

INTERNATIONAL LABOUR ORGANIZATION  
REGIONAL OFFICE FOR LATIN AMERICA AND THE CARIBBEAN  
International Programme on the Elimination of Child Labour – IPEC

*IPEC Evaluation*

---

Results of the Mid-Period Evaluation  
Project on the Prevention and Eradication  
of Child Domestic Labour (CDL)  
and the Commercial Sexual Exploitation of Children (CSEC)  
in Chile, Colombia, Paraguay and Perú

RLA/04/P54/USA

---

Independent Evaluation carried out  
by

Rosario Bello, Ph.D  
(International Consultant – Responsible to the Team)

y  
Ana Badilla  
(International Consultant - Expert)

October 2006

---

## Index

Glossary of Acronyms.....	3
<b>Executive Summary</b> .....	<b>4</b>
<b>I INTRODUCTION</b>	
1.1 Background of the project.....	7
1.2 Methodology of the evaluation.....	13
<b>II TOPICS OF EVALUATION</b>	
2.1 Validity of the Design.....	15
2.2 Analysis of Execution and Efficiency.....	22
2.3 Analysis of Effectiveness and Quality.....	42
2.4 Sustainability.....	61
<b>III. GOOD PRACTICES</b> .....	<b>64</b>
<b>IV. CONCLUSIONS</b> .....	<b>66</b>
<b>V. RECOMMENDATIONS</b> .....	<b>71</b>
Annex 1: Information about indicators, collection techniques, sources and instruments, proof and schedule of the evaluation	
Annex 2: List of key informants of the evaluation	
Annex 3: Coverage data for Logical Framework Matrix indicators	
Annex 4: Project & AP Tables	

## Glossary of Acronyms

AFEET	<i>Asociación de empleadores de empresas turísticas</i> -Association of Employers of Tourism Businesses
ACJ	<i>Asociación Cristiana de Jóvenes</i> -Christian Association of Young People
AP	Action Programme
APAMAP	<i>Asociación de Padres y Amigos de Minusválidos del Alto Paraná</i> -Parents and Friends of the Disabled Association of Alto Paraná
BGA	Boys, Girls and Adolescents
CBC	<i>Centro Bartolomé de las Casas</i> -Bartolomé de las Casas Centre
CDE	Ciudad del Este
CDL	Child Domestic Labour
CEAPRA	<i>Centro de Atención y Prevención a NNA en Situación de Explotación Sexual Comercial</i> -Centre for the Care and Prevention of BGA in Situations of Commercial Sexual Exploitation
CGT	<i>Confederación General del Trabajo, Colombia</i> -General Workers Confederation, Colombia
CIDSEP	<i>Centro Interdisciplinario de Derecho Social y Economía Política</i> -Interdisciplinary Centre for the Rights of the Boy, Girl and Adolescent
CODENI	<i>Consejería Municipal por los Derechos del Niño, Niña y Adolescente</i> -Municipal Council for the Rights of the Boy, Girl and Adolescent
CODENI	<i>Comisión para la Defensa de los Niños, Cusco</i> -Commission on the Defence of Children, Cusco
CONAETI	<i>Comisión Nacional de Erradicación del Trabajo Infantil</i> -National Commission for the Eradication of Child Labour
CORITO	<i>Coordinadora Regional sobre Derechos de la Infancia, Arequipa</i> -Regional Coordinator for the Rights of the Child, Arequipa
CSE(C)	Commercial Sexual Exploitation (of Children)
CTA	Chief Technical Advisor
CUT	<i>Central Unitaria de Trabajadores, Colombia</i> -Central Union of Workers, Colombia
DABS	<i>Departamento Administrativo de Bienestar Social, Colombia</i> -Administrative Department of Social Wellbeing, Colombia
DEMUNAs	<i>Defensoría Municipal de la Niñez y Adolescencia (Perú)</i> -Municipal Ombudsman for Childhood and Adolescence (Peru)
FRB	Fundación Restrepo Barco, Colombia -Restrepo Barco Foundation, Colombia
GLOBAL INFANCIA	Organization for the Human Rights of Childhood and Adolescence, Paraguay
GO	Government Organization
IDB	Interamerican Development Bank
ICBF	<i>Instituto Colombiano de Bienestar Familiar</i> -Colombian Institute of Family Wellbeing
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
INABIF	<i>Instituto Nacional de Bienestar familia, Perú</i> -National Institute of Family Wellbeing, Peru

---

LUNA NUEVA	NGO dedicated to children in Paraguay
MEC	<i>Ministerio de Educación y Cultura, Paraguay</i> -Ministry of Education and Culture, Paraguay
MERCOSUR	<i>Mercado Común del Sur</i> ~The Southern Common Market
MIMDES	<i>Ministerio de la Mujer y Desarrollo Social, Perú</i> -Ministry of the Woman and Social Development, Peru
MINEDUC	<i>Ministerio de Educación, Chile</i> -Ministry of Education, Chile
MPDL	<i>Movimiento por la paz, el desarme y la libertad</i> -Movement for Peace, Disarmament and Freedom
NGO	Non-Government Organization
OPD	<i>Oficina de Protección de Derechos en Chile</i> -Office of Rights Protection in Chile
OPCION	NGO dedicated to children in Chile
PAICABI	NGO Dedicated to Children in Chile
RAICES	NGO Dedicated to Children in Chile
RAS	Rapid Assessment Survey
RED PRODENA	<i>Red de Protección y Defensa de los Derechos de la Niñez</i> -Network of Protection and Defence of Children's Rights
SBS	<i>Secretaría Bienestar Social, Colombia</i> -Secretariat for Social Wellbeing, Colombia
SENAME	<i>Servicio Nacional de Menores, Chile</i> -National Children's Service, Chile
SENATUR	<i>Secretaría Nacional de Turismo, Paraguay</i> -National Secretariat for Tourism
SENCE	<i>Servicio Nacional de Capacitación y Empleo, Chile</i> -National Training and Employment Service, Chile
SNNA	<i>Secretaría Nacional de la Niñez y la Adolescencia</i> -National Secretariat for Childhood and Adolescence
STEIBI	<i>Sindicato de los Trabajadores de la Empresa Binacional ITAIPU</i> -Binational Union of Workers in Businesses
UNICEF	United Nations Children's Fund
UNPD	United Nations Development Programme
USAID	International Development Agency of the Government of the United States of North America
USDOL	Department of Labour of the Government of the United States of North America
UDH	<i>Unidad de Derechos Humanos</i> -Human Rights Unit
VIF	<i>Violencia Intrafamiliar</i> -Intrafamilial Violence

## EXECUTIVE SUMMARY

This document is a mid-term evaluation of the Project, “Prevention and eradication of domestic child labour and the commercial sexual exploitation of children in Chile, Colombia, Paraguay and Peru” (RLA/04/P54/USA), in the period 2004-2006. The project is executed by the International Labour Office through its International Programme for the Elimination of Child Labour, with financing from the United States Department of Labour, USDOL, (US\$ 5.5 million) and partner contributions (US\$7,4 million). The Project began at the end of 2004 and is anticipated to run until December of 2007.

The evaluation looks at the results or effects of the project, centred on the measurement and analysis of the performance of the project. This is defined as the progress towards the achievement of results in terms of design (validity and relevance), effectiveness and quality, execution and efficiency, and the sustainability of the implemented actions. It responds to the following objectives: a) to analyze progress and obstacles in the implementation of the activities and the partial achievement of the objectives; b) to verify the capacity of the project to deliver to the needs of the population; c) to learn lessons to establish recommendations with respect to the strategies and methodologies; d) to feedback about the processes and achievements to partners; and e) to adjust the monitoring system;

The objective of the project development is “to contribute to the prevention and eradication of the child domestic labour (CDL) and the commercial sexual exploitation of children (CSEC)”. The CDL element will operate in Colombia, Paraguay and Peru, and the CSEC element in Chile, Colombia, Paraguay and Peru. Their immediate objectives are the following: a) make comparable and quality information with respect to the characteristics and the magnitude of CDL and CSEC in selected countries available and in use by key actors; b) create a legal, institutional and cultural framework well to the start up of effective action against CDL in Colombia, Paraguay and Peru; c) develop effective pilot models for the prevention and withdrawal of boys and girls from CDL; d) create a legal, institutional and cultural framework for the start up of effective action against CSEC in Chile, Colombia, Paraguay and Peru; e) develop effective pilot models for the prevention and withdrawal of boys and girls from CSEC.

As a general conclusion of the evaluation, it is possible to affirm that the project has managed to develop the best part of the studies and the proposals for the harmonization of the legal frameworks in all the countries, as well as establishing the necessary collaborations with the public and private institutions for the development of training activities, prevention and sensitization campaigns.

There are also promising advancements towards achieving the general objective of the project, with greater levels of achievement in Colombia and Chile than in Paraguay and Peru. There is a greater degree of application (of experience, knowledge, results and management capacities) in the CSEC area than in CDL. The project has contributed to the development of a model of intervention for the eradication of the worst forms, in some countries, that has an excellent potential impact if it manages to capitalize on the anticipated intersectoral policy of support. In some countries, potential redesign processes have been detected for the integration of sectoral public policies based on the eradication of the worst forms of child labour (particularly in the cases of Colombia and Chile).

The strengths and advancements shown to date are the following: a) The elaborated proposals have the potential to contribute to establishing a legal and institutional context that facilitates effective actions against CSEC and CDL, especially in the case of CSEC, thanks to the opening up, in some countries, of the discussion on trafficking; b) The progressive increase in the number of institutions that implement good practices related to CSEC and CDL, sustained in general in the Plans of Action for Childhood and Adolescence; c) The research studies deliver outstanding elements to feed the intervention models and the policies on Childhood; d) The generation and strengthening of the capacities of key actors such as the police, educators and, in some cases, the judicial powers has been achieved; In the case of the educators, the Scream methodology constitutes an outstanding instrument in the generation of prevention capacities and an educational complement for them; e) The sensitization campaigns have managed to connect together the subjects of CDL and CSEC within the framework of the Worst Forms in a forceful and suitable way, in addition to the development of a multifaceted strategy, that seems to be more effective, f) The development of a proposal of active participation on the part of Boys, Girls and Adolescents (BGA) in the configuration of their

rehabilitation process and exercise of social control over decision taking on public policies, in some countries; g) The development of effective models, especially against CSEC in Colombia and Chile on the part of the private sector (NGOs partners); h) The project database is a tool with the potential to produce excellent information to support decision making; i) The registry system of the WFCL consolidates a good model for the standardization of processes and consensuses for the production of valid information with great potential for the development of prevention actions.

The main weaknesses of the project, documented extensively in the evaluation topics, and taken into the recommendations, are the following:

**At management level**, the project appears more like the sum of four national projects than a regional initiative. So far, regional integration has only been obtained in the case of the production of studies. This weakness is related to the difficulties of the project in positioning a strategy of a regional nature. In spite of the efforts made in this sense, within each country, the project does not manage to generate the necessary synergies in the matters of CDL and CSEC.

**Efficiency:** Even though the costs of administration of the programme are elevated in comparison with other similar programmes, the results of this evaluation indicate that the present scale of the project<sup>1</sup> exceeds the personnel endowment and ILO-IPEC human resource capacities available. This affects the time allocated to technical assistance and the exchange of experiences between the teams in the territory.

**Measurement system:** The definition of what is understood by withdrawal is expressed in the agreements between ILO-IPEC and USDOL who establish that withdrawal “refers to those boys and girls that having being found in child labour, no longer work in such unacceptable occupations as a result of the education services and/or the opportunities for training or other services of the project..” (see quote below, definitions<sup>2</sup>). From this point of view the project’s measurement system uses this definition to measure it.

In the system, the definitions for withdrawal and the criteria for “achievement” are translated in specific formulas in the TPR that automatically “declares” the status of the beneficiaries in such a situation according to a sustained level of education services and other variables. This is in agreement with the definitions of the USDOL and ILO-IPEC agreement. **On this subject there has never been doubt.** And in this context while the departure criteria continues to link the fulfilment of educational and technical processes with the completion of labour training processes and - in some cases the modification of family problems - then it will be possible to speak of “withdrawal by educational services or others”, but not necessarily of ending or eradicating the exploitative activity, this is the coherence which the “definition” raises.

In the opinion of the evaluators, the weakness in the measurement of withdrawal lies centrally in the fact that the evaluative process does not measure the effectiveness of the strategies that are used; and that the probability (statistical) of reaching the objective and of it being sustainable has not been considered. This subject certainly transcends the responsibility of this project and its team. But we consider that this reflection would have to form part of the countries’ discussion on the development of a regional strategy on the eradication of CSEC and CDL.

The results of **the activities of transferring capacities** to workers indicate advances in the case of tourism operators and teachers. Nevertheless, justice operators remain isolated in as much as the activities are not conceived in a permanent and systematic programme. For example, a poor knowledge of the laws that regulate rights linked to childhood and adolescence in both subjects persists in the justice operators (public prosecutors, judges). This

<sup>1</sup> The current “size” concept of the Project ayudes to the scale and extensión in terms of the demand for unanticipated activities.

<sup>2</sup> Withdrawn Children: this refers to those children who were found to be working in child labour (i.e, work that should not be allowed for children) and no longer work in such unacceptable work as a result of educational services and/or training opportunities or other non-educational related services provided by the project. This category includes children completely withdrawn from child labour, as identified by ILO conventions Nos 138 and 182. It also includes those children that were engaged in hazardous work or work that impedes their education.....For children not involved in an “unconditional worst form of child labour”, hazardous work conditions may be improved so as to make the work conditions acceptable for children who have reached the legal minimum working age.

---

translates into insufficient levels of effectiveness in the justice administration, prosecuting actions and ultimately in a rare penalization of exploiters.

