expenses in the first phase by country/base and type of expense	Indirect Costs (U\$)	% over total country/line	Directo costs (U\$)	% over total country país/ line	Total (U\$)	% scover total general
Base Geneva (HQ)	46,614	100	0	0	46,614	3.46
San José Subregional office	67,699	29.85	159,048	71.15	226,747	16.85
Program support (13%) ²⁵	59,000	38.11	95,784	61.89	154,784	11.5
Costa Rica	26,962	14.78	155,415	85.22	182,377	13.55
Dominican Republic	500	0.3	146,088	99.97	146,588	10.89
El Salvador	0	0	14,548	100	14,548	1.08
Guatemala	20,869	13.12	138,078	86.88	158,947	11.82
Honduras	2,230	1.9	116,267	98.1	118,497	8.84
Nicaragua	16,425	10.19	144,736	89.81	161,161	11.97
Panamá	4,010	3	131,149	97	135,159	10.04
TOTAL	244,309	18.16	1,101,113	81.84	1,345,422	100

Table 12: Comparison of the Project expenditure by country/expenditure and ratio of direct and indirect costs. Second Phase

Expenses of the Second Phase by country/base and type of expense	Indirecto Costs (U\$)	% over total country/line	Direct Costs (U\$)	% over total country/line	Total (U\$)	% over general total
Base Geneva (HQ) = 13% de Program Support (*)	131,478	100	0	0	131,478	11.5
San José Sub regional office	222,123	77.63	64,001	22.37	286,124	25.03
Final Evaluation	39,000	100	0	0	39,000	3.42
Costa Rica	38,368	47.03	43,209	52.97	81,577	7.14
Dominicana	6,037	7.66	72,686	92.34	78,723	6.88
El Salvador	0	0	0	0	0	0
Guatemala	29,778	21.69	107,461	78.31	137,239	12.01
Honduras	18,314	35.28	33,588	64.72	51,902	4.54
Nicaragua	41,680	19.18	175,622	80.82	217,302	19.02
Panamá	30,908	25.86	88,584	74.14	119,492	10.46
TOTAL	557,686	48.79	585,151	51.21	1,142,837	100

(*) Amount given by the Sub regional coordination as belonging to the "Cost Increase", but in reality corresponding to the amount originally approved for "Program Support"

On the other hand, the tables evidence how in the first phase the ratio of indirect costs over the total expenses was appropriate in the different countries, being below the 20%,

which was modified during the second phase, in which they represented more than 20% in 4 of the 6 countries, and in two cases (Costa Rica and Honduras, respectively 47.03% and 35.28% of the total expenditure. Taking into account the small amount invested in Costa Rica as a direct cost during the second phase, such high percentage of indirect costs could be linked with the human resources costs and other additional of the OSR that could have been accounted partially to the expenses of that country. Note that the low ratio of indirect expenses in the Dominican Republic during the second phase, due to the fact that a considerable part of the costs of staff and other administrative costs of this Project would have been covered by other funds from the TBP of the country.

Finally, the tables 11 and 12 show that whilst in the first phase the distribution of the assignments between the countries was more or less similar and homogeneous (see the last column in the tables), in the second phase the expenses were concentrated in those countries in which most of the direct actions were implemented (i.g., Nicaragua, Guatemala and at some point Panama), as it was expected.

3.5 SUSTAINABILITY

It is necessary to stress at the start of this section that the outcomes of most of the action programs evaluated are still too recent as to derive a definitive assessment about the sustainability of their achievements and of the sub-regional project. Therefore, the comments made about the issue should be taken without attributing to them a predictive nature.

After the three and a half years of continued implementation, the sustainability perspectives of the actions and outcomes of the project seem still limited. Thus, although the issue of the prevention and elimination of CDL has been placed on the agenda of public and private institutions of the different countries in the sub-region, the issue still lacks clear strategies so as to be able to ensure the continuity of the project's actions, as well as for its outcomes to have a lasting effect once there are no more external contributions. The project, nevertheless, pays close attention to the experiences that spontaneously arise, this being done in order to promote the sustainability of the different action programs.

The factors that have temporarily contributed to the project's sustainability are mainly of an institutional and community type. For instance, at the institutional level, it has been noticed that some implementing agencies of the first phase, such as IDEMI from Panama or CIPAF of the Dominican Republic, have incorporated the issue of CDL in their institutional agenda and as a crosscutting element in other actions.

On the other hand, in some communities there is a high level of appropriation of the objectives and actions of the project. Within this framework, a limited number of action programs based on the community networks or children's actions could have a limited sustainability after the project ends. The experience of the provincial and district committees of Veraguas (Panama) offers an important potential for the **social sustainability** of the project. In the case of Veraguas, the **high level of appropriation observed locally** regarding the sustainability of the actions, now provides interesting

perspectives for the sustainability of some of the project's action programs. This was not a strategy that was deliberately used to progressively transfer the responsibilities, but rather a quick and spontaneous process in which several actors met,. Something similar is observed in the case of those institutions that created a community network, such as Asociación Las Tías in Nicaragua, or the regional technical sub-council in Sula, Honduras. Similarly, the incipient incorporation of non-traditional actors, such as youth organization volunteers in the prevention of CDL in both rural and semi-urban communities near Sula, constitutes an encouraging example of how to involve a growing participation of the population in the fight against CDL. In all these cases, the complement of financial and technical resources and others from different stakeholders and local institutions could be used to create service networks that benefit child-domestic workers by protecting their rights. In addition, the way the project in Conrado de la Cruz was created, based on the organization and protagonistic participation of the beneficiaries themselves, has contributed to providing better perspectives for these kinds of initiatives.

The efforts of new social actors (trade unions, employers, organizations of the civil society) with respect to this issue are still incipient. Depending on the particularities of each country, the unions have familiarized themselves with the issue, and have started to include it in their concerns and institutional statements, but have not yet taken any specific actions toward the eradication of CDL. The employers' associations, as stated earlier, understand that domestic labor is beyond their institutional mandate (labor activity in companies).

One of the main weaknesses in terms of sustainability is that most of the local institutions lack the **financial soundness needed** to assure the continuity of their actions. The common characteristic shared by the agencies that have continued working with the issue of CDL in their institutional agendas is the diversification of financing sources before and after the project, as happened with IDEMI, CIPAF, and INPRHU in Nicaragua. Other implementing agencies did just what was expected of them, such as DNI of Costa Rica. Yet, in this case, this organization had already been working on the issue of child labor in Costa Rica and in other countries in the region, and has continued doing so as part of their institutional agenda after the end of their action program.

CEPAS in Panama has started looking for funds to either continue the project or to implement actions aiming at diversifying its income sources, such as fund-raising activities to finance the educational scholarships for child-domestic workers. On the other hand, the concern of the Provincial Committee of Veraguas for the upcoming end of the project and its financing has encouraged them to contact the Ministry of Labor in Panama in order to request that it lobby the Government of Canada to use official channels so as to extend the project.

One of the difficulties related to establishing the necessary conditions for the sustainability of the fight against child labor, in general, and CDL, in particular, is the fact that the **direct financial investment** of the states of the region to address the issue of child domestic labor is still marginal, if not null.

This is the case even after governments of the sub-region have approved national plans for the elimination of child labor, have established instances such as the national

committees that are in charge of monitoring compliance, and have formulated in a few cases, for example in Costa Rica, critical routes needed in order to approach these cases. In addition, the investment in the social sector and especially with respect to issues related to children and teenagers, is still scanty in most of the countries, and in some, it is actually decreasing. This means that although an important change in the government has occurred, and that the staff members of the public institutions, especially the Ministry of Labor, are committed to work on the prevention and elimination of CDL, the economic resources of the different agencies are scarce and insufficient.

Therefore, part of the emphasis of the activities of a potential new project dealing with the issue of CDL in the sub-region should be on the development of strategies that encourage the states and institutions in the region to accompany their program commitment against CDL with an increase in their investment of financial resources. The technical capacities exist, but the institutional commitments should be reinforced in the future with additional funds.

A complementary issue, but important regarding the sustainability of the project's actions, is the issue of sustainability of effective withdrawal models of child-domestic workers (e.g. a halt to their working).