The progress in terms of **CDL withdrawal** is deficient and some confusion exists over the concepts and the solutions proposed in the model. The strategies of some institutions with child populations working under the legal age (see definition 2) seem to support the permanence of BGA within their jobs and they limit the improvement of the boys and girls' working conditions, or the "relocation to foster homes" (Paraguay and Peru). To make matters worse, the lack of certain services specialized in key aspects of the problem (reference or welcome centres) directly threatens the possibilities of bringing the CDL of BGA under the legal age to an end because "in many cases there is nowhere for the BGA to go".

With respect to the **intervention in CSEC**, the goal of withdrawal of BGA from CSEC has been partially reached. The majority of the BGA are reported as "in the process of withdrawal". The reasons for this are that: i) the established time limits for the achievement of the objective of CSEC withdrawal appear too short in all the countries, ii) the investment per BGA appears undersized – nevertheless- this could be due to the notable gaps in terms of the service coverage that is required to be available and operational (health, vocational training, systematic programs for the reintegration of the victims, etc.) to ensure the achievement of the objective.

Finally, structural weaknesses in all the countries exist, which diminish the effectiveness of components 2 to 5. These weaknesses reveal coordination problems in public policies between the different local levels and the national level and of collaboration problems in intersectoral programmes at the local level, particularly the generation of local-institutional-frameworks that promote coordinated actions and the provision of health and education services of appropriate and opportune employment in line with the requirements of the programmes against CSEC and CDL. Given this scenario, the project must examine the type of activities developed in order to diminish the threat that these risks pose.

The recommendations that are formulated relate to the subjects mentioned earlier, several good practices are systematized that potentially would be useful and replicable in other IPEC-ILO projects in the field.

## 1. INTRODUCTION

### 1.1 Background of the project

#### 1.1.1 The problem

The project, "Prevention and eradication of child domestic labour and commercial sexual exploitation of children in Chile, Colombia, Paraguay and Peru" is part of the ILO-IPEC efforts to target the progressive elimination of child labour, giving priority to the urgent elimination of its worst forms. Financed by the Department of Labour of the United States (USDOL), the Project began at the end of 2004 and is expected to last until December of 2007.

The problem outlined by the project is of great importance as it falls within the worst forms of child labour<sup>3</sup> in the Cono Sur: "the use, recruitment or supply of children for prostitution, the production of pornography or performance of pornographic acts; the sale and trafficking of girls and boys; and the forced or obligatory work, that by its nature or the conditions in which it is carried out, damages the health, safety or morals of the boys, girls and adolescents, (BGA)".

Child Domestic Labour (CDL) in other people's homes<sup>4</sup> occupies an important proportion of girls and adolescents that originate in general from poor farming families. They become involved in work from a very early age, excluding the majority of them from education and the protection of their rights.

The magnitude of CDL is difficult to record and estimate given the illegal status of the children (the age varies according to country) and their "hidden" nature. The estimations of ILO-IPEC (2004)<sup>5</sup> indicate that in Peru 110 thousand girls and boys between 6 and 17 years of age are domestic labourers, of whom 79% are girls, whereas in Paraguay it is estimated that there are more than 40 thousand, of whom 77% are girls. In Colombia it is estimated that 64 thousand boys and girls between the age of 5 and 17 are dedicated to domestic work, living in the homes of other people and more than 750 thousand carry out some kind of domestic tasks in the home for 15 hours or more per week.

The causes of child domestic labour are diverse, although a direct relation with poverty has been observed, which has led to the legitimization of the incorporation of boys, girls and adolescents (BGA) from a very young age into domestic labour in other people's homes. On this matter, the ILO-IPEC study (2004)<sup>6</sup> establishes that in Colombia: "the CDL for extremely poor families constitutes an easy opportunity to obtain resources, and socially it is not perceived as problematic work".

The study that *"an important percentage of the CDL interviewed come from single parent households, because one of the parents died or because the family, for different reasons, is separated"*. These data are confirmed by the interviews conducted with BGA working as servants, who indicate that *"the determining factors for leaving home had to do with poverty but also with a situation of domestic violence in the family, the impossibility of support for the children and the absence of the biological father"*. The study in Peru confirmed the *"young age of girls who come from*

<sup>3</sup> The concept of worst forms of child labour includes: a) all forms of slavery and all practises similar to slavery, such as the sale and trafficking of children, debt bondage and servitude, such as forced or obligatory labour, including the forced or obligatory recruitment of children to be used in armed conflict; b) the utilization, the recruitment or the offering of girls for prostitution, the production of pornography or performing pornographic acts; c) the utilization, recruitment or the offering of children for engagement in illicit activities, in particular the production and trafficking of drugs, such as those defined in the relevant international treaties, and d) any work which, by its nature or by the conditions in which it is carried out, is probable to cause damage to the health, safety or morals of children, that must be determined by the national legislation or competent authority. (Convention 182)

<sup>4</sup> The child domestic labour in other people's homes, is included alongside activities that imply the participation of girls, boys and adolescents below the age of 18, in domestic activities under any type of contract or form of compensation in other people's homes, strangers or other similar cases, with whom the girl, boy or adolescent does not have a direct relationship, that impedes the access, performance or attendance at school, and that is carried out in conditions that affect the psychological, physical, moral or social development of girls, boys and adolescents. "Profile of child domestic labour in Brazil, Colombia, Paraguay and Peru". Material de Trabajo 2, Vol. 1, ILO-IPEC 2004.

<sup>5</sup> PRODOC. 2004. Prevention and elimination of child domestic labour (CDL) and commercial sexual exploitation of children (CSEC) in Chile, Colombia, Paraguay and Peru

<sup>6</sup> "Profile of child domestic labour in Brazil, Colombia, Paraguay and Peru". Material de Trabajo 4, Vol. 1, OIT-IPEC 2004

*Andean rural communities to work and live in a domestic space where everything is controlled by the employers, they lose their freedom and even their identity as they are exposed to all sorts of mistreatment.”*

The reality of child domestic labour, unlike other types of child labour, is evident in the diverse discriminative relationships (of gender, social position and age) that constitute the basis upon which this type of “service” is perpetuated. Discriminative relationships that, in addition, have very deep cultural roots in this region, that have granted the practice a historical legitimacy and to a great extent have made it invisible.

The boys and girls in this type of work constitute one of the most difficult-to-protect populations, since they do the work in particular houses and their labour is generally not considered “work” but an extension of the obligations that they have in their own homes, for this reason they are usually identified as house-girls, maids or servants; terms used in order to not recognize the tasks that they carry out and to justify the exploitative conditions. This means that the BGA that participate in this practice are often considered invisible as a result of their dispersed, hidden, ignored nature and the fact that their tasks are not identified as “work”.

The situation of adolescents is no less risky, domestic labour is generally one of the least regulated and the most poorly paid, in general there are no specific legal mechanisms for the control, regulation or protection of BGA affected by the phenomenon<sup>7</sup>. They work in the same “hidden” fashion in the houses of their employers, in most cases without their activities being controlled and without their rights being guaranteed.

Unlike other forms of child labour, the domestic labour that BGA carry out in other people’s homes, is not only characterized by its “invisibility<sup>8</sup>”, but it is also one of the most discredited and socially stigmatized occupations. A perception that is also held by the BGA themselves, this work is considered a humiliating, discriminatory and risky work by its hidden nature.

Recent studies have identified eight potential types of risk in domestic labour: long working hours, physically arduous work, physical or emotional abuse, sexual abuse, substandard living conditions, low wages or payment in kind, lack of educational opportunities and lack of emotional and social development. In the same way, research carried out in different countries around the world indicates that to ignore the generic asymmetries in relation to child domestic labour is to ignore the girls affected and to reinforce the invisibility and the devaluation of their work.

From the point of view of the solutions presented by the action programmes, the “withdrawal” from child domestic represents an important challenge. There are several elements to consider:

- a) The departure from the family of origin has a negative influence on the construction of the identity of the girls, boys and adolescents as people, breaking or weakening their family bonds, many BGA do not remember where their families live or who they are;
- b) On top of this, the difficulty of adapting to a new “home” is added, and the tension of “not being an equal member” of the employing family, in spite of calling the employer “godmother” or “aunt”;
- c) On the other hand, the activities that the BGA carry out are not only played down, but they are often not even recognized as work, which makes them totally dependent on the will of the people with whom they live and makes them vulnerable to situations that violate their rights.
- d) In the families, the employers and the society in general, the belief persists that living with a better-off family can be a solution to a situation of poverty and vulnerability.

<sup>7</sup> “A girl without rights is hended. The laws on paid domestic work in Paraguay.” *“Se necesita muchacha sin... derechos. Las leyes sobre trabajo doméstico remunerado en Paraguay.”* (Pg55-169) In *Trabajo Doméstico Remunerado en Paraguay*. Verónica López, Lilian Soto y Hugo Valiente. ILO. 2005.

<sup>8</sup> It is “non-work” for various ideological-cultural and economic reasons: a) because it is perceived as a natural extension of the tasks of the house assigned to the women and in this sense is a natural role; b) because it is perceived as “help/support”, a repayment in exchange for a bed, shelter and food; c) because the work is not considered productive or comparable to other labour activities, from an economic perspective.

The commercial sexual exploitation of boys, girls and adolescents (CSEC) is not a new phenomenon, nor exclusively associated to low-income countries. Nevertheless, it has only recently been conceptualized as an issue of rights violation and registered as such. The scarce research into the subject captures the invisibility that it has had in social terms<sup>9</sup>. In fact, in Latin America and the Caribbean its magnitude can only be estimated. Figures from ILO-IPEC calculate that in the region, 17.4 million BGA between 5-14 years work. Of these, according to UNICEF estimations, a proportion close to 12% (approximately two million), the majority of whom are young and adolescent women, are BGA in commercial sexual exploitation.

Studies, experiences and international agreements concur on the multi-causal nature of the commercial sexual exploitation of children and adolescents, as well as the complexity that the problem presents for the development of successful intervention strategies. In fact, CSEC includes<sup>10</sup> children from five years old to adolescents of seventeen; from those that engage in exploitative relationship as their mode of survival, to those that reject and do not recognize themselves as victims of this situation; adolescents of middle-class and girls and adolescents in situation of extreme poverty; from the sale and trafficking of children for sexual exploitation to sexual tourism, etc. This heterogeneity is a factor that adds to complexity of the planning and execution of intervention, prevention and protection programmes directed at the eradication of this form of exploitation.

There are a set of factors of vulnerability that exist, which predispose CSEC, despite the fact that the demographic, social, economic, ethnic and cultural characteristics vary according to the national and/or local context. None of these factors in isolation can explain the phenomenon, rather it is the set of variables that allows one to find the explanatory causes of this reality. CSEC is generated by the fusion of macro-social factors of ideological-cultural, psycho-social, emotional, socioeconomic and institutional-political natures:

a) *Factors of an ideological-cultural nature (gender and age)*. Age and sex are categories upon which domination and oppression can be built and legitimized. Other factors such as social class or ethnic group can be added to this category. On the one hand, it is the invisibility of childhood and adolescence as a social category, considered from the adult perspective as an object of exchange. On the other hand, although CSEC victims are BGA of both sexes, it overwhelmingly impacts the feminine sex, and the exploiters are mainly men. On these axes of oppression and subordination rests, amongst other manifestations of power, the commercial sexual exploitation of children. Characterized by a process of contravention of the people who compose the supply, on the one hand; and a naturalization process that expropriates the sexuality of women, girls and boys turning them into objects of discrimination, oppression and exclusion.

b) *Psycho-social and emotional factors in the family* (intrafamilial violence, incest, mistreatment and sexual abuse; and/or the existence of another member of the family involved in prostitution). The absence of family spaces of containment, affection and emotional development, as well as the lack of binding, stable family relationships and emotional influence affect the construction of a person, his/her self-esteem, his/her vital expectations and the way in which he/she can cope when faced with a situation of abuse of his/her rights, as in CSEC. Analyses on the profile of CSE of adolescents, carried out by New Moon indicate that: *“The family instability and conflicts are what these stories share, independent of having biological parents or not... Some of the adolescents were left by their mothers, never known by their parents, and servants for other members of the family or adoptive families in an ambiguous situation between daughter and servant. These stories of abandonment are the result of previous stories of violence and exploitation towards their mothers”*.

c) *Socioeconomic factors* (poverty, social exclusion and marginality such as elements of expulsion). In a context of social exclusion and economic inequality characterized by job insecurity and a systematic deprivation of rights (sanitary cover, education, decent living conditions, health and social security), the labour activity of the BGA constitutes a survival strategy, and the sexual exploitation is considered as a channel of high income generation. In agreement with the New Moon analysis, in many cases CSEC is a survival strategy *“naturalized by the adolescents, their own families and the community”*. Numerous studies indicate that if poverty is an important indicator of

<sup>9</sup> in this form of exploitation the age (children and young people), sex (principally women) and commercial sexuality are combined, in other words powerless social categories, with a stigmatized and socially criminalized behaviour: prostitution.

<sup>10</sup> Luna Nueva 2004: *“La explotación sexual comercial de niñas y adolescentes en Asunción y Ciudad del Este. Propuesta para la Intervención.”*

involvement in commercial sex, at the same time it constitutes the major obstacle for acting against it. Whilst it is agreed that there is a serious problem, there is no consensus on how the problem is to be solved<sup>11</sup>. The complex nature of both has implied a considerable debate with respect to the policies, strategies and instruments that must be tackled<sup>12</sup>.

d) The *political-institutional factors* are just as important as those above and in many ways they are closely related. The type of political, institutional and legal responses to the problem of CSEC constitutes a problem in itself. Firstly, in spite of ratifying the conventions<sup>13</sup>, the eradication of CSEC does not necessarily constitute a political priority. Even when it is established as policy, its effectiveness is doubtful vis à vis the amount of budget assigned to its execution and political will of realizing concrete and effective measures that can aspire to revert the conditions of vulnerability in which BGA find themselves, (for example the absence of targets related to its reduction). Secondly, one must consider the subject of the competence or training of human resources that work on the issue of CSEC. From the programmes and projects in this area, the victims are the objects of the study and intervention. Initially one investigates the causes of their plight, and then, through the victims, the solutions are sought through questions of the rehabilitation, social reintegration or re-education. The multi-causal nature of the phenomenon is not fully understood, this to say that CSEC is the result of a process of multiple exploitations and previous deprivations, that are produced by a social, economic, emotional and cultural system that is the basis of the generation of supply and demand. Thirdly, there is a problem with the non-existence of precise and reliable information on the problem, that is not only a product of the absence of suitable measurement methodologies, but of a lack for real control, i.e. the absence of effective policies. And fourthly, although of less significance, the rapid rotation of institutional personnel affects the stability of the efforts, particularly of the investment in the training of human resources.