The different withdrawal models used in the various countries (“conditioned transfer in kind” plus a personalized follow up—León, Nicaragua; boarding school—Veraguas, Panama; donations conditioned to the withdrawal from the workforce in the Dominican Republic) are not easy to sustain. In some cases, such as that of León, most of the beneficiaries and their families are quite aware of the risk of the minors returning to child labor if the incentives (school supplies, micro-loans, etc.) that accompany their participation in the program are eliminated. By analogy, the program that withdraws children using conditioned transfers (scholarships) of the Ministry of Labor of Costa Rica could be said to have the same problem. However, this program addresses child labor in general. IPEC-ILO should work harder to provide a longer successful future and sustainability for the programs that make it possible for these girls to leave their jobs.

The number of families benefited by access to economic alternatives was slightly lower than the goal proposed in the project's document. However, it is interesting to verify that in addition to the introduction of incentives, part of the most successful models in the effort made with the beneficiaries and their families is based on the use of *quid pro quo*: that is, giving the responsibility for the change in behavior to the beneficiaries and their families while giving them different kinds of incentives.

3.6 UNEXPECTED OUTCOMES

The most important external factor that affected the project's implementation was the change of government in some countries (e.g., Guatemala, the Dominican Republic, and Panama). There was also a frequent change of governmental authorities at different levels in some countries, such as Guatemala. In some countries, the new administration meant relative paralysis of the decisions being made, and revision of all of the former government's actions. In most cases, the change of officials meant undertaking

additional efforts to raise awareness, and rebuilding operational relations with these entities. In some cases, however, the implementing agencies and organization of the civil society, as happened in Veraguas (Panama) managed to create bridges with the incoming authorities in order to affect program operations as little as possible.

Another external factor which was important at the outset was that the institutional quality for research activities (e.g. institutions with experience in carrying out in-depth interviews) was relatively scarce in the sub-region. Moreover, the invisibility inherent to the CDL phenomenon, coupled with its social tolerance and legitimacy in the sub-region, caused some initial reluctance and resistance from the institutions toward the messages of IPEC about CDL and how to best fight it. The limited institutional capacity of the NGOs in some countries was another external restriction for the project, as was the deficient or inadequate involvement of some national committees (Honduras, Guatemala, and Panama) in supporting the project.

Carrying out some of the mini-programs in the second phase favored the multiplying effect of the project by involving new promising actors in the fight against CDL, such as the representatives of several religious groups and denominations in Panama, and youth associations in Honduras.

3.7 ISSUES OF SPECIAL INTEREST

3.7.1 Child-labor monitoring system

The project did not contribute to the implementation of a child-labor monitoring system. The results and information generated by the initial studies (rapid assessment surveys—RAS) are known by all the institution in the different countries, thanks to the intense dissemination work done by IPEC-ILO. However, the databases generated by these initial RAS are in many cases outdated, and were not used to follow up most of the samples. A single year later, given the mobility of the girls, it was practically impossible to locate them. As mentioned earlier, the implementation of the project's monitoring system was unequal among the institutions. Not all of the institutions could take advantage of the project's software under the same conditions, or keep the database up to date. Although in this project a child-labor monitoring system was not implemented, it is recommended that future projects dealing with CDL include the development of this component.

3.7.2 Ethnicity

The only institution that fully assumed and gave priority to the work related to the recuperation and strengthening of the ethnic cultural identities of the child-domestic workers was Asociación Conrado de la Cruz in Guatemala. It developed part of its program/ interaction with the girls in their native languages, whose languages it promoted. It also promoted the autochthonous or native cultural practices, and developed awareness-raising materials (radio spots, posters, etc.) for the child-domestic workers and their families in the language of three of the main ethnic groups of Guatemala (*Mam, Quiché, and Cackchiquel*). In general, there is still much to study and understand about the local cultural concepts regarding gender, children's status, family

relations, and the practice of child labor in general in order to adapt the programs better to the world vision and needs of these ethnic groups, as well as to the general situation of social and economic exclusion in which they find themselves, this being what determines the conditions of poverty in which their members live.

Although the importance of ethnic factors with regards to social exclusion and wider prevalence of CDL in certain human groups is less known in other places such as Panama (despite this, it was possible to obtain a declaration against child labor from the indigenous people in that country) it would be appropriate for IPEC-ILO to reflect on the design of a specific strategy that allows for issues of ethnicity related to the practice of child labor to be addressed in these countries, as well as to take advantage of the social control mechanisms that could be used to prevent CDL in the communities of origin of the girls, that is, those belonging to ethnic groups that occupy specific territories.

3.7.3 Gender

Since its design, the project directly addressed, using its own definition, a particular sensitive issue for women: domestic labor has historically been made invisible behind the doors of the private household and the existing power structure as an extension of the public spheres of society. From this perspective, there was fertile ground which could have been used to strategically address the needs of the groups of child domestic workers.

However, apart from some efforts to understand the problem through specific analysis, this being done from the gender approach in the RAS in the Dominican Republic and Honduras, or from isolated attempts to work on issues as reproductive health, domestic violence, and sexual abuse (including legal aspects and mechanisms to access rights), no evidence has been found of the application of specific strategies to approach CDL from a gender perspective in the direct attention component. Other very useful isolated observations from members of implementing agencies as a result of their prior expertise or experience with the project included, for instance, the division of chores among girls and boys working at homes, the different labor conditions that both groups experience in practice (girls may live at their employer's house; oral contracts are more frequent among boys; boys attend school while girls don't; girls have a higher risk of being sexually abused; boys are stigmatized for performing typical girls' chores; boys are assigned more dangerous tasks, such as cleaning windows or carrying loads that are heavier than they are, among others). These observations were not systematized in a timely fashion as input to design specific strategies aimed at improving the quality of life of child-domestic workers, and to reduce the gaps of inequality between boys and girls within the project's framework.

Along this same line of thought, it is worth mentioning the absence of contents that address transgenerationality in the documents and plans to raise awareness and train child-domestic workers and their families (especially their mothers). Transgenerationality is child domestic work transferred from mothers to daughters, and thus represents the vicious cycle of domestic work. Moreover, there is also a failure to include life plans for girls and teenagers that would transcend the lack of current access to opportunities which could allow them to go beyond the educational possibilities

offered by the current context. Nor was there a selection of professional training alternatives that avoid leaving girls in traditional roles, or a selection of income generation alternatives for the mothers and sisters of child-domestic workers that do not reproduce traditional gender patterns, among others. Neither the work done with the employers, nor the power relations inside the employers' households, were considered as part of a gender strategy aimed at reducing the exploitation and exclusion conditions of the child-domestic workers.

Unfortunately, no evidence has been found that the contents mentioned above, or others that develop the gender issue in depth, had been stressed or clearly integrated in project's activities, or in the prevention or educational material produced by the program. Therefore, it may be stated that no gender-specific strategy was developed in the project²⁶. The project addressed the aspect of gender in general terms through the application of a rights approach in some of the awareness-raising work with key actors, and in the training of the target population by insisting on having child-domestic workers know and demand their rights as girls and teenagers. Also, to a lesser degree, they were provided with some information as to how to access the public and private institutions in charge of protecting them.

Although it was possible to contribute in some degree to empowering the beneficiary girls, it is believed that the efforts made have not been sufficient to assure the strengthening or repositioning of their social role as women regarding the conditions that keep them in a situation of poverty and exclusion. Now, taking into account that the rights approach is applied equally to boys and girls, it should be mentioned that in the countries where the RAS revealed the existence of significant percentages of male child-domestic workers (between 15% and 20%) as in the Dominican Republic, the focus was still placed on the girls as beneficiaries, thus generating an inverse inequality regarding the male population of child-domestic workers. In this sense, it is important not to neglect male domestic workers in the project services. Referencing a child-domestic worker consultant:- "more than gender, what is important is the level of risk to rescue children involved in a worst form of CDL."

4. CONCLUSIONS

In general, it may be stated that:

1. The project was successful in complying with most of its objectives, and that it showed flexibility and sensitivity toward the local demands.
2. The project's main achievements were the following:
 - a. It compiled an important body of knowledge about the child-labor phenomenon in the sub-region.

²⁶ Despite of the fact that the Project sponsored an interesting analytical effort on the subject, seen in the publication « A gender view to child domestic labour », directed basically to a professional public. It is still pending to "translate" the contents and proposals of this publication into pedagogical material, in a conceptual level accessible for child domestic workers that will follow the practical approach of gender questions.

-
- b. It made the CDL visible as a social problem, one which up to that point had been highly tolerated and culturally accepted.
 - c. It raised awareness about CDL, and positioned the main key institutions actors (governmental agencies, NGOs, and organizations of the civil society) in favour of the prevention and progressive elimination of CDL.
 - d. It involved different organizations and institutional and communal networks from the various countries in the development of actions against child-domestic labor, these being efforts which included the implementation of some promising programs adapted to the local culture and that also addressed the issues of CDL prevention, the improvement of the educational and life conditions of the child-domestic workers, and the withdrawal of children from CDL.
3. The main weaknesses of the project were the following:
- a. A limited presence in communication media which impeded carrying out more continuous activities, achieving a greater penetration of the issue in public opinion and modifying attitudes.
 - b. The lack of ad-hoc strategies to strengthen institutions (apart from training), in a way that is geared towards the specific necessities of each institution.
 - c. The lack of strategies to generate linkages between institutional efforts at the national and local level, that can be translated into mechanisms to attend necessities of CDL's.
 - d. An insufficient incidence in legislative bodies in most of the countries
 - e. A lack of homogeneous definitions in the concept of prevention and withdrawal amongst the different agencies in the project
 - f. Certain administrative and managerial factors that negatively affected the efficiency of the project, such as: the complexity of administrative procedures of ILO IPEC, the centralization of decisions in the OSR, the absence of a decentralized operational and anticipating planning system, based on a budget breakdown by product, the existence of high indirect costs mainly related to activities of HQ and OSR, and the insufficient development of a monitoring system for project activities and beneficiaries.

5. RECOMMENDATIONS

5.1 Regarding the project's design requirements:

- a. It is recommended that more time be assigned for projects like this, taking into account a preparatory stage of at least two years to generate knowledge, make the issue visible, raise awareness among the population, and establish a judicial and institutional action framework. Moreover, at least three additional years are needed in order to validate, consolidate, and strengthen strategies to approach each component.
- b. It is recommended to identify and prioritize key strategic lines of action which would ensure a greater **impact** in the prevention and elimination of the worst forms of child domestic labor, such as **mainstreaming** the issue of child domestic labor in projects with a wider scope (e.g. the poverty reduction program geared toward high-risk populations/areas of origin, access to education, vocational training, poor women's

training, and promotion of small and medium enterprises, etc.) rather than the small-scale direct attention efforts.

c. It is suggested that the concept of “prevention” and “prevented child” used by the different implementing agencies and IPEC be expanded and unified, using geographic (area of origin) criteria rather than “family ties” of the beneficiaries.

d. In order to avoid confusion, it is suggested that the educational compensatory actions (accelerated elementary education and others), as well as educational remediation, and vocational training for child-domestic workers, as well as recreational, health-care, legal, and psychological counselling services, all be considered as alternatives for “improving the living and working conditions of child-domestic workers.” These actions should be distinguished from children leaving current labor activities, or a reduction of the number of girls’ working hours.

e. In order to have a fuller vision of approach options according to each country’s characteristics, an array that would help make decisions about the most pertinent strategies, it is important to synthesize the experiences in each country and region. Moreover, it is necessary to compile and summarize information about the other experiences used to fight against child-domestic labor that were not used directly in the project.

f. Gender, as a cross-cutting issue in any social intervention, should be integrated as a thematic axis, taking advantage of the natural spaces of the project, such as the awareness-raising activities, the training courses, the individual and collective reflection spaces, and the messages which are broadcasted by the media. The design of the project’s products should take into account the integration of this type of contents if it is expected to achieve a real holistic integration of the gender perspective.

g. It is recommended that in new projects about child-domestic labor, a child-labor monitoring system based on the community be incorporated, linking to other thematic projects or items related to the labor activity and relating the child labor monitoring system with the project’s monitoring one.

5.2 Regarding the implementation

a. It is recommended that the criteria to select the implementing agencies, such as their prior experience in handling children’s programs or child-labor programs, handling community networks, etc., be standardized. There should be an institutional study or analysis of the main institutional local actors related to the issue of child labor, as took place in the case of IPEC-Nicaragua. This is an advisable practice for any Country Office.

b. It is suitable to increase the frequency of the spaces for exchanging experiences amongst implementing agencies and other key counterparts of the project in each country, as well as among IPEC’s Country Offices, thus favouring the systematization and dissemination of alternatives to approach the issue.

c. It is necessary to activate an institutional approach and response in each country for attention to child-domestic workers for institutions involved in child protection. In this sense, it is advisable to give priority to the development and consensus on inter-institutional attention protocols for the cases of child-domestic workers requiring social intervention. Panama, for instance, is currently developing a protocol proposal, and Costa Rica has already developed the critical route needed to provide social support for the cases detected through the reporting and complaint channels (directly at the Child and Adolescent Attention Office (OATIA)). Within this framework, it is necessary to establish or activate the political organization level closer to the community (e.g. the municipality), entities that would allow for specifying and channelling the attention provided to different needs of child-domestic workers at the national level, including the legal attention and follow up of the reports of human rights violations and other crimes.

d. Future projects dealing with CDL should deepen the analysis of the problem of applying a gender approach through Rapid Assessment Surveys (RAS), as well as carrying out participatory diagnoses of the practical and strategic needs of CDL from a gender perspective. This should be used to design specific strategies in order to contribute to empowering girls involved in domestic labor and their social repositioning in vulnerable groups.

5.3 Regarding the effectiveness

a. When important efforts to raise awareness are carried out in the mass media, it is important to measure their impact (both before and after) or at least, it should be gauged, that is, whether people remember the actions as reported in the media, which would allow for knowing their actual effect on the public opinion.

b. Beyond the overall awareness about the issue of child labor, the institutional strengthening initiatives should be based on an assessment that indicates where it is most important to create impact in the institutions, and to develop a specific strengthening plan for each institution. The training sessions held within this framework should include the application of entry and exit tests of knowledge and attitudes for the participants, as these are elements that would allow for evaluating their usefulness.

c. The detection strategies using pairs of child-domestic workers or adult domestic workers, as well as the work with the local networks at an institutional and communal level and the detection efforts in school, are more recommendable alternatives than the use of the RAS in order to identify the population that is to be benefited by the projects.

d. It is necessary to deepen and systematize those factors that promote children's abandonment of domestic labor activities when they live with their families or identity group. The successful models for children who abandon domestic labors when they are far from their families or group of origin and living in the employer's house still need to be validated.

e. It is advisable that in future actions on this issue, strategies to effectively approach the employers of child-domestic workers be designed, an activity that was very limited in

this project in the various countries. Similarly, future efforts that deal with this issue would require developing preventive and impact strategies for the networks and people that frequently recruit children to engage in child-domestic labor, such as adult domestic workers, teachers, and store clerks, among others.

5.4 Regarding project efficiency

a. It is important to deepen the recent processes to facilitate administration promoted by IPEC-ILO Sub-regional Coordination in San José.

b. It is recommendable for ILO to review its administrative procedures, including the amounts budgeted that have been used to determine the authorization levels for the approval of projects at the headquarters at each level, in order to make them more adaptable to the requirements of the educational and social development programs such as IPEC's.

c. It is appropriate to review the validity of applying a sub-regional approach for addressing certain issues, such as CDL, when in practice not enough channels are created to apply unified or standardized approaches among the participating countries. In some cases it might be better to handle certain issues at the level of a TBP (time-bound program).

5.5 Regarding sustainability

a. In the formulation of future projects and action programs, it is important to include a realistic projection of their sustainability, and to identify the specific strategies needed in order to ensure it. This should be included in the pre-agreements with governments that deal with the progressive investment plans of the local counterparts over a period of five years, as is done with other UN programs (e.g., the World Fund to Fight AIDS, Malaria, and TBC).

b. It is important to reflect about the suitability of including “institutional capacity to give sustainability to the action programs” as one of the criteria to select the implementing agencies, in addition to their institutional experience and trajectory in issues related to childhood, child labor, or CDL.