### 1.1.2 General Outline of the Project

The project, "Prevention and eradication of the child domestic labour and the commercial sexual exploitation of children in Chile, Colombia, Paraguay and Peru" is executed by the International Labour Organization through its International Programme on the Elimination of Child Labour, with financing from the United States Department of Labour (USDOL). The total budget of the project is \$5.5 million US dollar.

The objective of the project is "to contribute to the prevention and eradication of Child Domestic Labour (CDL) and the Commercial Sexual Exploitation of Children (CSEC)" the CDL project is carried out in Colombia, Paraguay and Peru, and the CSEC project in Chile, Colombia, Paraguay and Peru.

The immediate objectives are as follows:

1. Comparable and quality information with respect to the characteristics and magnitude of CDL and CSEC in selected countries, made available and used by key actors.
2. A legal, institutional and cultural framework favourable to initiating effective action against CDL in Colombia, Paraguay and Peru.
3. Effective pilot models developed for the prevention and withdrawal of girls and boys from CDL.
4. A legal, institutional and cultural framework favourable to initiating effective action against CSEC in Chile, Colombia, Paraguay and Peru.

<sup>11</sup> White, B. 1994. "Children, Work and 'Child Labor': Changing Responses to the Employment of Children." *Development and Change* (25):949-978. Y Johnson, D. y V, J. Hill and E. Ivan-Smith. 1995. *Listening to Smaller Voices: Children in an Environment of Change*. ACTION AID. Chard.

<sup>12</sup> Dijk, Sylvia van. 1996. Children in Poverty. 29-33 in *Children and Development, Poverty and Development N° 13*. Ministry of Foreign Affairs, Netherlands. Y Wagenmans, W. 1996. *Exploitation of Children: child labour*. Pp. 46-49 in *Children and Development, Poverty and Development N° 13*. Ministry of Foreign Affairs, Netherlands.

<sup>13</sup> Argentina, Paraguay and Brazil have ratified ILO Conventions 182 and 138.

## 5. Effective pilot models developed for the prevention and withdrawal of girls and boys from CSEC.

For the achievement of the objectives, the project developed multiple activities in the different countries within the framework of the following components:

**Component 1: Generation of knowledge.** The following are products of the project: 1.1) Studies with respect to important subjects relative to CDL and CSEC about the demand for CSEC (profile of the clients and related cultural patrons) and a “map” (location) of the supply of CSEC in the important cities of each country; 1.2) Effective strategies and tools to fight CDL and CSEC made available for policy agents, government officials and those who work in areas identified.

**Component 2: Harmonization of legal frameworks, technical assistance and sensitization on CDL.** The following are products of the project: 2.1) A proposal to harmonize the national legislation relative to child domestic labourers with respect to the ILO Conventions, developed and discussed; 2.2) The key institutions and those charged with decision-making receive technical assistance and establish programmes and policies to combat CDL; 2.3) The key actors and the public opinion in general are sensitized in selected countries, as far as the magnitude, the characteristics, the risks and the dangers of CDL.

**Component 3: Effective models for the prevention and withdrawal of CDL.** The following are products of the project: 3.1) Models of Preventative Intervention implemented in 15 urban and rural communities with a high prevalence of CDL or those that are the source of a significant amount of girls and boys to carry out CDL in other places, with the objective of preventing at least 1,202 boys and girls from becoming involved in CDL; 3.2) Assistance provided to at least 1,105 boys and girls in their withdrawal from CDL and at least 713 minors over the legal minimum age with the purpose of protecting their rights (including the rights to an education);

**Component 4: Harmonization of legal frameworks, technical assistance and sensitization on CSEC.** The following are products of the project: 4.1) A proposal to harmonize the national legislation relating to CSEC with respect to the ILO Conventions; 4.2) The key institutions and those charged with decision making receive technical assistance and establish programmes and policies to combat CSEC; 4.3) The key actors and public opinion in general sensitized in Chile, Colombia, Paraguay and Peru about the real nature and the negative effects of CSEC. Those who show the least tolerance towards it and favour its eradication are targeted.

**Component 5: Effective pilot models developed for the prevention and withdrawal of girls and boys from CSEC.** The following are products of the project: 5.1 Preventative Intervention Models implemented in 20 urban communities where CSEC has been considered significant, ensuring that at least 1.718 boys and girls avoid becoming involved; 5.2) Provided assistance to at least 935 boys and girls in their withdrawal from CSE.

The dynamics of the implementation of the project and the results achieved in each immediate objective are analysed in the second section of this report.

### 1.1.3 Project Intervention Strategy (PRODOC pages 21-25; 32-46)

In order to be able to achieve the general objective “... to contribute to the prevention and eradication of child domestic labour and the commercial sexual exploitation of children” as well as to obtain the immediate objectives, the framework of the project is based on a broad approach made up of three different strategies, each with their respective components.

Given that the framework of the ILO policy, as is reflected in ILO Conventions N° 138 and 182, does not suggest the same interventions for CDL and CSEC, the implementation at country level will be based on two different, parallel strategies, one related to CDL and the other CSEC – although they will sometimes be superimposed upon one

another. In the same way, the use of two parallel strategies also takes into account the need to provide different types of intervention in response to the demand factors of CSE and CDL respectively, in particular given that CSE is a crime according to the national legislation in each and every one of the project countries.

CSE is one of the unconditional worst forms of child labour and any person below the age of 18 years identified in CSE must be withdrawn urgently. The complexity of having access to girls and boys in CSEC, due to its hidden nature, frequently makes it difficult to be able to withdraw the girls and boys quickly. The establishment of reference centres in certain zones, where it is known that girls and boys are engaged in CSEC, and through dialogue with the boys and girls in the reference centres the strategies for withdrawal can be developed.

In the ILO-IPEC policy framework, the application of a dual working strategy with child domestic is advised. The strategy is centred, *firstly*, on designing a intervention rapid response to withdraw BGA under 18 years from exploitative or dangerous CDL. Priority must be given to the girls and boys below the legal minimum age of admission to employment allowed by the national legislation. For adolescents who have reached this age, a second strategy can be to improve the working conditions instead of withdrawing them. This includes the development of protection measures around these adolescents so that their working conditions can be changed from dangerous to non-dangerous in a reasonably short period of time.

In order to achieve this the project tackles three spheres of intervention:

1. The first sphere is associated with the execution of a programme of cooperation that will be carried out at regional level, **to develop and to share knowledge and to strengthen the regional cooperation on the matter of CDL and CSEC**. For the implementation of component 1, it is proposed that the countries analyze and discuss the successful experiences of other countries, hence promoting an exchange of information and learning. In addition, one considers that the programme of cooperation is carried out through two types of activities: a) a shared research agenda with standardized instruments, and b) two regional forums with the objective of promoting an exchange of experiences and learning shared between key partners and actors from different countries, on the prevention of child labour and withdrawal initiatives for CSEC and CDL.

2. The second sphere of intervention **relative to child domestic labour**, CDL, proposes to promote a legal, institutional and cultural framework that allows action to be taken against CDL, as well as carrying out direct actions (preventative and withdrawal) for the benefit of the victims of child domestic labour. In its implementation, it is proposed that the project takes into account the achievements obtained in previous ILO projects in the Region, from which some models arise (such as the “reference centres” model to provide services to CDLs and their families or the use of school teachers as agents of prevention and detection).

The project strategy on CDL addresses subjects such as: a) changes in legislation, b) institutional strengthening, c) sensitization, prevention of CDL in high risk rural and urban communities, d) withdrawal of girls and boys under the legal minimum working age from domestic work and of all girls and boys below 18 years found in any dangerous conditions; e) Protection of the domestic adolescent labourer and promotion of decent working conditions. It is also proposed to monitor the situation of the boy and girl (and their families) direct beneficiaries of the project every three months, to keep track of their withdrawal from CDL or protection of their rights.

3. The third sphere of intervention tackles some of the main topics related **to the demand and supply of CSEC**, and is directed at promoting a legal, institutional and cultural framework favourable to taking action against CSEC, as well as developing direct actions (preventive and withdrawal) for the benefit of the victims of CSEC. In its execution, it is proposed that the achievements obtained in previous ILO projects related to CSE in the region are taken as reference, from which some successful models arise (such as “local committees against CSEC,” methodology of networks used in the Triple Border Project of Paraguay, Argentina and Brazil).

In the case of the demand for boys and girls in CSEC, the project intervenes with respect to changes in the law, the strengthening of the cooperation between law enforcement agencies, sensitization activities and prevention directed at groups of professionals whose attitude and behaviour can have a direct influence on the development of CSEC. On the other hand, and with respect to the supply of CSEC, the project is centred on addressing subjects related to the sensitization, prevention in communities of high risk and withdrawal of CSEC victims.

For the institutions that carry out the rehabilitation and withdrawal programmes (residential and non-residential types - including the reference centres), the provision of technical assistance, staff training and material support is programmed for the victims of CSEC in the selected communities. The monitoring of girls and boys withdrawn from the worst forms of child labour focuses on two primary targets: a) monitoring the progress of the individual development of the girls and boys withdrawn from CSE with the objective of assuring that the services that they receive contribute to the quick and safe rescue from danger and trauma originating from their time trapped in the WFCL; and b) to know, from an evaluation of the cost and global impact of the intervention, how many girls and boys, (according to age and gender), receive what type of service. From the point of view of the evaluation, the data gathered throughout the process and during a considerable period after the project activities are finalized, can also provide information about the impact that certain service packages have at project level.

## 1.2 Methodology of the evaluation

### 1.2.1 Type of evaluation

This is a mid-period evaluation of the Project, "Prevention and eradication of child domestic labour and commercial sexual exploitation of children in Chile, Colombia, Paraguay and Peru" in the period 2004-2006, that responds to the following objectives:

- To analyze progress and obstacles to the implementation of activities and the partial achievement of the objectives;
- To verify the capacity of the project to respond to the needs of the population;
- To learn lessons in order to establish recommendations with respect to the strategies and methodologies;
- To feedback to partners about the process and achievements;
- To adjust the monitoring system;
- To improve the mechanisms and procedures of management. (Improve Technical management mechanisms and procedures);

This is an evaluation of results or effects of the project centred on the measurement and analysis of the performance of the project, defined as the progress towards the achievement of results in the design dimensions (relevance or appropriateness), effectiveness and quality, execution and efficiency, and the sustainability of the implemented actions. It incorporates two cross focuses throughout the analysis, of gender and human rights.

The evaluation is centred on the global project, specifically on its capacity to contribute to the establishment of a legal, institutional and cultural context that allows effective actions against commercial sexual exploitation of girls, boys and adolescents and against child domestic labour.

In order to measure the progress of the project, this evaluation analyzes two spheres of management control:

- a) the products: this refers to the levels of production and provision of the goods and services produced or delivered by the project and corresponding to the first level of results;

- a) the intermediate results: this refers to the changes in behaviour, state, attitude or registration of the beneficiaries once they have received the goods or services of the project. These factors are important because they are expected to lead to final results and consequently to help influence the approach to improving them.

For this, qualitative and quantitative tools were used. The qualitative tools of the evaluation were used mainly to understand and to incorporate the vision of the beneficiaries into the evaluation, based on the fact that the same service can be valued in different ways depending on the perception of the beneficiaries. (Examples of qualitative tools used are focus groups, interviews with key informants, work meetings and document analysis). The evaluation of the quantitative aspects was related to performance indicators that measure the evolution of the levels of production and/or attributes or more relevant characteristics of the goods or services delivered by the project, as well as the technical quality of the goods and services. The information compiled through interviews, questionnaires or other instruments, is confidential and anonymous with the objective of protecting the identity of the informants and particularly the BGA interviewed.

Annex 1 of this report contains the details of the main indicators by type of analysis, a description of the collection techniques, sources of information and instruments used, samples by country and the schedule of the evaluation.

### 1.2.2 Types of Analysis

The evaluation of the performance, in addition to the mentioned spheres of control, is divided into 4 dimensions of the management of the project. The 4 dimensions were feasible and appropriate to measure: effectiveness and quality, validity of the design and relevance, execution and efficiency, and sustainability. Below, each one of these concepts is described:

#### *a) Validity and relevance of the design*

The evaluation of the design will be centred on the analysis of the logical ordering and consistency of the project, considering its objectives, components, activities and the assumptions under which it was executed. The initial justification of the programme is considered and how these elements of diagnosis have evolved. The evaluation considers the adaptation of the proposed solutions to the surroundings, the characteristics of the target population and the nature and magnitude of the problem or identified need. It also analyses the relationships between the different levels of objectives and the development of applicable goods and services, as well as the relationship between objectives, targets and indicators. The management of programme resources is also analysed, i.e. the capacity of the management to administer the budgetary resources appropriately and to attract resources from other sources. (The central questions of this dimension appear in Annex 1, Axes of the Analysis).

#### *b) Effectiveness and Quality*

This concept refers to the degree of fulfilment of the objectives raised, i.e. to evaluate to what extent the project as a whole fulfilled its objectives, coverage and anticipated effects. In this analysis, factors of success and bottlenecks found during the execution, such as non-anticipated effects, are identified. When appropriate, a quality analysis is also included<sup>14</sup> with regards to the services delivered and their attributes, such as: opportunity, accessibility and continuity in the delivery of the service, particularly for the objectives of sensitization, institutional strengthening and direct intervention. It will be complemented with a qualitative analysis of the degree of satisfaction of the beneficiaries and their perception of the benefits received on behalf of the project. (See Annex 1)

#### *c) Execution and Efficiency*

The evaluation of the "execution" refers centrally to management aspects. The evaluation of the management is an analysis of the main institutional aspects within which the project operates, and of the main processes, instruments and coordination that lay out the development of the project's activities and the fulfilment of its purpose. The following aspects are analyzed: the process of decision making in the project, its organizational structure, allocation of

<sup>14</sup> Quality is a specific dimension of the concept of efficiency that refers to the capacity to respond to the needs of the users and beneficiaries.