5.6 Recommendations regarding some actions and potential axes on which to base a new project on CDL in the Central American sub-region

5.6.1 Focus the preventive messages on “pushing back the age to enter employment” (not before the minimum age for admission to employment). Focus the preventive efforts on the rural areas and small towns, addressing the needs and concerns of the population through the community organization for the promotion of children's rights, the development of preventive campaigns against CDL in the local media, and the support to initiatives that deal with economic development in small communities, these being conditioned to the specific commitments they make in their fight against child labor. This can also be done by crossing over the issue of CDL with other public

initiatives or initiatives from ILO, and using the criterion of “areas (of origin) with more prevalence of CDL” as an indicator for the implementation of programs in agricultural development, poverty reduction, improvement of public education, elimination of child labor in agriculture, and others. If financially possible, develop 4 to 10 action programs of this type that are methodologically similar, and that can later be consolidated into a “work model for the areas of origin” of child-domestic workers.

5.6.2 Strengthen the institutional capacities of the **local governments and municipalities** (e.g., children’s ombudsmen and coordinating advocate committees for childhood, among other entities), as well as the **community networks** of the medium-sized towns and certain specific districts of the main cities, so that they can develop preventive activities and establish **sustainable institutional mechanisms** in order to approach the issue of child-domestic worker in key communities (those with higher prevalence of this phenomenon). They should also work on the protection of the rights of adolescent domestic workers by highlighting the most urgent cases of abuse against child-domestic workers (including the issue of access to quality education). It would be important not to invest too much in expectations for perfectly drafted laws dealing with CDL to be enacted and enforced, but instead to start applying the existing labor and child-protection laws of each country, using the bases of the creation of a platform of institutional alliances between the public sector and the organizations of the civil sector. Within the framework of a new project about CDL, and if it proves financially viable, it is suggested that at least four pilot programs of this kind be carried out in a smaller number of selected countries (it is suggested that efforts be focused in order to increase the probabilities of success of a new project). These entities and action programs could become part of the basis for strengthening a child-labor monitoring system in each country. The training of labor inspectors on the issue of CDL carried out in some countries is a preliminary effort that could be organized in this direction.

5.6.3 Link the local initiatives and action programs with the support of national governmental agencies. It is recommendable to use the action programs as illustrative examples in order to increase the level of awareness in the population about CDL. This can be done as a response to the problem of CDL, and in order to create a front to promote the improvement of local legislation about child domestic labor in general, and adolescent domestic labor in particular. Within this framework, incidence activities developed by community organizations lobbying before national parliaments should be supported in order to promote changes in the labor legislation and to look for ways for the respective state to sustain the actions against child labor. It would be necessary for the parliaments, which are the entities that pass the laws and approve the budgets of the governments in these countries, to start understanding the issue of the fight against child labor as a problem that is closely linked to the national development of the countries.

These three groups of activities can provide large blocks to build an integrated national strategy that can later be agreed on by the countries’ government agencies, NGOs, and organizations of the civil sector.

5.7 Recommendations regarding the focus for a new project dealing with CDL

Finally, in addition to having each new initiative address the issues of gender discrimination, ethnic discrimination, children’s rights, and labor rights, it is necessary to always keep in mind the focus of the project on the issue and its development objective, namely:

“Prevent and eliminate domestic **child labor** as well as the worst forms (e.g., **the intolerable conditions**) of **adolescent domestic labor** in XXX”.

The sections in bold of the preceding paragraph suggest the emphasis that the proposed actions should have.

6. LESSONS LEARNED

6.1 Regarding the project’s design and strategy selection

- a. It is appropriate to consider longer implementation terms than those set for the project (one or two years) so as to achieve ambitious goals, being these objectives that take time, such as the raising of awareness and the modification of public opinion, the consensus about the national strategies that may be viable, or the modification of the codes and other legislation of a country.
- b. It is important to include in the project design a vision of “prevention” as meaning the “prevention of the causal factors of child labor,” including the approach to poverty, adult employment, and the income sources of the families of child-domestic workers.
- c. It is important to design differentiated strategies both for working in areas of origin and in areas of prevalence of child-domestic workers, as well as differentiated strategies of withdrawal for the population of child-domestic workers, whether they are living with their families or far from them.

6.2 Regarding the project’s implementation

- a. It is important to integrate in the action programs parallel strategies to work in the areas of origin of child-domestic workers and in areas where there is prevalence of the phenomenon. Given the relative scarcity of the resources available to fight against this problem, only the sustained maintenance of the preventive efforts will promote a sustainable reduction of this problem in the long term.
- b. It is necessary to create a clear and unambiguous consensus about the definitions of the terms “prevention” and “withdrawal,” their operationalization, and the difference between these options and the “improvement of educational and life conditions of child-domestic workers.”
- c. It is fundamental to clearly establish in the field, as well as by mutual agreement with the institutions in the sub-region, the priority criteria needed for approaching the cases of child domestic workers. This step needs to be accomplished by setting priorities in the application of actions to withdraw minors from labor activities when they are under the minimum age of admission to employment.

-
- d. While generating a demand for services by the beneficiary population, it is important to work on the creation of sustainable mechanisms to meet these needs, starting with quick systems to receive reports about abuses of personal rights.
 - e. It is necessary to maintain a holistic vision of CDL (including issues of gender, children's rights, ethnicity, social exclusion, poverty, family organization, rural-urban relationships, labor aspects, and others) in order not to reduce this complex phenomenon and the actions on only a few variables.

6.3 Regarding effectiveness

- a. In as much as possible, it is recommended not to base the detection strategy of child-domestic workers on the initial studies regarding the issue (RAS), because these samples usually are not stable over time and do not necessarily correspond to the cases with the most urgent need for support.
- b. Raising awareness is not the same as “changing attitudes.” To achieve an important and lasting impact of the message against CDL on the public, it is necessary to develop a more constant presence of the issue of CDL in the media. This should be comprehensively developed in each country within the framework of a single strategy to handle the media, this to be done as part of the child labor issue dealt with by IPEC-ILO.
- c. In addition, it is necessary to stratify the types of messages of the prevention campaigns according to the characteristics of each target group.
- d. Training is not the same as “strengthening capacities.” The latter process is of a more complex nature, and requires a prior evaluation of the institution, a specific strengthening plan, very close support for its implementation, evaluation of the results, and the implementation or updating of the capacities through the implementation of systems or mechanisms that imply their constant exercise.
- e. The processes that aim at reforming the national legislation should be based, from the very beginning, on a more systematic effort of creating impact on the respective parliamentary representatives.
- f. The differentiated strategies to withdraw girls living at home with their families or far from them should include elements that allow for helping these girls to design a life project vision, and the necessary actions to advance toward their achievement.

6.4 Regarding the project's efficiency

- a. The increase of the coordination and integration of the issue of CDL is fundamental wherever possible in other national or sub-regional programs of IPEC-ILO in Central America. It is important that IPEC-ILO develop a holistic vision about child labor in the sub-region that is reflected in the integration of objectives and actions of its programs (for instance, in some countries, CDL is a source of “temporary work” for the insertion of girls in the urban context, that is, an occupation between child labor in agriculture and adolescent labor in *maquilas*).
- b. The improvements made in terms of reducing the complexity of the internal administrative processes may contribute to increasing the time and resources available to benefit the projects' target populations. Decentralizing the administrative and decision-making processes, providing quick feedback, and simplifying procedures can

become important strategies in the fight against domestic child labor (in favor of a decent job).

6.5 Regarding sustainability

- a. The sustainability of the different project components should be considered separately, and they should be addressed from the beginning in order to achieve the financial and social sustainability of the actions.
- b. The prospects of financial sustainability of a project increase when the financial contributions to the implementing agencies are estimated on the basis of the institution's effective capacities for continuing the activities once the project ends, and when specific mechanisms of gradual withdrawal are implemented through the project.
- c. It is difficult to achieve a growing sustainability for the actions in the mid-term unless they involve from the beginning both the commitment and financial intervestment of the government in the fight against child labor.

7. GOOD PRACTICES

The following elements may be considered as good practices used in this project, which could be useful and replicated in other contexts.

1. Carrying out the initial rapid assessment studies about CDL in all the countries, which allowed generating a baseline of useful knowledge for understanding the phenomenon and raising awareness among key actors and the population about the characteristics of this problem.
2. The systematization of attention experiences used by the direct attention programs developed by CIPAF (Dominican Republic), DNI (Costa Rica), and INPRHU (Nicaragua)
3. The establishment of synergies in the media and advertising agencies for the development of awareness-raising campaigns. A good example of this synergy is the TV spot and the campaign held with the support of the company McCann (“I do not play; I do not study; ... I wash...”).
4. The inclusion of the revalorization of ethnic and cultural identities of child-domestic workers, as organized by the association Conrado de la Cruz in Guatemala: The production of dissemination materials using the main native languages is an important reinforcement for awareness-raising campaigns done with girls and their families. Countries like Panama and Honduras, in which the phenomenon of CDL affects, among others, certain specific ethnic groups, will benefit from the adoption of similar practices for the prevention and progressive elimination of CDL.
5. Focusing an important part of the attention program in Guatemala (Conrado de la Cruz) on the development of a children's organization, and having the girls play a principal role as subjects of change, promotes to a greater degree the ownership of its objectives and actions by the beneficiary population.

6. The important work of social mobilization and organization of public and private institutional actors, including organizations of civil society and the local government, through the creation of local networks for the prevention and elimination of CDL, develop protection mechanisms for the beneficiaries on the basis of referral systems and institutional cross-referencing. The most promising examples are the provincial and district committees of the province of Veraguas in Panama.

ANNEX 1: Information on indicators; data gathering techniques, sources and instruments; samples and evaluation chronogram

1.1 Evaluation analysis axes and main indicators per axis

Below is a matrix containing evaluation work axes and their representative indicators for each axis:

Thematic Analysis Axes	Indicators	Program component evaluated
Original design validity and its reviews (13 indicators)	<ul style="list-style-type: none"> - Logic design formulated in precise terms - Design focused on problems and needs detected in each country - Design establishes follow-up strategies to solve detected problems and needs - Design clearly describes target population and how benefits will be obtained - Design locates the project in the appropriate institutional framework - Design defines roles and responsibilities of main project interlocutors - Design establishes clear objectives and accomplishment indicators to measure the changes the project must meet - Design describes main products, activities and necessary elements to achieve the objectives - Design determines valid assumptions regarding main external factors that influence the project's implementation and performance - Relevance of external factors considered in the design of the project - Design indicates previous obligations that main interlocutors must meet - Design establishes indicators of pertinent achievements and means of verification - Useful indicators to follow and measure impact 	Design / direction
Implementation (29 indicators)	<ul style="list-style-type: none"> - Project adaptation to the element transformation process through activities, in products - Quantity, quality, and opportunity of supplied products - Adaptation of technical and administrative guidelines and support provided by the project's staff and IPEC and ILO participating units (regional office and headquarters) to co-participating organizations - Influence of external and internal factors on the project's results - Project response adapted to the influence of external factors - Administrative strengths of the implementing agencies - Technical strengths of the implementing agencies - Financial strengths of the implementing agencies - Administrative weaknesses of the implementing agencies - Technical weaknesses of the implementing agencies - Financial weaknesses of the implementing agencies - Project's contribution to increase the capacities of implementing agencies to develop effective actions against child labor - Project's contribution to increase the capacities of other participating parties to develop effective actions against child labor - Existence of national structures to support the project - Contribution of national support structures to the project's operation / implementation - Existence local structures to support the project - Contribution of local structures to support the project's operation / implementation - Extent of key actors' participation in the National Directive Board (Ministry of Labor, Ministry of 	Action / local operation Services Beneficiaries

	<p>Education, Ministry of Health, labor unions, employers' organizations, etc.)</p> <ul style="list-style-type: none"> - Effect of key actors' participation on the project's results - Existence of exchange experience among the countries' initiatives to identify, disseminate, and incorporate the lessons learned - Benefits of exchanging experiences among the countries' initiatives about the project's implementation - Actions carried out by the project to find resources - Usefulness of established procedures to identify and cooperate with other initiatives and organizations - Existence and appropriateness of a common understanding of the definition prevented child among the staff of the project, the implementing agencies and other participating parties - Existence and appropriateness of a common understanding of the definition withdrawn child among the staff of the project, the implementing agencies and other participating parties - Extent of beneficiaries' participation in the project's design / management - Extent of beneficiaries' participation in the project's implementation - Extent of participation of existing networks in the project's design / management - Extent of participation of existing networks in the project's implementation 	
Relevance (11 indicators)	<ul style="list-style-type: none"> - Existence of new needs arising from the project as a result of potential changes in the context or situation - Validity of the objectives after potential changes in the situation and context arising from the implementation of activities - Relevance of the project in regard to the needs perceived by the target groups - Relevance of the project regarding the national capacities to attend to the needs of the target groups - Relevance of the project regarding the local capacities to attend to the needs of the target group - Relevance of the project regarding current national programs and policies - Actual beneficiaries versus potential beneficiaries in the project's design - Inclusion of the most excluded population groups - Extent of the relationship between the project and other child intervention programs implemented by IPEC or other organizations in the country - Existence of synergies within the national and/or local context - Appropriateness of the transition from the first to the second phase 	Design / direction Local management / operation
Effectiveness (24 indicators, plus 3 special issues with 13 additional indicators)	<ul style="list-style-type: none"> - Extent in which the project has reached its immediate objectives - Project's coverage regarding target population - Punctuality in delivery of products - Number of products produced by the project - Quality of products generated by the project - Contribution of the different Action Programs to the project's immediate objectives - Potential to replicate lessons learned from the action programs (including those related to education, health, and economic alternatives) - Project support to initiatives to replicate lessons learned - Contribution of the National Directive Board to create national and local capacities to fight against CDL - Contribution of Child Labor Unit to create national and local capacities to fight against CDL - Contribution of Local child labor committees to create national and local capacities to fight against CDL - Contribution of the National Directive Board to promote the sustainability of the national program - Contribution of Child Labor Unit to promote the sustainability of the national program 	Local management / operation

	<ul style="list-style-type: none"> - Contribution of local child labor committees to promote the sustainability of the national program - Role of the learning-development component in the process of eliminating child labor - Role of the awareness-raising component in the process of eliminating child labor - Role of the training component in the process of eliminating child labor - Role of the legislation component in the process of eliminating child labor - Role of the direct action component in the process of eliminating child labor - Sustainability perspective of the learning development component - Sustainability perspective of the awareness-raising component - Sustainability perspective of the training component - Sustainability perspective of the legislation component - Sustainability perspective of the direct action component <p>Special issues:</p> <p><u>Approach strategies by age range:</u></p> <ul style="list-style-type: none"> - Inclusion of an age-range analysis in the diagnostic studies, differentiating between children involved in CDL who are under the minimum age of admission to employment and those who are over the minimum age of admission to employment - Existence of specific strategies to approach beneficiaries who are under the minimum age of admission to employment and those who are over this age - Appropriateness of strategies implemented in each key age group <p><u>Application of a gender focus:</u></p> <ul style="list-style-type: none"> - Inclusion of a gender focus analysis in the diagnostic studies - Existence of a plan that integrated strategic needs and identified practices for men and women in the target population - Existence of specific strategies to approach strategic needs and identified practices for men and women - Appropriateness of gender strategies implemented - Equity in the delivery of benefits for men and women in the target population <p><u>Inclusion strategies of traditionally excluded ethnic groups:</u></p> <ul style="list-style-type: none"> - Inclusion of an analysis of ethnic groups affected by CDL in the diagnostic studies - Existence of a plan that integrates strategic needs and identified practices for ethnic groups as target population - Existence of specific strategies to approach strategic needs and identified practices for identified ethnic groups - Appropriateness of strategies implemented to approach CDL with ethnic groups - Equity in the delivery of benefits to ethnic groups covered as target population 	
Efficiency (19 indicators)	<ul style="list-style-type: none"> - Relationship between invested resources and obtained outcomes - Appropriateness of interventions done by the project to obtain results - Compliance of labor plan - Compliance of project's budgetary implementation - Relevance of changes done to the original budget - Fluency of communication among the 5 national offices and the sub-regional office and headquarters. - Relevance of criteria to identify Action Programs - Opportunity of approval process of Action Programs - Opportunity of resource assignment process to Action Programs - Existence of tools developed for the project 	Local action / direction