---

responsibilities, use of evaluation and monitoring mechanisms, selection criteria of the beneficiaries, the terms and the capacities generated at local institution level (see Annex 1).

***d) Sustainability***

This concept analyzes all those conditions that allow the project to achieve operational continuity. The institutional conditions and capacities that would allow the project to obtain continuity are analyzed: (i) organizational characteristics such as: engagement of the authorities, connecting together national and local support structures of the project, channels of inter-institutional coordination; (ii) existing capacities such as: professional capacities, human resources, availability of financing for an appropriate period; and (iii) valuations of external actors in the institution or programme, such as legitimacy of the beneficiaries and credibility on the part of political and social actors. (see Annex 1).

## II EVALUATION SUBJECTS

### 2.1 VALIDITY OF THE DESIGN

Summary: In general terms it is possible to establish that the project identifies the problem clearly, and the solutions that it poses are suitable and relevant. Nevertheless, the purpose of the project is based on assumptions that are not accurate<sup>15</sup>. The project design is threatened by the weakness of public institutional support, in the four countries, to comprehensively take on board the project proposals, something that will be analyzed in depth in the following chapters.

#### 2.1.1 Vertical logic

In general terms **the vertical logic** of the Logical Framework Matrix is considered valid. The activities designed by the project are necessary to produce the defined components, managing to establish a suitable cause-effect relationship, which at the same time allows the fulfilment of the principal objective: “to contribute to the eradication and prevention of child domestic labour and commercial sexual exploitation of children and adolescents”. In the design of each one of the components, the expected results are well established, as are the mechanisms through which they are expected to be achieved.

Nevertheless, the established time limits for the achievement of the objective of withdrawal from CSE and CDL appear undersized in all the countries. Although this subject is expressed adequately in the objective of the project: **“to contribute to the eradication of CSE and CDL”**. The programmed targets do not consider this “contribution” and rather they emphasize “withdrawal” in relatively brief terms. The objective ties the project to a long term goal, where “Tejiendo Redes” represents one of several projects needed to solve the problem of commercial sexual exploitation and child domestic labour in the four countries. In fact, the definitive solution (that is to say, its eradication) must be considered as a long term impact, which results from the holistic effort of several programmes in a country.

On the other hand, the project design responds to a sustained need and constitutes an integral and coherent response to the spaces identified<sup>16</sup>. The main strengths of the diagnosis are associated with a suitable characterization of the problem of BGA in CDL and CSE **which allows the design of a coherent, articulate and comprehensive model of intervention (direct intervention) for CDL and CSEC**. In this sense, the project constitutes a valid, relevant and replicable proposal to be incorporated or taken on by the public systems of the countries.

The design does not manage to provide similar technical support that justifies the integration of the associated problems of CSE and CDL into a single project. On the one hand, it is not sufficiently explained how both subjects will link up and on the other hand, the products and actions associated with the harmonization of judicial frameworks, training, sensitization, prevention and withdrawal are not developed in a unified way. This is evident in components 2 and 4 and components 3 and 5. In fact, although the design of the project incorporates both subjects, they are worked on separately because they demand different strategies of intervention, which actually means that in each country two Worst Forms projects are in action.

Maintaining the previous argument, we think that it is possible to work at the problems of CSE and CDL from the point of view of the Worst Forms of Child Labour, but only in the development of prevention and sensitization activities. As long as the problems of the more general picture of “Worst Forms” do not become blurred, as has occurred in prevention in some countries. What does *not seem appropriate* in targeting the two phenomenon on the same

<sup>15</sup> See following discussion in the following subsections.

<sup>16</sup> The absence of trustworthy information on the magnitude and size of the problem and distribution of the CDL and CSE population, the lack of coordination, definitions and standardized procedures between the institutions charged with applying the law, the cultural tolerance and the relative institutional capacity to tackle the problem in the different countries.

project is the linking of CSE and CDL as Worst Forms in legal terms and the implementation of associated models of intervention for withdrawal, this is for the following reasons:

Firstly, although both problems share similar risk-factors, such as the absence of protective elements in the families of origin, violence, the deficiency of economic and educational resources and cultural and social opportunities; certainly the legal nature of each one of them is different, as well as the strategies for their eradication or “withdrawal”.

CDL is included in the WFCL defined by ILO<sup>17</sup> Convention 182, ratified by all the countries including in this project. However, whilst it certainly theoretical and practically constitutes a prohibited activity, it is not legally sanctioned, so the hiring of an under-age person for CDL does not have legal implications, nor prosecution for the employer, unless there is evidence of abusive conduct or physical, sexual or other kind of mistreatment.

CSE, on the other hand, in spite of also being including in Convention 182 as one of the WFCL, in the strictest sense and from the conceptual perspective, does not constitute a form of work, but a form of exploitation and violation of human rights, prosecutable as a crime in three of the countries included in the project: Colombia, Peru and Paraguay, and sanctioned indirectly in Chile. This means that unlike the employers in CDL, the exploiters and pimps in CSE can indeed face penal sanction because the nature of the activity is considered criminal.

This implies that both the social and legal approaches are different for each problem. Furthermore, the strategic and methodological approaches are also different in both cases. As for prevention, given that common factors of risk exist, it is possible to combat both problems with the same preventive strategy, because it is directed at BGA in high-risk situations. This could be equally valid for any one of the WFCL.

Nevertheless, in terms of withdrawal, it is noted that the strategies are totally different. This is how the project design interprets the issue, when the models of intervention are proposed separately for both subjects (component 2 and 4, the development of legal frameworks and effective models in CDL and components 3 and 5, the development of legal frameworks and effective models in CSEC). In the design it is not sufficiently explicit how to link the two subjects and in practice, in each country the two interventions are seen to operate independently of each other.

With respect to “withdrawal”, the forms of approach, detection and diagnosis of the population in CDL and CSEC are totally different. In particular, the CSE withdrawal entails a legal dimension relating to the need for denunciation of the persons responsible for the exploitation. This generates the need to create protection mechanisms for BGA who are hence placed in situations of greater risk than was anticipated and catered for by the project, above all if the CSE is linked to trafficking and exploitation networks, there is also an implied risk for the organizations who are supporting the denunciation. Therefore, the withdrawal from CSE implies a legal strategy that has not been sufficiently tackled by the project.

On the other hand, the withdrawal from CDL and CSEC requires interventions made by specialized teams and with specific methodologies. So different are the capacities, knowledge and strategies required in both subjects, that in fact, ILO-IPEC has selected organizations with very different profiles to work one and the other. The capacities to address both subjects by direct intervention do not exist either. In fact, in the project countries, ***these subjects are only linked in the sensitization activities*** (that are executed mainly by other expert institutions in publicity and/or

---

<sup>17</sup> To the effect of the present Convention (182), the expression “the worst forms of child labour” Article 3: includes: a) all forms of slavery or practices similar to slavery, such as the sale and the trafficking of children, debt bondage and conditions of servitude and forced or obligatory work, including the forced or obligatory recruitment of children for use in armed conflicts; b) the use, recruitment or supply of children for prostitution, the production of pornography or pornographic performances; c) the use, recruitment or supply of children for carrying out illicit activities, in particular the production and trafficking of drugs, as defined in the relevant international treaties.) the work that, by its nature or the conditions in which it is carried out, is likely to damage the health, security or morals of the children.

Article 4: The types of work referred to in article 3, a) will have to be determined by the national legislation or the competent authority, previous consultation with the interested employers and workers organizations and taking into consideration the international norms in the matter, in particular paragraphs 3 and 4 of the Recommendation on the worst forms of child labour, 1999; b) The competent authority, previous consultation with the interested employers and workers organizations will have to find out where the determined types of work are practised in accordance with paragraph 1 of this article.

communication). In practice, the institutions that carry out direct actions in CDL and CSEC work in parallel, without coordinating actions nor supporting each other.

Technical support that justifies the integration of both subjects is only found in a single project at prevention level (one that is valid for all WFCL). Where possible, links were identified between CDL and CSEC according to risk factors, that as have already been indicated, are real, but do not have the sufficient strength to integrate the two subjects fully. Those links are such that they can also exist between the work of BGA in sales or mining, for example and CSEC.

Another weakness of the design relates to the activity of sensitization in matters relating to CSEC and CDL. The sensitization in the project design is conceived as a tool for raising awareness through standard messages with respect to the definitions of CSEC and CDL and the links between them both. Along these lines, the sensitization activities are well conceived in their nature (a differentiated strategy based on a multiplicity of public-objectives). Nevertheless, the teams do not manage in practice to consolidate the homogenous vision that is aimed for, particularly those that carry out the actions of prevention and withdrawal, creating a dichotomy between the dialogue of the campaigns and the intervention. We believe that the design does not specify nor develop the necessary unifying mechanisms to anticipate this result.

Furthermore, the design did not carry out an evaluation of the assumption that “the technical capacity (competence) was installed for intervention in CDL and CSEC”, and this constitutes an evident risk that affects the quality and magnitude of achieving the objectives of prevention and eradication. Although experience of intervention exists in all the countries, there also exists a solid knowledge base generated by the ILO, this does not guarantee *per se* a base of homogenous and unequivocal understanding, nor of standard procedures on the part of the teams that intervene in prevention and withdrawal. In fact, in some countries like Paraguay and Peru, the lack of sufficient institutions with experience in CSE or CDL in all the regions of the country where the project was intended to be implemented (not only in the capital), produced delays in the execution, because more time than anticipated was spent in the selection of organizations.

With this in mind, a training activity not identified in the design of this project exists and must be incorporated. This activity must be aimed specifically at unifying criteria, definitions and procedures of intervention in CSE and CDL. The proposed activity had to constitute a pre-requisite for the teams and institutions that would execute the trainings and the direct intervention into CSE and CDL. This subject will be returned to in the recommendations.

On the other hand, the **target population** of the project is well defined and the coverage targets seem suitably determined for the capacity of the partners and the institutional context of each country. The criteria for geographic focus of the CDL and CSE project are suitable and relevant in relation to the available resources and terms. There is a general weakness that exists in relation to the identification of the population in CDL given the activity's hidden character and the intervention with the male population in CSE. These weaknesses constitutes a threat to the coverage targets, which will be analysed in turn.

As for **the gender focus**, a suitable approach to the different needs of men and women exists, of the different manner in which men and women are affected by the forms and conditions in which CSE and CDL operate and of the elements that are necessary for the intervention models to work (for example differentiated needs, different valuation of autonomy and self-management, prevention when it is a woman or a man, etc.). The gender analysis brings together the subjects of rights and ethnicity well. A weakness in the design is that it assumes that the question of how to mainstream gender focus across both prevention and withdrawal proposals is clear, something which has been demonstrated not to be the case in all the countries, as will be indicated later.

In the **development of the components** it is considered that, in general, there is a correspondence between the objectives and their products, with the exception of objectives 3 and 5, which should specify and include additional activities for team-training in the APs to unify contents and procedures.

In component 1, the proposal to count on the available information used by key actors, responds to a real need of the teams in the countries. In the same way, the development of strategies and effective tools for the fight against CSE by

means of exchanging experiences, constantly updating databases and maintaining the Webpage constitute appropriate instruments. Nevertheless, the design does not contemplate the definition of more permanent channels of knowledge and experience exchange, particularly within countries. In terms of developing this project, this dispersion of activities would affect the development of a common and coherent strategy.

In component 2, the development of proposals to harmonize the legal frameworks with respect to the ILO Conventions is urgent. The technical support on CDL material proposed to the specific institutions is what is required to give coherence to the development of prevention programmes. The strategy of sensitization and diffusion in the design contributes to raising awareness of CDL as a real problem in the public eye and on the public agenda.

In component 3, the solution mechanisms defined to confront the problem, at the design level, aim to generate a model of integral intervention, nevertheless there is difficulty in generating systems of withdrawal and connecting mechanisms which are sustainable. Although the mandate for the elimination of CDL is defined clearly at the design level, it tends to prioritize - in practice – a focus on prevention in the actions of institutions, partly due to the absence of supply of complementary services. In the same way, the activities considered in the design are not sufficient to produce the desired effect with respect to CDL withdrawal and the terms considered for the withdrawal are insufficient.

In component 4, the development of proposals to harmonize the legal frameworks associated with CSEC holds special relevance since several countries are simultaneously discussing proposals on trafficking. As for the technical support on the matter of CSE to specific institutions, the design presents a coherent and integrating proposal that helps to reposition the subject of CSEC in the countries, reinforcing direct intervention work carried out in component 5.

In component 5, the model of intervention defined at the design stage is adequate as it includes all the necessary elements for the development of an integrated and effective strategy. However, the design is threatened by three central problems: firstly, it assumes a progressive increase in public investment and an effective collaboration; secondly, it does not estimate the terms and costs of the withdrawal of BGA in CSE adequately, as well as the institutional capacity to contain the demand generated by the sensitizations; and thirdly it does not propose a system of indicators that allow the verification of the achievement of objectives. With respect to the first point, despite the fact that there is a national policy and plans with respect to CSE, there is a weakness in local support, which is expressed in the absence of programmes or inter-sectoral initiatives that guarantee the treatment of problems associated with CSEC (mental and physical health, vocational training, work, education, etc.). With respect to the second point, the terms and average costs estimated for the withdrawal of BGA are insufficient and not very realistic vis a vis the complexity and the multifaceted nature of the CSE problem and the weakness of the support.