	<ul style="list-style-type: none"> - Relevance of tools developed for the project regarding the needs of the target populations they were addressed to - Use of tools developed by the project for target populations - Existence of an information system about the project's advances - Existence of feedback systems at a local, national and sub-regional level - Existence of strategies to monitor child labor - Appropriateness of strategies to monitor child labor - Level of information on child domestic labor handled by institutions - Sustainability perspectives for the child-labor monitoring system - Relationship between the project's follow-up system and the child-labor monitoring system 	
Sustainability (24 indicators)	<ul style="list-style-type: none"> - Existence of strategies to secure project's sustainability - Appropriateness of project's sustainability strategies - Existence of strategies to secure sustainability of Action Programs - Appropriateness of sustainability strategies of Action Programs - Identified institutional sustainability factors - Identified socio-cultural sustainability factors - Identified technological sustainability factors - Identified environmental sustainability factors - Identified economic and financial sustainability factors - Sustainability factors of the gender strategies implemented - Degree of governmental commitment to support the project - Changes regarding public institutions' action to eradicate child domestic labor - Integration of trade unions in the efforts to eradicate child-domestic labor - Integration of employers in the efforts to eradicate child-domestic labor - Integration of non-traditional actors in the efforts to eradicate child-domestic labor - Local appropriation to support the project's activities - Existence of a progressive transfer strategy - Coordination of a progressive transfer strategy - Extent of long-term commitment of local/national institutions to continue activities and deliver services adequately - Extent of long-term commitment of target groups to continue activities and deliver services adequately - Technical capacity of local/national institutions to continue activities and deliver services adequately - Technical capacity of target groups to continue activities and deliver services adequately - Financial capacity of local/national institutions to continue activities and deliver services adequately - Financial capacity of target groups to continue activities and deliver services adequately 	Local management / operation Beneficiaries
Unexpected outcomes (6 indicators)	<ul style="list-style-type: none"> - Degree of influence of external factors in the project's implementation - Degree of influence of external factors in the achievement of objectives - Degree of influence extent of turnover in key counterparts - Impact of the government changes on the achievement of the project's objectives - Unexpected multiplying effects - Unexpected adverse effects 	Beneficiaries

1.2 Data gathering techniques, information sources, and instruments

The following techniques were used to gather information:

- Documentary review
- Semi-structured interviews
- In-depth interviews
- Focus Groups

Considering the varied information to be gathered and based on instruments applied in prior project evaluation experiences about child labor and child domestic labor, different kinds of instruments were prepared. Thus, the different indicators of the analysis axes were separated into variables and transferred to diverse instruments that served as guides for gathering information. Those instruments are the following:

- Systematization template for the project's financial information and beneficiaries
- Analysis template for the design validity
- Focus group guide to work with benefited children and adolescents
- Focus group guide to work with benefited parents (applied in Nicaragua, Honduras, Panama, and the Dominican Republic)
- Focus group guide to work with teachers and community leaders (applied only in Nicaragua and Honduras)
- In-depth interview on project's management for IPEC/ILO members
- In-depth interview on project's management for implementing agencies
- In-depth interview on the characteristics of the products generated by the project for implementing agencies
- Semi-structured interview for project's partner institutions
- Semi-structured interview for project's non-partner institutions

In addition, the following entities became information sources:

- Project documents (Phase I and II documents, Action Programs, financial reports, progress reports, dissemination of prevention, promotional, and training materials generated by the project, press notes, proceedings, systematizations, studies, etc.)
- Project's direct beneficiaries (child domestic workers and their parents)
- Project's indirect beneficiaries (teachers, community leaders, and others)
- Staff members of the implementing agencies implementing Action Programs (both in progress and completed)
- Staff members of the national project at IPEC/ILO
- IPEC/ILO staff members at the Sub-regional office (Project's Coordinator and key support staff)
- Representatives of project's partner institutions (governmental agencies, national and local committees, organizations that execute mini-programs, trade unions, and media representatives)
- Representatives of institutions that were non-direct partners of the project but that have developed programs related to child and adolescents related issues

The coordination among analysis axis, data-gathering techniques, and information sources was done as follows:

Analysis Axes	Techniques to gather information	Information sources
1. Design validity	<ul style="list-style-type: none"> • Documentary review 	<ul style="list-style-type: none"> • Project's planning documents
2. Implementation	<ul style="list-style-type: none"> • In-depth interviews • Semi-structured interviews • Focus groups 	<ul style="list-style-type: none"> • Program beneficiaries (children and their parents) • Teachers, leaders and other indirect beneficiaries of the program • Personnel of implementing agencies of Action Programs and mini-programs • Staff of national and IPEC Sub-Regional projects (including the support area staff, in the case of Sub-Regional office) • Representatives of the project's partner organizations
3. Relevance	<ul style="list-style-type: none"> • Documentary review • In-depth interviews • Focus groups 	<ul style="list-style-type: none"> • Planning and monitoring documents of the project • Records and databases of the implementing agencies • Program's beneficiaries • Personnel of implementing agencies of Action Programs and mini-programs • Staff of national and IPEC Sub-regional projects (including the support area staff in the case of the Sub-Regional office)
4. Effectiveness	<ul style="list-style-type: none"> • Systematization of the documentation of the program • Focus groups • In-depth interviews • Semi-structured interviews 	<ul style="list-style-type: none"> • Planning, monitoring, evaluation and systematization documents of the project • Records and databases of implementing agencies • Evaluations of other IPEC programs on child labor • Program beneficiaries • Teachers, leaders and other indirect beneficiaries of the program • Personnel of implementing agencies of Action Programs and mini-programs • National and IPEC Sub-Regional project's personnel (it includes support areas personnel as in the case of Sub-Regional office) • Representatives of project's partner institutions • Representatives of project's non-partner organizations
5. Efficiency	<ul style="list-style-type: none"> • Systematization of financial information and that of beneficiaries • Documental review 	<ul style="list-style-type: none"> • Budgets and financial reports of the project • Staff of implementing agencies of Action Programs and mini-

	<ul style="list-style-type: none"> • Semi-structured interviews • In-depth interviews 	<ul style="list-style-type: none"> • programs • Staff of national and IPEC Sub-Regional project (including support area staff in the case of Sub-Regional office)
6. Sustainability	<ul style="list-style-type: none"> • Semi-structured interviews • In-depth interviews 	<ul style="list-style-type: none"> • Staff of implementing agencies of Action Programs and mini-programs • Representatives of project's partner institutions
7. Unexpected outcomes	<ul style="list-style-type: none"> • Semi-structured interviews • In-depth interviews 	<ul style="list-style-type: none"> • Staff of implementing agencies of Action Programs and mini-programs • Representatives of project's partner institutions • Representatives of project's non-partner organizations • Staff of national and IPEC Sub-Regional projects (including the support area staff in the case of Sub-Regional office)

1.3 Population and samples

The individuals selected to provide the evaluation's baseline information belong to different types of actors who participated directly or indirectly with the project. One type of instrument was applied to each one of these groups, thus becoming a sort of "sample" for each country, as it is described below:

Population	Instrument	Costa Rica	El Salvador	Guatemala	Honduras	Nicaragua	Dominican Republic	Panama
Child-domestic workers currently benefited by the program	Focus group guide for child beneficiaries	Na	Na	1 focus group 8 participants	Insufficient number of subjects for focus group	2 focus groups 16 participants 9 participants	1 focus group 15 participants	1 focus group 6 participants
Parents benefited by the program	Focus group guide for benefited parents –only Nicaragua, Honduras, Panama, and Dominican Republic	Na	Na	Na	1 focus group 8 participants	1 focus group 7 participants	1 focus group 8 participants	1 focus group 12 participants
Teachers, community leaders, and other community members	(Focus group guide –only in Nicaragua and Honduras)	Na	Na	Na	1	2 focus groups 8 participants 8 participants	Na	1 focus group 25 participants
Members of national and sub-regional program staff	(Interview about project's management for members of IPEC)	4	2	2	2	2	2	1
Members of the board of	(Interview on project's	3	Na	1	1	5	4	4

the implementing agencies of the action programs	management for implementing agencies and about the characteristics of the products generated by the project)							
Representatives of public and private institutions and trade unions that coordinate joint actions with the program (including some mini-programs)	Interview for partner institutions of the project	8	Na	2	6	2	5	7 plus 25 representatives of the Veraguas, La Mesa and Cañazas Committees and 8 local journalists
Representatives of institutions working on related issues but that do not coordinate actions directly with the program	Interview for non-partners institutions	Na	Na	4	2	2	1	5