### 2.1.2 Horizontal Logic

The horizontal logic of the logical framework matrix is partially validated, since the indicators display deficiencies in measuring the performance and the existence of risks (already mentioned) that are critical for the achievement of the project objectives. These indicators require the implementation of the measures (or alternatives) suggested in the earlier analysis of the assumptions of the original design.

The project is using the indicators established in the Technical Progress Reports, these basically refer to the scope of coverage. In the opinion of the evaluators, **the matrix indicators** of the project's logical framework do not apply to other performance measurements<sup>18</sup> such as the product indicators and intermediate results, especially directed at measuring the effectiveness of the intervention model in prevention and withdrawal.

---

<sup>18</sup> Product indicators. This refers to the goods and/or services produced or delivered and stands as the first result of the project. The indicators of intermediate results show changes in the behaviour, state, attitude or registration of the beneficiaries once they have received the project's goods or services. The importance of these indicators is that they are expected to lead to final results and consequently, they constitute some kind of an estimate.

- 
- a) In the case of objective 1, the logical framework matrix in the design does not consider indicators that measure the relevance of the information registry and the usefulness of the database for the intervention process implemented by institutional partners. There are no indicators either, that measure the feasibility of developing a regional strategy or that measure the degree to which the project has consolidated the regional strategy or not.
  - b) In the case of objectives 2 and 4, with respect to the indicator, “Quantity and type of institutions in each country that carry out specific activities against CDL as a result of the influence of the project”. It is pertinent to ask what constitutes a specific activity? Perhaps one workshop per year? A systematic course? A public programme? The criteria and standards by which the achievements will be measured are not specified in the indicator, which implies that the information in this indicator is not comparable throughout the countries. This same is valid with respect to the amount of exploiters in CSE that are being prosecuted. This is an absolute indicator (N° of), therefore, what measurement can it be compared to in order to establish that the country has advanced? Although the indicator represents an advance with respect to the other measures, the relevance of including the statistic in absence of a base line must be questioned.
  - c) On the other hand, the direct effects of the sensitizations and/or trainings carried out are not measured, only the number of activities that are executed and the number of institutions covered. For example, the institutional weaknesses observed and reported by the majority of the people interviewed in each country to tackle the subjects of CDL and CSE is not documented, and it is difficult to establish (to estimate) its magnitude. Then, when it is considered that the planned goal has been achieved, it is worth asking what was really obtained? With respect to the indicator, “Percentage of project participants who now consider that CDL or CSEC as WFCL must be eradicated”, only Paraguay reports it.
  - d) With respect to the objectives 3 and 5, the indicators only measure the coverage of prevention and withdrawal by services (number of BGA). Measuring the quality of the process of prevention and/or withdrawal and sustainability at design level has not been considered.

As a more general conclusion, it is considered that in the absence of indicators that can measure the objective raised at the outset, it will be difficult to establish and to measure the real effect of the project at this level.

On the other hand, the project design counts on **means of verification** that serve as reference for the verification of their results, nevertheless it is necessary to develop other means that measure performance in the dimensions of quality, effectiveness, management and efficiency.

With respect to **the assumptions** established in the logical framework matrix, two problems are observed. Firstly, they are insufficient and, secondly, for those related to monitoring, there should be a more systematic analysis of the probability that the assumptions will occur. This is recommended with the objective of developing corrective measures where appropriate, or alternative measures in the case that the assumptions are correct. The non-identified assumptions are the following:

- a) That there is a technical capacity (competence) installed for the intervention in CDL and CSEC to develop and implement processes of prevention and withdrawal.
- b) That there is a supply of complementary, relevant and quality services, such as for example physical and mental health services for victims of CSE and “reference centres” for victims of CDL.
- c) That there is a supply of labour training bodies or curricular designs for adolescents withdrawn from CDL and CSE according to the occupational profiles that the labour market requires.

***Assumptions of the original design that are necessary to monitor:***

- e) The political will of the authorities to make the ratified conventions effective, assigning sufficient resources for it;

In another context, the design contemplates establishing control and monitoring mechanisms for the production of the components and activities, a function that corresponds to the National Programme Officer (NPO)<sup>19</sup> in each country or programme assistant. *This function is well specified*, corresponding the implementation of systematic monitoring and evaluation processes and the components and specific activities of the project. And it is **correctly dimensioned**: ILO-IPEC will carry out field missions, including the zones where the APs are executed, to monitor the implementation of the project. Regular follow-up meetings with all the executing agencies will be organized to analyze the advances, review the obstacles and define the corrective strategies. *This proposal is adequate*.

**Multiple ILO-IPEC projects** exist in Colombia alone, for the prevention and eradication of WFCL, in which strengths and weaknesses can be identified. As far as the funds, it can be affirmed that they are being used appropriately for the development of the project's specific activities. For example, in one AP on prevention from CDL, CSE and Armed Conflict (the ACJ programme in Bogotá and Medellín), the resources that each project contributes for the project development are clearly identified. It can be affirmed that in this case in particular, the strategy of coordination between the ILO-IPEC projects aimed at eradicating the WFCL as designed just right and resources have been put together for this, in addition to the fact that there has been mutual support between the coordinations and executing teams. Nevertheless, the approach towards the three subjects generates difficulties for the executing teams in direct intervention (APs) "Weaving Networks" (Tejiendo Redes), because the project on Armed Conflict has other terms of execution (ending earlier) and there is a directive to prioritize the activities of Armed Conflict in the coming months, which is generating pressures and delays for "Tejiendo Redes".

In relation to the advantages and disadvantages of a **regional project**, it must be stated that the purpose of the regional effort is to establish a joint vision of respect for the integration of the subjects raised at the design level, this constitutes an advantage for the delimitation of common procedures, standardization of criteria and production of consensuses. The purpose of a regional project is also to maximize the yield of the resources and to harness the value of products and the results of the project in general, by means of a strategy that allows the sharing of common actions in all countries, allowing all parties to take advantage of the strengths and specificities of each country, extending its effect towards the others.

On that matter, the original budget (PRODOC) states that "the strategy will be based on the following: a) the development of a shared research programme, based on the use of methodologies and instruments standardized in all the countries; and b) exchange of experiences between experts of the different countries, through their participation in forums related to the prevention of child labour and initiatives of withdrawal from CSEC and CDL." The design is insufficient because it only establishes activities and does not define an objective and results with respect to the development of a regional strategy. Until now, the project seems to be more like the sum of four parts than the expression of a regional initiative. This will be expanded upon later.

### 2.1.3 Analysis of the original budget currently in use.

Table N° 1 shows a comparison between the budgetary information provided by the original budget (PRODOC) and the budgetary data obtained for this evaluation. Even though the original design of the budget divides the amounts by components, for the purposes of this evaluation the categorization adopted by the ILO System (IRIS) divides the budgeted items in the PRODOC along budgetary lines (BPS/FISEXT). This technique is also approved by the donor.

In this case, the BPS/FISEXT reviewed and approved by the donor in May of 2006 is looked at. For this reason, and for greater clarity in analysis, it was decided to add together the amounts of components 2 and 4 and of components 3 and 5, in both cases. The comparison of the two budgets in table N°1, suggests that the greater difference is observed in the assigned amounts of components 2 and 4, with a decrease of 7.04% from the original proposal to the one currently approved. There are also differences in the amounts assigned to components 3 and 5 (4.3%) and to component 1 (3.7%), in both cases an increase is represented with respect to the amounts originally assigned in the PRODOC.

<sup>19</sup> The PRODOC indicates that "the National Programme Officer (NPO) will be named in each country, (with the exception of Chile, where this position will be covered by an Assistant of Program) which will be responsible for the coordination and the monitoring of the project."

Table 1:  
Comparison of Original Budget (PRODOC) and the one currently in use (\*)

Distribution of the original budget (PRODOC)			Distribution of the budget currently in use and spent between 2004 and 2006			Difference between the original and current budgets
ITEM	Distribution in (US\$)	% Of the Total	ITEM	Distribution in (US\$)	% Of the Total	%
Personal	1.316.046	23.93%	Personal	1.368.444	24.88%	0.95%
Administration (*)	275.128	5.00%	Administration (*)	285.080	5.18%	0.18%
Subtotal	1.591.174	28.93%	Subtotal	1.653.524	30.06%	
comp.1	180.200	3.28%	comp.1	381.366	6.93%	3.66%
comp. 2 y 4	1.094.324	19.90%	comp. 2 y 4	707.022	12.85%	(-7.04%)
Comp. 3 y 5	1.771.984	32.22%	comp. 3 y 5	2.006.120	36.47%	4.26%
Programme Support	602.898	10.96%	Programme Support	617.244	11.22%	0.87%
Rise in costs	259.420	4.72%	Rise in costs	134.724	2.45%	(-2.27%)
Total Original Budget	5.500.000	100%	Total Budget Currently in use	5.500.000	100%	

(\*) Includes US\$ 60,000 of intermediate and final evaluations  
(\*\*) Budget approved by the donor in the budgetary revision approved in May 2006. Including 11.01, 13.01, 13.02, 13.03, 13.04, 13.06, 13.07, 17.01, 17.02, 17.03 y 17.50.

## 2.2 ANALYSIS OF EXECUTION AND EFFICIENCY

### 2.2.1 Organizational structure and coordination mechanisms

a) **Description of the organizational structure and functions of the Unit Responsible.** The Chief Technical Adviser (CTA) has general responsibility over the execution and coordination of the project. S/he reports to the Regional Office of the ILO in Lima through the ILO Regional Specialist on the matter of Child Labour, that has the responsibility of assuring the integration of this project with other ILO initiatives in the Region. The Headquarters of ILO-IPEC in Geneva offers technical consultancy and supervision, and participates in the quality control of the project, especially the summary of the Action Programmes, as is described in the Operations Manual of IPEC Programming. The CTA participates in the knowledge networks on CDL and CSE directed by the Unit of Vulnerable Groups in the Headquarters of IPEC. Under the responsibility of the CTA, a technical team is in charge of the implementation of the project's different components and offers support to the executing agencies.

At the national level, there is a National Program Officer (NPO) in each country, (with the exception of Chile, where this position is covered by a Programme Assistant) who is responsible for the coordination and monitoring of the project. This includes carrying out the planning at the national level and producing progress reports with the support of the CTA. The NPO receives the support of an Administrative Assistant, who supports the different activities and makes administrative proceedings. (PRODOC, description of functions)

The NPO's role is to offer operational and technical support to the executing organizations, and to carry out the field monitoring visits in the different localities of the project. This includes the responsibility of identifying associates and collaborators, to support the executing agencies in the production of proposals and the evaluation of those proposals. The NPO coordinates with the CTA, and regularly updates him/her on the progress obtained and the problems found. (PRODOC, description of functions)

b) **Executing Agencies:** The main responsibilities of the Executing Agencies are to carry out specific studies, to implement the registry systems, to develop national awareness raising campaigns, to develop technical support and

information exchange activities, to carry out training programmes for different target groups, to create and direct reference service centres in the selected communities, to coordinate the local activities related to sensitization, educational and health services, vocational training and to help locate employers for girls, boys and their families. (PRODOC, description of functions)

“The national or specific regional executing agencies (in the country) will be under the technical supervision of the Chief Technical Adviser (CTA) of the project and the National Program Officer (NPO) of each country in particular (in Chile, the tasks of the NPO will be carried out by a Programme Assistant) and will work jointly with the public and nongovernmental institutions that participate in the activities for which they are responsible. The capacity and technical experience of the potential executing agencies in each country will be evaluated at the start of the project.” (PRODOC, description of the functions).

**c) Collaborating agencies:** The project will receive support in each country on behalf of the following types of agencies: i) Government Agencies: National Parliaments, Ministries of Labour, Education, Health, Justice, Social Protection, the Woman and Social Development, Police Courts, Municipalities, Departments, etc.; ii) Local Non-governmental organizations with experience in working with boys and girls will participate in the Project; iii) Employers Organizations; iv) Workers’ Organizations. In agreement with the International Conference on the Resolution of Work on Tripartism and Social Dialogue (18th June 2002), the workers organizations will play an important role in the implementation of this project, in order to strengthen the abilities of these organizations to act against child labour. (PRODOC, description of the functions).

## 2.2.2 Management of the project: Evaluation of the organizational structure and coordination mechanisms within the responsible institution and with other institutions

**a) Analysis of the functions and coordination mechanisms.** In general terms, the “decentralization” of project operations in favour of each country, is appraised as positive, in the sense that it allows the NPOs of each country to take on tasks which were necessary to carry out in situ, but with fluid contact with the CTA in Lima. This allows adequate feedback from both levels of decision-making. In effect, in this way the management of the programme has been improved it is more flexible and adjusts the different regional realities. A weakness in this context, is to consider whether the decentralized management can produce a regional programme, this subject is discussed in point 3.2.6.

In each country, in general, the relationship between the project officers and the staff of the APs is quite open. The role of the Project Officers in orchestrating the coordinations to support the project’s execution is important, constantly promoting its development. Also, it is important to emphasize the existence of a suitable level of “decentralization” of tasks in favour of regional or local efforts, which is appraised as positive. Nevertheless, in a high proportion of cases the feedback is not constant and there is no opportune technical support on the part of the ILO-IPEC staff towards the AP team, which generates coordination and information difficulties between the two, also jeopardizing the quality.

Along the same lines, the first point of analysis is related to the reduced number of professionals targeted to develop the activities of awarding, coordination, pursuit and control of different contracts (mini-programmes and ex-cols). There are a total of 4 professionals – generally with part time assistants - that supervise the operation of approximately 40 training actions, 35 APs, studies and proposals of different disciplines and modalities of financing. On top of these there are other activities that must be developed, inherent to the process of producing components. Consequently, the scale of activities to be carried out is not in line with the size of the team responsible for executing them at this stage of the production chain, which is one of most important in the management of the project. It is a challenge to assure the quality and relevance of the results promised in the APs.

Related to this tension between the demand for activities and the number of working days available to achieve them, the second element of weakness in the management appears. It is appraised - in general – that the technical support delivered by the ILO-IPEC team in each country is insufficient, particularly in relation to the supervision and/or

evaluation<sup>20</sup> of the relevance, effectiveness and quality of the intervention that is executed at local level and in favour of the collaboration of partners. The interviews with some NPOs indicate that the lack of time – sometimes of budget – means that regular visits and supervision of local institutions is not possible. The interviews conducted with representatives of the partner institutions point to deficiencies and demands for coordination, more systematic training and in some cases better information. The quotations in parenthesis below were extracted from interviews and correspond to questions from the evaluators.

**Coordinations<sup>21</sup>:** i) **Paraguay:** *“The weaknesses of the ILO’s work are that their partners work in an isolated manner. We were all in Peru and we said how is this possible? There is a lack of joint mechanisms, we do not have a common vision. There is not enough contact with us, the partners”* (38% interviews; and final workshop); ii) **In Chile**, the relationship is obstructed by SENAME which is seen as a problem: for example: *“A weakness is the absence of a close technical partner who is able to visualize other models...”* (Raíces) *“There is no technical partner, just supervision. We cannot construct public policy this way...”* (Paicabí and Opción). In this sense a more active coordination role is demanded of the ILO; iii) **In Peru** the necessity to have more opportunities to meet with the teams that executes the APs, was a constant demand: for example *“If we could improve something in the project, we would promote more communication between those that work on this project”* (CBC, Cusco), *“We needed more exchange between those who work on CSE...”* (CODENI, Cusco). This subject was also mentioned by one of the groups in the evaluation workshop; iv) **In Colombia** this is not a topic.

**Information<sup>22</sup>:** i) **Paraguay:** *“We lack information on the context in which the trainings will be carried out.... At the outset we did not have all the information that we needed to develop what was asked for, although we became aware of what was available. However, we were not sent all the information that was available, and neither did we have all the information about the coordinations that the ILO and the State had...”* (38% interviews); *“Speeches and concepts used were not put together enough, nor were the “lessons learned” being transmitted.”* (Workshop Conclusions); ii) **Chile:** *“We need training, we started backwards... because we lack the concepts we realized with this Workshop that the subject (ESC) is more complex. We need to understand better. We must have clarity of the concept and of what is the specific difference with sexual abuse.”* (Evaluation Workshop Conclusions) *“We need material support because it is the first time that we have carried out this kind of work.... {What materials have you received to support your work?}, We organized ourselves with what we had...”* (40% interviews in Chile).

**b) Main contributions from partners.** This subject will be discussed from two points of analysis: i) capacities installed and II) contributions from partners.

### i) Capacities installed.

In general, in those cases in which it is considered necessary to have specialized contributions for the development of studies and proposals, the ILO-IPEC staff has a sufficient technical supply of specialist consultants in information collection, legal matters, handling the media and training. This is weaker in the case of guaranteeing the initiation of effective withdrawal proposals, particularly in relation to the activities of vocational or labour training and the income generation activities. This constitutes one of the most important weaknesses in all the countries.

With respect to the activities of vocational or labour training and the income generation activities developed by partners, weaknesses are observed in two areas: a) the possibilities of access to employment or to an activity of a productive, sustainable nature; b) modules referred to the rights and labour obligations. With respect to the former, the “trade” training should aim to improve “employability” according to a study of the demands of tradespersons or “businesses” in the market. In the same sense, the training of young people should increase their ability to define a

<sup>20</sup> Relevance, efficiency and quality are dimensions of any supervision or evaluation, but they never constitute functions, the function is what should be supervised.

<sup>21</sup> The conclusions from the evaluation represent what is considered a problem for a majority of the interviewees. The evaluators were asked to illustrate the point with quotations, the quotations however only represent examples and in very few cases are accompanied by representative statistics, because they do not correspond.

<sup>22</sup> The conclusions from the evaluation represent what is considered a problem for a majority of the interviewees. The evaluators were asked to illustrate the point with quotations, the quotations however only represent examples and in very few cases are accompanied by representative statistics, because they do not correspond.

realistic personal labour project, to know their abilities and aptitudes, as well as their responsibilities and rights associated with the world of a work - both legally and culturally. On the other hand, the project should consider incentives for independent employment, these are not currently defined as specific products of labour or vocational training.

The criteria used for the selection of the executing agencies, began with their experience and capacity to offer services, their administrative and financial capacity, including the capacity to support partners, and their desire to become actively involved in the fight against CSE and/or CDL. In practise, there is a varied and unequal institutional supply, in some cases very specialized and in others with open weaknesses in handling matters of CSE or CDL, which require a supporting effort and a prolonged process of consolidation.

In the design of the project, and now in its execution, a suitable evaluation was not carried out of the assumption that "There is an installed institutional capacity for intervention in CDL and CSE". This constitutes an evident risk that affects the quality and magnitude of the achievement of the prevention and eradication objectives. The risk is greater in Peru and Paraguay and less in Colombia and Chile. This is a monitoring function that the project team must execute in a constant way in any project designed with a local framework focus. (see PRODOC)

Although there is intervention experience in all the countries and a solid knowledge base generated by ILO-IPEC, this does not guarantee *per se* a homogenous and unequivocal base of understanding, nor standard procedures on the part of the team that intervenes in the prevention and withdrawal. **This is explained by several factors:**

- **there is not a sufficient supply of competence for executing the programmes of prevention and withdrawal, in some countries, the human resources and capacities<sup>23</sup> accumulated by some institutions is still insufficient:** **i) Paraguay**, *"With respect to the work with CSE victims: here there are people with will, but without training. The ILO left the public educated and a greater quantity of people trained... but in Ciudad del Este (CDE) there is a lack of institutional capacities (referring explicitly to what other institutions lack for the development of project interventions, and furthermore to the fact that the institutions that work on the project lack counterpart monetary resources, and have a limited infrastructure)."* (Responsible for SINERGICA). *"They considered that the work in CSE would be done separately to the children in the home: on the one hand, the good girls and on the other side the bad ones... but there are no institutions to develop operations in CSE... it is necessary to start off by creating them..."* (Encarnación, interview with Isolina Centeno); **ii) In Chile**, the offices of rights that attended the Evaluation Workshop recognized their lack of knowledge and experience in the subject of CSE: *"We need to understand it better. We must have clarity of the concept and of what is the specific difference with sexual abuse";* **iii) In Peru**, of the organizations who work in CDL (María Inmaculada, Bartolomé de las Casas Centre y AGTR), two had experience in the subject of domestic labour, but not specifically in the prevention and withdrawal of BGA. Another one did not have any experience in this matter, according to statements made in the interviews. Of those that work in CSE, none had previous experience in the matter; **iv) In Colombia** also, the executing organizations did not have previous experience in CDL and CSE, according to the NPO: *"for the formulation of the project a broad announcement was made to NGOs, but they had no previous experience in the matter, neither technical nor administrative capacity"* (Interview with M<sup>o</sup> Consuelo Aponte, 24th September 2006).

- **the terms and costs of the APs are undersized with respect to the time and investment needed for withdrawal:** **i) Paraguay** *"Not one programme of intervention is sustainable with these terms and costs, our experience tells us that the work with BGA is a 3 year job in order to assure that they do not return to CSE."* (Luna Nueva); *"There is a constant tension between generating concrete results and the time that you must to do it in, we do not have enough time or State institutions"* (Global Infancia); **ii) Chile**, *"To date, with the costs that we have, hardly. Because we have US\$253 dollars/month per BGA for the daytime attention and US\$324 dollars/month per BGA for those that live in the centre. And what we do is to have a single house and to handle a common fund for the 50 BGA that we take care of. The minimum term is from 1.5 years for a sustainable interruption from CSEC, but this never surpasses 40%, the average term to improve results is between 2.5 and 3 years"* (Opción, Chile); *"The withdrawal is easier when there is somebody that vouches for the BGA (aunt, grandmother, etc). We cannot think of a process of rehabilitation of less than 3 years, our great problem is how to give sustainability to the initiative";* *"Our optimal cost is US\$304 dollars per month per BGA, today we are in deficit because we received US\$233 per month per BGA and are paid very low wages which means a high rotation of staff."* (Raíces, Chile); *"With BGA, with those for whom it is possible*

<sup>23</sup> Methodological capacities to develop social intervention and theoretical understanding of the subjects.

to work with their families (or some responsible adult), a solid withdrawal, or at least a strong foundation, can be achieved with two continuous years of work. With the other group of BGA with more important abuses, and that are older, two years of systematic work are necessary and 2 years more of close accompaniment.” (Paicabi, Chile); **iii) In Peru** it was expressed that “in eighteen months it is not possible to speak of withdrawal, social attitudes, skills and capacities will have to be measured. For that we are producing qualitative indicators. At the moment some have returned to school and others have reduced their hours of CSE.” (Interview in Via Libre, 2nd October 2006). There were similar concerns expressed clearly in the community of Huarahuara, in a meeting with the Director of the community, where it was stated that “if the project finishes in the middle of next year, it will be like abandoning them when they have just begun to walk”; **iv) In Colombia**, the underestimation mainly in terms for withdrawal, arose as a strong difficulty in all the interviews carried out and thus was reiterated in the Evaluation Workshop. As far as the costs are concerned, it was also indicated that “the budget does not cover all the costs in the AP” and that the NGOs “make important contributions of unanticipated expenses in the budget” (Interview with Restrepo Barco Foundation, 25th September 2006). In this case in particular, concern was expressed for “the level of wages that are not competitive with the national average, which has generated an important rotation of staff in the NGOs that work for the project.” (This was expressed by ACJ and CAF).

- the multi-causal nature of both subjects and the complexity associated with the eradication of CDL and CSE require public institutional support and a multi-sectoral supply that is generally weak: **i) Paraguay**: “In the protection system of the victims there are important gaps as far as the services that are required being available, provisional intake shelters can only be found in some cases, but there are no systematic programmes for reinstating the victims, which is the pressing challenge...” (Evaluation Workshop). “All the proposals remain in big speeches and never amount to anything concrete, the laws are in papers, the offices (CODENI, Secretaría de la Niñez - Secretariat of the Childhood) do not respond to our requests and tell us that there are “no rubrics...” (Maestros CDE); “As far as the eradication of CDL? There is no way to give an answer. Of my 80 BGA, 60 are younger than 14 and only 20% can return to their families, and furthermore there is the risk of leaving their studies... there are no centres to turn to and there are no institutions” (Global Infanci, Encarnación). “In the public ministry the cases of CSEC appear and the investigation is not made because there are no resources or no will to investigate.... then the cases are extinguished because the investigation is another requirement to process...” (Verónica López); **ii) Chile**: “There is a network that operates, but it is not a protection network, is not effective: there are no schools for the BGA with this profile, there are no detoxification centres. There is nothing to offer the children. The only hospital that has psychiatry does not accept them, including a court order not to have to receive them and the argument is always on the profile of the BGA. And what happens is that our programme is transformed into a totalitarian intervention that tries to cover everything, and that does not work well, due to elevated costs” (Opción) “Children who return to school are constantly expelled, we do not have alternatives for the older ones who are behind in school, there are no centres for drug treatment, so we try to fill the gap, but everything is done by halves because we do not have the resources” (Raíces - Roots); **iii) Peru** is one of the clearest cases in this sense. In some interviews with institutions, the state employees interviewed expressed their concern for the lack of institutional commitment: “in many cases only the personal commitment of this or that employee continues to work because of his/her strong personal commitment”. In the case of the education sector, although there was a good experience with the education modules, and with some schools and directors in some localities, in general, the response of the Ministry of Education, in the local scope and in the national, was described by 100% of those interviewed as insufficient. The same happens with the Judicial Power and local governments. In Cusco for example, the Inter-institutional Committee consulted the municipalities about the registry of BGA in CDL, to which they are obligated, and at the time of the interview (5th October 2006) only 4 out of 20 municipalities had responded to the consultation. Of those four, none of them took such a registry; **iv) Colombia**, stands apart from the other countries, although there is still a lack of concrete and deep commitments in some cases, above all in material contributions of financial resources, the institutional response is quite satisfactory.

- the rotation of authorities implies that there is no continuity in the commitments agreed to provide services to the BGA: **i) Paraguay**: “We always depend on the mood and the will of the person who's turn it is, in addition there is a continuous rotation of staff...” (CODENI) “the continuity of the process worries us, there were advances in the public sector, but there is a high rotation and so efforts are lost, (Sinérgica) the actions of social character have lost public institutions, and the staff always change.” (Ceapra.); **ii) Chile** even though this constitutes a problem, the institutions have defined solution mechanisms for the risk; **iii) Peru**, it is presumed that this can also be happening here, nevertheless, there was no specific information on this aspect in the evaluation process; **iv) In Colombia** this constitutes a relevant concern, mainly in the case of Medellín.

On the other hand, the negotiations for the execution of the project have not been easy in all the cases. In fact, in Peru (some NGOs) and Chile (Sename), for example, they showed “incompatibilities” in signing the agreement with the ILO in the terms that were stipulated. After negotiation processes it was finally managed to reach an agreement.

In Peru, there are still divergences between the coordination of the project and the NGO as far as the counterpart that must contribute to the organization.

## ii) Main contributions of partners.

With respect to the contribution of partners to the eradication and prevention objectives. It is necessary to differentiate in the analysis between two levels: the private contribution and the public contribution. With regards to the private level, in general the nongovernmental institutions involved in the development of the project show a good level of commitment. All the executing NGOs show to have made important contributions to the project, even in non-paid terms, the staff contribute beyond the ordinary days of work; as well as in relation to non-anticipated expenses that in many occasions they cover themselves. In this case, the weakness in efficiency is a result of the fact that in many cases, contributions are being made on the basis of a personal sacrifice of those who work for the project, because this demands extensive days of work, even on weekends.