1.4 Evaluation Chronogram

October 11 – 15	Documentary analysis and preliminary work
October 17 – 19	Evaluation visit to Nicaragua
October 20	Evaluation visit to Costa Rica – Sub Regional
October 21 – 24	Evaluation visit to Honduras and Dominican Republic
October 24 – 27	Evaluation visit to Guatemala and Panama
October 28 and 30	Evaluation activities on Costa Rica's project
October 29, 30 and 31	Organization of information and preliminary conclusions / preparation to present of workshop to stakeholders
November 1 st	Workshop of preliminary restitution of information stakeholders
November 4 – 11	Preparation of evaluation report draft
First week of December	Delivery of final report

ANNEX 2: Project expenditures by component, country and year²⁷**First Phase**

Gasto por Componente/ año y país - 1ra Fase (U\$)	2001	2002	2003	2004	Total por componente
1. Personal	16,401.00	36,491.00	44,885.00	-	97,777.00
Subregional	16,401.00	14,026.00	96.00	-	30,523.00
Apoyo y seguimiento Sede /HQ	-	-	36,704.00	-	36,704.00
Costa Rica	-	5,400.00	8,085.00	-	13,485.00
Guatemala	-	9,535.00	-	-	9,535.00
Nicaragua	-	7,530.00	-	-	7,530.00
Panamá	-	-	-	-	-
Dominicana	-	-	-	-	-
Honduras	-	-	-	-	-
El Salvador	-	-	-	-	-
2. Administración	15,243.00	36,970.00	26,685.00	8,634.00	87,532.00
Subregional	10,411.00	15,000.00	11,765.00	-	37,176.00
Costa Rica	-	5,977.00	1,500.00	6,000.00	13,477.00
Guatemala	-	7,300.00	3,400.00	634.00	11,334.00
Nicaragua	-	5,385.00	3,510.00	-	8,895.00
Panamá	-	-	3,010.00	1,000.00	4,010.00
Dominicana	-	-	-	500.00	500.00
Honduras	-	-	1,730.00	500.00	2,230.00
El Salvador	-	-	-	-	-
Misiones Sede	4,832.00	3,308.00	1,770.00	-	9,910.00
3. Estudios	132,932.00	179,499.00	7,725.00	-	320,156.00
Subregional	27,932.00	10,880.00	2,725.00	-	41,537.00
Costa Rica	17,500.00	28,095.00	1,000.00	-	46,595.00
Guatemala	17,500.00	28,095.00	-	-	45,595.00
Nicaragua	17,500.00	28,095.00	2,000.00	-	47,595.00
Panamá	17,500.00	28,095.00	-	-	45,595.00
Dominicana	17,500.00	28,024.00	-	-	45,524.00
Honduras	17,500.00	28,215.00	2,000.00	-	47,715.00
El Salvador	-	-	-	-	-
4. Sensibilización	4,480.00	70,270.00	105,689.00	13,445.00	193,884.00
Subregional	4,480.00	21,000.00	11,000.00	1,200.00	37,680.00
Costa Rica	-	10,186.00	14,765.00	6,079.00	31,030.00
Guatemala	-	11,108.00	6,748.00	-	17,856.00
Nicaragua	-	5,850.00	15,975.00	836.00	22,661.00
Panamá	-	5,787.00	33,953.00	3,474.00	43,214.00
Dominicana	-	10,384.00	7,762.00	153.00	18,299.00
Honduras	-	5,955.00	15,486.00	1,703.00	23,144.00
El Salvador	-	-	-	-	-

²⁷ The financial information in this section is derived from ESTIMATED figures provided by the Sub-Regional Coordination of the Project, based on information from the financial system of ILO IPEC.

5. Redes	8,744.00	93,615.00	148,796.00	6,666.00	257,821.00
Subregional	-	36,919.00	42,912.00	-	79,831.00
Costa Rica	2,744.00	10,045.00	22,683.00	1,500.00	36,972.00
Guatemala	1,000.00	11,905.00	15,583.00	2,500.00	30,988.00
Nicaragua	2,000.00	10,310.00	15,833.00	-	28,143.00
Panamá	-	10,188.00	17,152.00	-	27,340.00
Dominicana	3,000.00	12,248.00	22,701.00	-	37,949.00
Honduras	-	2,000.00	11,349.00	2,666.00	16,015.00
El Salvador	-	-	583.00	-	583.00
6. Atención Directa	-	79,606.00	150,471.00	3,391.00	233,468.00
Subregional	-	-	-	-	-
Costa Rica	-	24,980.00	15,838.00	-	40,818.00
Guatemala	-	24,915.00	18,724.00	-	43,639.00
Nicaragua	-	9,441.00	36,896.00	-	46,337.00
Panamá	-	-	15,000.00	-	15,000.00
Dominicana	-	11,830.00	29,095.00	3,391.00	44,316.00
Honduras	-	8,440.00	20,953.00	-	29,393.00
El Salvador	-	-	13,965.00	-	13,965.00
7. Incremento de costos (5%) (*)	23,114.00	64,539.00	62,953.00	4,178.00	154,784.00
TOTAL	200,914.00	560,990.00	547,204.00	36,314.00	1,345,422.00

Note: Estimated Information prepared by the Sub-Regional Coordination of the Project in Nov. 2004
 (*) Listed as "Cost increase", but the amount corresponds to "Program Support"

Second Phase

Gasto por Componente/ año y país - 2da Fase (U\$)	2001	2002	2003	2004	Total por componente
1. Personal	35,500.00	101,954.00	130,921.00	16,110.00	284,485.00
Subregional (coordinación proyecto)	21,583.00	53,974.00	58,580.00	5,310.00	139,447.00
Oficial de comunicación IPEC	-	6,740.00	2,750.00	-	9,490.00
Asistente Administrativo	-	-	16,050.00	-	16,050.00
Costa Rica	3,117.00	8,575.00	16,774.00	4,800.00	33,266.00
Guatemala	-	12,750.00	6,600.00	-	19,350.00
Nicaragua	10,800.00	9,315.00	8,300.00	-	28,415.00
Panamá	-	5,000.00	11,300.00	6,000.00	22,300.00
Dominicana	-	2,100.00	2,437.00	-	4,537.00
Honduras	-	3,500.00	8,130.00	-	11,630.00
2. Administración	17,532.00	46,071.00	75,178.00	2,942.00	

					141,723.00
Subregional	11,939.00	21,070.00	21,185.00	2,942.00	57,136.00
Costa Rica	-	2,419.00	2,683.00	-	5,102.00
Guatemala	1,678.00	6,500.00	2,250.00	-	10,428.00
Nicaragua	1,915.00	8,000.00	3,350.00	-	13,265.00
Panamá	2,000.00	2,958.00	3,650.00	-	8,608.00
Dominicana	-	1,500.00	-	-	1,500.00
Honduras	-	3,624.00	3,060.00	-	6,684.00
Evaluación	-	-	39,000.00	-	39,000.00
3. Sensibilizacion	-	8,000.00	72,772.00	2,835.00	83,607.00
Subregional	-	1,000.00	46,495.00	835.00	48,330.00
Costa Rica	-	-	4,138.00	-	4,138.00
Guatemala	-	3,000.00	2,500.00	-	5,500.00
Nicaragua	-	3,000.00	1,500.00	1,000.00	5,500.00
Panamá	-	1,000.00	6,966.00	-	7,966.00
Dominicana	-	-	5,710.00	-	5,710.00
Honduras	-	-	5,463.00	1,000.00	6,463.00
4. Fortalecimiento institucional	299.00	8,500.00	44,030.00	2,000.00	54,829.00
Subregional	-	-	8,651.00	-	8,651.00
Costa Rica	-	1,000.00	6,000.00	1,000.00	8,000.00
Guatemala	-	-	7,661.00	-	7,661.00
Nicaragua	299.00	800.00	3,523.00	-	4,622.00
Panamá	-	2,500.00	8,200.00	1,000.00	11,700.00
Dominicana	-	2,200.00	1,080.00	-	3,280.00
Honduras	-	2,000.00	8,915.00	-	10,915.00
5. Legislacion	3,500.00	6,000.00	33,888.00	3,210.00	46,598.00
Subregional	-	-	2,000.00	-	2,000.00
Costa Rica	3,500.00	-	2,888.00	-	6,388.00
Guatemala	-	1,000.00	2,500.00	-	3,500.00
Nicaragua	-	2,000.00	6,000.00	1,000.00	9,000.00
Panamá	-	2,000.00	10,500.00	1,000.00	13,500.00
Dominicana	-	-	4,000.00	-	4,000.00