The greatest contribution of the private sector has to do with the construction of an effective and replicable intervention methodology on CSE (particularly in the case of Colombia, Chile and New Moon in Paraguay) and in CDL the experience of Casa Panchita in Peru. These were amongst the most effective strategies: a) the models of integral intervention for victims of CSE, that address the legal, psychological, and familiar aspects of the provision of educational, social and economic support; b) the construction of a proposal of active participation on the part of the BGA in CSE in the configuration of its process of rehabilitation and exercise of social control in the decision making on the matter of public policies; c) the theoretical contribution of some institutions to the debate on WFCL eradication; and d) in the case of CDL, the reinforcing of the school link is mentioned, work with educators, family support (social, economic).

The Employers Organizations have contributed in the following ways: i) Collaboration with the project supporting actions in the fight to eradicate CSE and dangerous CDL; ii) support and in some cases the development of sensitization activities to prevent and to eradicate CDL and CSEC; iii) Active participation in the discussions on both subjects.

The workers organizations have developed some actions against child labour and promoting the rights of BGA. In addition, in some countries they have helped to identify the CDLs and have given their active support to prevent and eradicate CDL and CSE, as well as disseminating the problem amongst its affiliated unions.

The contribution of the public sector varies. The commitment and will of the following institutions is remarkable in assuming some of the challenges of the project: in Paraguay (SNNA, SENATUR, Ministry of Education and Ministry of the Interior, the National Department of BGA of the Ministry of the Woman and Social Development, CODEEN in Encarnación and Asunción, CONAETI, Ministry of Foreign Trade and Tourism, Multisectoral Group against Trafficking); in Chile (SENAME, Ministry of Labour, Investigations, Police); in Colombia (the ICBS, DABS-Bogotá and the SBS-Medellín; the inter-institutional committees in the three regions of Bogotá, Medellín and Palmira; the District Council for the integral attention of victims of intrafamiliar violence, other forms of violence and CSE in Bogotá and the Sub-commission of Childhood and Family in Palmira); in Peru (Ministry of Labour and the Town Ombudsman in Cusco; and the Police and Municipality in Iquitos).

The government agencies play an important role in the following areas of the project: i) Improving the regulation of the sector, assuring the protection of boys and girls involved in CDL and CSEC; ii) Supporting training and sensitization campaigns and actions; and iii) Participating in the discussions on both subjects. Nevertheless, a clear deficiency is evident in the supply of services (education, health, etc.) that affects the performance (results) of components 2 to 5, putting at risk the achievement of the project goals.

### 2.2.3 Evaluation of the opportunities in the time-table of execution

Have the activities of the project been developed according to the programming? Otherwise what is recommended?

The project team in all the countries has managed to develop most of the studies and proposals for the harmonization of the legal frameworks, as well as to establish the necessary collaborations with the public and private institutions for the development of training activities. This has been the greatest advancement of the project to the date.

With respect to the flow of processes, although the selection and awarding of the mini programmes and ex-colls are in general effective<sup>24</sup>, there are deficiencies with regards to the opportunity of delivering the resources, delaying the predicted time-table for the execution of the project in which the awareness raising campaigns and the components of direct intervention (models) are mentioned, which have not been produced opportunely for several reasons:

In line with the PRODOC time-table, the activities of direct prevention in high risk communities and schools and the programmes and strategies of withdrawal should have begun in May 2005. Nevertheless, it was not until the end of that year, and mainly until 2006, that they began to get going. The CSE direct intervention work in Encarnación had still not got started by September 2006. This delay is associated with several factors: delays in the approval of the budget modifications of the project, the difficulty in the selection of executing NGOs, as well as the extended negotiations with those already selected. In the case of Encarnación, the existence of technical supply of a sufficient quality to implement the CSE project was underestimated, as well as the time needed to install an intervention model.

- The direct intervention component was not implemented at the same time as the others. The models of intervention in CSE in some countries are more advanced in their implementation than those of CDL. The reason for this that in the countries that display advances, the APs were already being executed either because they "retook up the work" with the new project or they were developing other projects in the same field. In the case of Encarnación, the institutions that had originally shown an interest in executing the CSE AP, withdrew their offer due to the complexity of the matter; the ILO-IPEC team has tried to compensate for these delays, nevertheless, it had not managed by the date of this evaluation, to neutralize the implementation difficulties of the action programme<sup>25</sup>.
- In some countries, particularly in the case of Peru, it was found that, due to delays in initiating the APs - apparently for administrative reasons<sup>26</sup> – mini projects were carried out, by way of a "bridge" strategy not to lose contact with the target population. In those cases, the initiative was continued with the support of the education sector above all others, offering school packages and other detailed services, that although they constitute a solving mechanism, they behold a management and efficiency problem in that they cannot be retained as a regular practice.
- The limitations of the ILO procedures for the development of budgets (e.g. maximum limit of US\$ 20.000 for projects that do not have to be approved by the Head Office in Geneva), implied a dilution of the supply of direct intervention (component 4) in several mini programmes and ex-colls, which broke up the efforts.

## 2.2.4 The effectiveness of the monitoring methods to assure the withdrawal from CSE and CDL

In this section two subjects will be discussed, relating to questions posed to evaluators: **a) functions and follow-up activities that make the unit responsible for the project; and b) the effectiveness of the monitoring system to assure withdrawal and to register statistics.**

### a) Functions and follow-up activities and evaluation carried out by the responsible unit

<sup>24</sup> With the exception of the selection of some institutions to carry out the prevention programme in Chile, which do not have thematic experience in CSE.

<sup>25</sup> In accordance with the observations of the first evaluation document, it is stated that the delay should be "a little short of identifying a single institution to take charge of the AP and that the Secretariat of Childhood would have started actions with backgrounds in Yasyreta and this took more time; and that finally the project considered it absurd to begin another action in parallel ..." (point 33)

<sup>26</sup> In accordance with the observations of the first evaluation document, the delay is stated to be due to the fact that "USDOL delayed the revision and approval of the budget for 6 months..." (point 35)

From the background analyzed around the function of follow up and evaluation, it is possible to indicate that a system of follow-up and efficient, adequate control exists that periodically regulates and evaluates the project's flow of operational expenses of in each country. These effects are subject to continuous follow-up on the part of the regional office, through reporting. Similarly, all the decisions referred to modifications of budgetary entries, recruitment and/or any measurement that has an effect on the entrance or exit of financial resources, are supervised by the regional office.

With respect to the follow up and control that is carried out, in the link in the chain where the contracts become serious and mini programmes, APs and ex-colls are executed, it is possible to state that the project has a system of adequate, pertinent and proportional monitoring of the flow of information and mobilized resources. These procedures are rigorous and detailed in the control of relevance and the necessary guarantees to establish contracts and to transfer the resources to the local institutions. The procedures are well documented.

With respect to the process of follow up and technical control of the APs and some mini programmes, carried out by ILO-IPEC team in each country, the following factors indicate to us that the supervision and control activities are insufficient, and that the process in general<sup>27</sup> is weak: a) the difference between the results of effective withdrawal (CDL and CSE) reported by NPOs and partner institutions of the ILO; b) the problems of terms and costs reported by partners but not stated as problems that affect the achievement of goals in the interviews with NPOs and the September 2006 Report<sup>28</sup>; c) the methodologies and conceptual errors detected in the presentations of some ILO partner institutions and the demand for greater technical support from these institutions; d) the trainings that the institutions dedicated to training through courses or workshops carry out and the capacities generated<sup>29</sup>, subjects not-reported in the TPR of September; and e) the problems raised by partners with respect to the State services that are required to guarantee the withdrawal as opposed to the achievement reported in the September 2006 Report on the matter of coordinations and institutions that execute actions against CSE and CDL.

Evidently, the majority of activities and subjects that each team in the country administers, exceed their technical and operative capacities to respond opportunely to the results reported in the biannual reports and to the local execution process. In order to solve the problem, measures are not appraised in this sense, which tends to protect the development of the execution in the terms proposed in the original design.

In this manner, there are no known<sup>30</sup> indicators that monitor the most significant aspects associated with management: for example: i) the opportunity of delivering resources (measured as total months passed between the date of presentation of the mini-program and the date of awarding it, disaggregated by region or city); II) the investment of partners by components (percentage of annual contribution from third parties disaggregated); III) the unit cost of intervention (direct annual average cost per beneficiary per component); IV) the presence and effectiveness of coordination mechanisms in-country; v) the satisfaction of the partners' demands; vi) the development of methodologies and relevant solutions during the execution of the APs; vii) the risk factors associated directly with the execution of the APs; viii) risk factors of returning to the CSE; and ix) generation of management capacities of partners (institutional strengthening).

#### **b) The effectiveness of the monitoring system to assure and to register withdrawal<sup>31</sup>**

<sup>27</sup> The different magnitudes of the problem are recognized.

<sup>28</sup> Technical Progress Report (TPR) – South America CDL/CSEC March to August 2006

<sup>29</sup> **Paraguay:** "The follow up mechanisms concern me, there were advances on the part of the public sector, but there is no organization that follows up this initiative, and this puts into doubt the efficiency and effectiveness of the training effort made." (Sinérgica) "Ratifying conventions doesn't count for anything if the inspectors are not properly enabled." (Veronica Lopez, adviser Min. Labour): Chile: "It is necessary to summon the greatest amount of actors in this area but the training is no good. It does not work to have some prepared and others who don't know, who don't understand." (Police Investigations) Peru: "It is not sufficient to sensitize the judicial authorities, it is necessary to give specialized training and resources" (Maria Takes, representative PNAI, Judicial Power).

<sup>30</sup> The information was acquired on 22nd August 2006, a copy is attached.

<sup>31</sup> Only the registration data for the BGA and their families will be analysed.

This section responds to the following questions: **Are the monitoring methods effective in assuring that the BGA are not in exploitative activities associated with CSE or CDL? Are the BGA who have been counted as “withdrawn”, participating in activities related to CSE or CDL? Are the statistics clear that the boys and girls counted as “withdrawn” from CSE are not just sexually abused boys and girls?**

The first conceptual element to consider is that no monitoring system can assure withdrawal. A monitoring system is by definition a tool to collect and to provide relevant information that allows the project teams to make an analysis of the effectiveness of the intervention with respect to the proposed withdrawal target and to make opportune decisions. Against this background, the system allows us to know: i) Demographic background of the BGA (personal information, family address, data, history, education and personal development, health); II) Background relative to the “level of personal development” (indicating qualitative: communication and expression, perception of themselves, ability to resolve conflicts, responsibilities and leadership and personal goals); III) N° of BGA entered onto the system; and IV) N° of direct services provided to BGA (non formal or formal education; income generation, vocational and/or professional training; legal assistance; counselling services; physical health services; mental health services; nutrition; school uniforms, books and equipment; scholarships and others).

The analyses that can be developed from the information entered allow us to establish: i) Coverage target for the intervention of BGA by direct services provided; II) The Scale of difference between the opening situation and the present situation by qualitative indicators; III) To measure withdrawal targets by services provided (statistical formula). The implementation of this system allows effective monitoring of the progress of processes and gives sufficient information to feed back the team decisions. But, it is necessary to consider: 1) the validity of the measurements of “withdrawal” and 2) the opportunity to include qualitative indicators in the system.

- **Validity of the measurements of withdrawal.** The definition by which “withdrawal” is understood is expressed in the agreements between ILO-IPEC and USDOL, where it is established as “referring to those children that having been found in child labour, no longer work in unacceptable labour as a result of education services and/or the training opportunities or other services of the project work...” (see quote below, definitions<sup>32</sup>). This is the definition used by the project measurement system to measure withdrawal<sup>33</sup>.

The opinion of the evaluators with respect to the “validity of the measurements” is the following: it is necessary to make a conceptual distinction between the concepts of withdrawal and ending the exploitative activity, both concepts are included in the definition of Convention 182 and particularly in the definition of the USDOL, ILO-IPEC agreement mentioned. In other words, to attribute the withdrawal of CSE or CDL to the fact that the BGA benefit from services is not equivalent to saying that this activity has stopped or has been eradicated. The desired effect at the objective level refers to contributing to its eradication. The measurements used are not indicative of this effect, because it is measured through an indirect indicator or “Proxy” that does not give account in suitable form of the desired cause and effect relationship.

On tables N° 2 and 3 that follow, the earlier point raised by the evaluators is illustrated: in the field interviews it was asked directly to the teams of each AP that they establish the numerical difference between the project measurement (ILO-IPEC-USDOL agreement: withdrawal “by services”) and the measurement proposed by the evaluators: “effective withdrawal” from the domestic activity or “sustained withdrawal” from sexual exploitation. When making this conceptual distinction, the information on effective or sustained withdrawal delivered by the institutions interviewed (numbers in red) lowers considerably in comparison with the numbers reported (numbers in green).

<sup>32</sup> Children withdraw: this refers to those children who were found to be working in child labour (i.e. work that should be allowed for children) and no longer work in such unacceptable work as a result of educational services and/or training opportunities or other non-educational related services provided by the Project. This category includes children completely withdrawn from child labour, as identified by ILO Conventions 138 and 182. It also includes those children that were engaged in hazardous work or work that impedes their education.... For children not involved in an “unconditional worst form of child labour”, hazardous work conditions may be improved so as to make the work conditions acceptable for children who have reached the legal minimum working age.

<sup>33</sup> “For the project, those **withdrawn from CSE and CDL** are the BGA that were found in any form of CSE and that due to interventions of the action programmes are no longer in this situation. In both cases, the database registers the BGA who benefited directly from education services facilitated by the project **withdrawn by education** and as long as they complete a number of days or hours of classes.” (Database manual).

Table N° 2:  
Component 3, Coverage of the Target Population, Years 2004- 2006

Year	Population between 6-17 years old	Type	Potential Population	Target Population(*)		% goal attained	% effective withdrawal
				With-drawal	Prevention	With-drawal	
Paraguay	1.373.938	CDL	No younger than 40,000	430	192	262 (61%)	10%
Perú	6.948.304	CDL	110,496	300	700	510 (170%)	15%
Colombia	10.833.438	CDL	At least 63,723	326	310	263 (81%)	12%
Chile	3.612.723	CDL	3,800				

(\*)There is no correspondence between the coverage figures from PRODOC and the total coverage reported by the project officers in each country.