					4,000.00
Honduras	-	1,000.00	6,000.00	1,210.00	8,210.00
6. Atención Directa	-	56,793.00	308,299.00	35,025.00	400,117.00
Subregional	-	-	-	5,020.00	5,020.00
Costa Rica	-	-	11,905.00	12,778.00	24,683.00
Guatemala	-	19,875.00	66,385.00	4,540.00	90,800.00
Nicaragua	-	33,500.00	116,000.00	7,000.00	156,500.00
Panamá	-	2,418.00	50,500.00	2,500.00	55,418.00
Dominicana	-	1,000.00	55,509.00	3,187.00	59,696.00
Honduras	-	-	8,000.00	-	8,000.00
7. Incremento de costos (5%) (*)	7,388.00	29,551.00	86,461.00	8,078.00	131,478.00
TOTAL	64,219.00	256,869.00	751,549.00	70,200.00	1,142,837.00

Note: The resources from 2005 are under budget revision; and apart from workshops with CDW and their families they will be used to cover previous costs. They are not yet committed. Regarding "Atención Directa": U\$ 12,778 are not yet committed (however they will be used for activities with Visión Mundial in Costa Rica; the rest corresponds to payments to Action Programs. The U\$ 5,020 that are provisionally assigned under "Atención Directa" for 2005 at the Subregional level will in reality be used for the Dominican Republic.

(*) Listed as "Cost increase", but the amount corresponds to "Program Support" and it was used as such, to cover costs for support by Headquarters to the project

ANNEX 3: List of interviewees

Country	Name	Position	Institution
Panama	Dayra Dawson	CDL Consultant	IPEC-ILO
	Mayra Pérez	Director	CEPAS
	Dylcia Mite and 8 journalists partners of CEPAS in Veraguas	CDL Project Communications Clerk and y representatives of the press, radio, and University of Veraguas	CEPAS
	Bertha Vargas / Dumber Guerra	Executive Director / Manager	IDEMI
	Dennis Diamore / Yara Trujillo	Head of Child Labor Attention Department	Ministry of Labor
	Dr. Reynaldo Ruiz	Minister of Labor	Ministry of Labor
	Jaime López	Director of Inspections	Ministry of Labor
	Martha de Correa	Former advisor to the First Lady's Office and Executive Secretary of the National Commission for the Eradication of Child Labor	Executive Secretariat of the National Commission for the Eradication of Child Labor
		25 representatives	Provincial Committees of Veraguas and District Committees of La Mesa and Cañazas
	Zulema Fernández	Delegate for children and teenage matters	Ombudsman's office
	Jessica Dávalos / Ana Yesenia	President	National Female Lawyers' Union
	Dr. Mitilo Castillo	Ex Director of the Hospital of Cañazas and member of the District Committee of Cañazas - Veraguas	District committee de Cañazas
	Sor Lourdes	President	Network of Children's Institutions
	Carlos López	President	Indigenous People Network
Yadira Gonzáles	Representative of CITRACEM	CONATO	
Marco Castillo	President	Journalists' Association of Panama	
Raisa Ruiz	Program Officer	UNICEF	

Dominican Republic	Dabeida Agramonte	CDL Consultant	IPEC-ILO
	Octavio Rivera	Responsible before mass media	IPEC-ILO
	Raydiris Cruz	Director	Acción Callejera
	Magali Pineda / Alina Ramírez / Carmen Julia Gómez	Director / former official / research clerk	CIPAF
	Isabel Tejada / Héctor Hurtado / José de los Santos	Directive Committee	National Council for Trade Unions Unity
	Adalberto Grullón	Journalist	Teleantillas
	Helen Azoury	Former official of the Labor Secretariat previously in charge of the Child Labor Unit	Labor Secretariat
	Daniel Rondón	Under-secretary of Labor	Secretariat of Labor
	Darío García	Director	Indajoven
	Pedro Julio Zapata	Regional Under Secretary for Santiago de los Caballeros	Labor Secretariat
Nicaragua	Bertha Rosa Guerra	National Coordinator	IPEC-ILO
	Sonia Sevilla	CDL Consultant	IPEC-ILO
	Cándida Méndez / Carla Gonzáles / Amparo Benavides	President / CDL Project Coordinator / manager	Asociación Las Tías
	Adilia Amaya and team	Executive Director	INPRHU
	Dra. Lidia Midence	Executive Director	CNEPTI
	Lic. Carlos Emilio López	Special Attorney for Childhood and Adolescence	Prosecutor's Office for the Defense of Human Rights
	Daysi Sánchez and team	Director	Anieska
	Anjolie Zanabria	Program Official	UNICEF
Honduras	Paulino Isidoro	National Coordinator	IPEC-ILO
	Rosa Corea	CDL Consultant	IPEC-ILO
	Juan Carlos Castillo	Psychologist	Project Reyes Irene Valenzuela - Sociedad Amigos de los Niños
	Jessica Sánchez	External Consultant participant in the RAS	Freelancer
	Zoila Reyna Santos	Head Social Prevention Directorate – San Pedro de Sula	Labor Secretariat
Griselda Zelaya	Coordinator of the Child Labor Eradication Program	Labor Secretariat and Social Security	

	Daniel Osmán Rodríguez Imperial / Nelson Alexander Paz Rivera	Volunteers	National Youth Network of Santa Bárbara
	Angel Zelaya	Union member	Central Unitaria de Trabajadores
	Javier Zelaya	Coordinator of the Child Labor Program in Honduras and Guatemala	Save The Children Uk - Honduras
	Thelma Aguilar	Journalist and Communication Consultant	Asociación de Noticias por la Niñez y la Adolescencia
Guatemala	Miriam de Celada	National Coordinator	IPEC-ILO
	Virginia Elizondo	Technical-Administrative Assistant, IPEC-ILO Sub-Regional Office (temporarily in charge of supervising the CDL project in Guatemala)	IPEC-ILO
	Julián Oyales	Director	Asociación Proyecto Conrado de la Cruz
	Imelda Hernández	Director	ROSETCASA
	Hortensia del Cid	Representative ONAM	Ministry of Labor
	Lic. Lícida Lemus	Technical Representative at the Working Child Department	Ministry of Labor
	Francisca García	Head of the Legal Department	Workers' Union of Guatemala
	Patsy Vásquez	Journalist	CNN
	Jorge Orantes	Journalist	Univisión
Costa Rica CDL Project	Virginia Murillo	Director	Defensa de los Niños Internacional
	Sofía Trigueros	Director of Social Procurement	Municipality of Desamparados
	Cecilia Dobles	External consultant participant in the RAS at the Municipality of Desamparados	Freelancer
	Paula Antezana	External consultant in legal study	Freelancer
	Esmirna Sánchez	Head	Office of Attention and Evaluation of Child Labor and Protection for the Working Teenager - Ministry of Labor
	Jeremías Vargas	Vice-Minister	Ministry of Labor

	Dehuel Pérez	Child Labor Clerk	Visión Mundial Costa Rica
	Rosita Acosta	Representative Domestic Workers	ASTRADOMES / CONLACTRAHO
IPEC-ILO Sub-Regional Office in Costa Rica	Guillermo Dema	Sub-Regional Director	IPEC-ILO
	Rigoberto Astorga	Sub-Regional Coordinator of the CDL Project	IPEC-ILO
	Ingrid Dorado	Administrator	IPEC-ILO
	Mayte Puertes	Coordinator of Communications and SIRTI	IPEC-ILO
	Thais Aguilar	Sub-regional consultant for mass media strategies	SEM
	Montserrat Sagot / Rosa Cheng	Consultants: Study of Good Practices of the CDL Sub-Regional Project	University of Costa Rica