Table N° 3:  
Component 5, Coverage Years 2004-2006

Year	POPULATION BETWEEN 6-17 YEARS OLD	Type	Potential Population	Target Population (*)		% goal obtained	% effective withdrawal
				With-drawal	Prevention	With-drawal	
<b>Project Total</b>	<b>22.768.403</b>	<b>CSEC</b>	<b>32.499</b>	<b>791</b>	<b>1.528</b>		
Paraguay	1.373.938	CSEC	No lower than 3,780	145	423	36 (25%)	20%
Chile	3.612.723	CSEC	3,719	316	400	96 (30%)	30%
Perú	6.948.304	CSEC	n/a.	180	540	40 (22%)	8.5%
Colombia	10.833.438	CSEC	25,000	200	260	87 (43%)	0%

(\*)There is correspondence between the coverage figures of PRODOC and the total coverage reported by the project officers in each country.

The main conclusion about the measurements of withdrawal by services is that it is adjusted to the definition of the UDSOL-ILO-IPEC agreement.

As far as the question of the validity of the measurement system. From the statistics the concept of validity is used centrally to assure that the indicators specify the optimal features of the variable that are to be measured (construct validity) and control them to make their generalization possible (internal and external validity). From this framework, the definition of “withdrawal” is expressed in a linear relationship with the provision of services and measured by the coverage of appropriate services. Therefore, the measurement has internal and external validity for the ILO projects that effectively use this definition.

Nevertheless, the concept of “withdrawal” in the proposal is a proxy indicator of the objective of “eradication”. The validity of the indicator proxy (how close the measurement is to the real value that it alludes to) is considered not to be consistent in as much as it does not allude to the real figure directly and does not constitute a test of the concept of “eradication” (defined by the Real Academy as “pulling up the root”).

With respect to the question: *Are the boys and girls, who have been counted as “withdrawn”, participating in activities related to CSE or CDL?* As far as the withdrawal from the domestic activity of those under the legal age, *in some institutions of Paraguay and Peru - for a proportion of the target population– the child domestic activity has not been stopped.*

The work strategies of some institutions with the child labour population under the legal age, seem to support the permanence of BGA within their jobs and they limit the improvement of labour conditions of the boys and girls, with “commitments” (Paraguay) or the “relocation or transfer to a foster home” (Peru). The perspective of addressing the issue in some cases avoids the familiar and economic problem of funds and limit the problem to a matter of conscience for the fathers, mothers and patrons. The following quotes corroborate this conclusion; the sentences in brackets are the evaluators’ questions:

**Paraguay:** (What is a withdrawn BGA CDL?). “In principle it was a BGA who, although s/he did not leave the job, was guaranteed his/her rights, his/her living conditions were improved. One week ago they changed the definition and it is those that leave work... We should be withdrawing the 15 year olds and under and what do we do with them? Where do we take them? That cannot be done because under what conditions do you withdraw...In his/her house there are unfavourable conditions, here there are no institutions that welcome them, it is like the tip of the iceberg of a more structural problem” What are we going to offer them? (Global Infancia - Global Childhood, Asuncion);

*“The awareness raising campaign startled the substitute families, in the sense that they do not want to buy into this problem. {Who are the substitute families?} The employers that we work with. We are beginning to work with 18 substitutes... We had difficulty with Kuña Roga because I work in the day to day, and that CDL is a crime sounds like jail and those messages caused threatening effects in the substitute families, with the teachers; the accompaniment that we were providing suffered.” {Why accompaniment?} “Because we cannot withdraw, we do not have institutions.” (Global Infancia - Global Childhood, Encarnación).*

“As far as effective withdrawal from CDL there are a variety of situations.... You see they come from such families that the family where they are today, the substitute family is considered safer” (Global Infancia - Global Childhood, Encarnación).

*“The institutions have a different viewpoint because they insist that CDL is better than being on the street or better than how they used to be at home...{what institutions?} Calle Escuela (Street School), Global Infancia (Global Childhood), they defend the domestic child labour and fight for better conditions....” (Kuña Roga).*

*“The work of prevention with the teachers, this is a subject of personal conviction for the teachers, for example the material of Vicenta has had a great impact because the Teachers recognized themselves, the teachers are part of the problem because often they are they those that identify the homes where the girls are going to work.... It is not easy to make him/her get across the idea of child servant to the educators, the concept does not register yet and the workshops are not sufficient for this change in mentality.” (Global Infancia - Global Childhood, Encarnación).*

*As far as the work on CDL, “we (Codeni and Global) go and see how the girl is. Sometimes there are cases of mistreatment and we target the “family” this is the fundamental function, to try to guarantee the right to an education.... With the campaign one lady was shocked and wanted to give back the child servants, but I insisted to her that I wanted to help her so that she was better in the house and to support them, because we only make interventions of a social nature....” (And how are the BGA CDL withdrawn?) “With the withdrawal when there are extreme cases, we do not have anywhere to relocate the children and the families do not want to receive their children back either, often it is enough with a visit to the employers so that s/he changes the situation of the boy/girl” (Joint Interview to Codeni and Global Infancia - Global Childhood, Encarnación).*

*Peru: “As you must know, the definitions for withdrawal are translated in specific formulas in the TPR that automatically “declare” in such a situation to the beneficiaries, according to a sustained amount of educational services and others. This population, for us is considered in the process of withdrawal, because they have not yet stopped participating in CDL.” (mail of Liliana Valle)*

In the case of Arequipa, the impossibility of relocation of all the girls in the Vicenta Maria Home, means that a lot of the work that is carried out is in their relocation to other employers with whom it is presumed they will be better treated. *“What we do is to relocate them in families who are going to treat them well and we direct them where to denounce the mistreatment” (interview with the team of the AP in Arequipa, 3rd October 2006). In fact in the home, one of the sisters of M<sup>o</sup> Inmaculada specifically is in charge of making the relocations of the BGA towards other homes/employers.*

**In Colombia**, for example, in the Palmira's case, the team expressed that *"it is not possible to be assured that the BGA do not return to CDL and some that have left, have become workers in other forms."* (Interview 26th September 2006).

This illustrates clearly the complexity of the problem at hand, from two points of view: a) the rights of the BGA under the legal age in risk and/or exploitation to a guarantee of protection in the terms established in Convention 182 and b) the obligation of the project to carry out more effective monitoring of the assumptions established in the logical framework relative to the public support for the prevention and eradication of CDL (page 59):

Assumption of the immediate objective N°3	Probability	Monitoring Elements	Alternatives in case the assumption is not upheld
The public and private agencies progressively increase their investments to address the problem.	Medium	Monitoring of the partners investments at this point (revision of the annual reports of the institutions, etc).	Continuous sensitization of institutions and authorities to maintain and increase their commitment to the project objectives.
The institutional policies and responsibilities are clearly defined and human resources are counted on for training.	Medium	Close monitoring of the initiatives and difficulties of the institutions, as well as the fulfilment of their commitments to the project, once they are established.	1. Additional technical support to the key actors and institutions with the purpose of helping them to define responsibilities and to assign/to organize human resources for the training. 2. Anticipated planning of the training events.

These assumptions come to emphasize in the analysis carried out - at design level - the elements of the project's sustainability. On this matter, PRODOC establishes: "The sustainability of a project with different cross-sectional elements from an institutional, economic and cultural point of view, such as what is described in this case, must be based on a commitment, especially on the part of the government institutions, to provide a stable and structural solution in the timeframe." (Page 62).

Furthermore the following is established: *"The incorporation of the national plans of action could have as a result the flow of stable financial and technical resources towards the fundamental goal of preventing and eradicating CDL and CSEC. Thus, the project will promote that the governments of the countries give priority and fix budgetary allocations on an increasing scale for the development of programmes and specific activities to fight domestic child labour and the commercial sexual exploitation of children (page 62).* In the same way at the end of the chapter, it is indicated clearly that: "... the project cannot and will not replace the public responsibility of the governments and the communities, to solve the social and structural problems of its nations..." (Page 63)

Finally, and in relation to the commercial sexual exploitation of children, the institutions with greater working experience explain that *"in the BGA a process of progressive interruption is given..."*. It is progressive in the sense that when they are in a reference centre or home, there can be an effective end to the activity, but this is on several occasions interrupted by "reengaging in the CSE".

However, the institutions with more success are those that have a policy of voluntary admittance of BGA, although they also register these types of cases in all the countries. On the other hand, in many institutions the following argument prevails: "if the BGA reported as "withdrawn" stop receiving services from the project tomorrow, they would return in their majority to CSE". Actually, an important part of the BGAs registered as "withdrawn" have not verified if the conditions have been extinguished (involvement in sexual activities as an of economic transaction) that define them as CSE victims. For example in Peru it was expressed that *"In eighteen months it is not possible to speak of withdrawal, social attitudes, abilities and capacities will have to be valued. For that we are creating qualitative indicators. At the moment some of them have reregistered at school and others have reduced the hours of CSE"*. (Interview with Vía Libre, 2nd October 2006).

A relevant point of reflection with respect to the process of withdrawal from CSE, is that an important section of those interviewed - in all the countries - agree in indicating that: "around 20% of the BGA reached by the programme, and

that are characterized by a high level of damage and serious personality disorder, have few possibilities of concluding an effective withdrawal process in the absence of a protection system that works". The fact also constitutes a threat to the sustainable withdrawal due to the fact that once 18 years old, they are no longer the subjects of intervention and help; above 18, a process of accompaniment and progressive disassociation is assumed. These two very relevant subjects would have to be explored more thoroughly in the countries because they makes the 100% achievement of the goal and its sustainability more complex.

In conclusion, there is confusion between the evaluation of the effectiveness of the actions of protection for the victims: although it is possible to maintain **that there is withdrawal by services in the project**, this does not necessarily mean that the second condition is fulfilled "that they no longer work in unacceptable work", as alluded to in the example the boys and girls under the legal age who stay in CDL in the countries.

If the definition of "withdrawn" is considered as: *Children withdrawn: This refers to those children who were found to be working in child labour (i.e., work that should not be allowed for children - see definition above) and no longer work in such unacceptable work as a result of educational services and/or training opportunities or other non-education related services provided by a project.*

In fact this quotation defines "withdrawal" in two premises: the first condition refers to BGA that having been found in work that "should not be allowed"... and the second explicit condition is that "they *no longer work in such unacceptable work*" as a result of the services..."

The evaluation and monitoring destined to measure the effectiveness of the actions should therefore incorporate such criteria of relative success into this second condition, from this perspective the successful practices will be those that allow the goals of ending activity in CDL and/or CSE to be reached.

The central problem is that the criteria linked to the restitution of human rights are subjects partially addressed by this monitoring system. This indicates the necessity to work on effective mechanisms of evaluation as well as information and registry systems that allow proven experiences to be shown as successful.

A relevant matter arises here: the project's system is insufficient to carry out risk evaluations of the return to commercial sexual exploitation of children, which is a basic instrument for the creation of security plans targeted at reducing the risks of sexual revictimization.

With respect to the question: *Is there clarity in the statistics that BGA registered as "withdrawn" from CSE are not just boys/girls that have been sexually abused?* A notable advance on the part of the institutions working with CSE victims has been achieved in the sense of establishing a clear conceptual difference between abuse and commercial sexual exploitation of children. Except in the case of Chile and, specifically, in some institutions that are developing the mini-programmes of prevention. As discussed, some offices of rights establish an erroneous conceptual association between abuse and CSE or between mistreatment-violence and CSE.

In the proposals of the prevention mini-programmes, the mechanisms and procedures of connecting the activities related to CSE and the objective of installing a system of rights protection at the territorial level are not described either. Only some proposals directly link prevention to families and brothers/sisters in CSE. It is not understood why SENAME selected institutions without the necessary expertise to develop a prevention programme, particularly with the availability of a vast and successful experience of withdrawal developed by NGOs. The quotations that corroborate this are extracted directly from the mini-programs of prevention, approved and in execution in Chile:

Commercial Sexual Exploitation is perhaps the most extreme form of sexual abuse. Defining all the elements contributes to establishing a framework, by means of which it is possible to reach a greater clarity on what commercial sexual exploitation means. Abuse is a treatment that causes real damage to the child. It includes mistreatment as well as the failure to act to protect a child victim, acts of perpetration and of omission.

**Title:** Urban Childhood, Participation and Organization.  
Mini-programme of community accompaniment for the prevention of sexual abuse.

- Open families where all members (grandparents, uncles, cousins, godfathers, neighbours and friends of family) live together, where without doubt there is a loss of privacy and exposure to sexual abuse

Members of some executing teams (for example a NGO in Medellín) sparked our attention with the use of the concept of “child prostitution” or “sale of the body” (“venta del cuerpo”), which reflects the necessity to continue deepening the trainings and unification of approaches and language used across all the parties involved in the project.

- **Opportunity to include qualitative indicators** in the monitoring system. Although the system becomes rich with the inclusion of this type of parameters; its relevance and usefulness must be evaluated based on the following: a) the absence of instruments that allow the assurance of trustworthiness and validity of the collected information or a common criteria that allows the collection of comparable information; and b) the capacities of evaluation of the human resources that measure them.

The system does not include a standard instrument that allows the technical teams of Paraguay and Peru - for example - or those in Bogotá and Medellín (same country), **to evaluate each qualitative indicator with the same criteria**. It is not enough just establishing the valuation scales. A qualitative indicator by definition deals with aspects that are not quantified directly. It deals with opinions, perceptions or judgments of people on a certain matter. Therefore, each qualitative indicator requires a standardized set of questions that allows the detachment of different aspects in such a way that allows a valid qualification to be established (rank 1-4) through different questions. That is to say, that assures a probability of strong trustworthiness and, therefore, the possibility of establishing valid and sensible, generalizable comparisons between countries.

Therefore, it is necessary to have qualitative indicators that are being used only to measure the situation of progress approximately, since the definitions within which they are compiled do not only vary between countries, but even within the same country.

Complementarily, the capacities of the local human resources in the matter of evaluation (measurement of indicators) are not sufficient for developing this process adequately. In practice, it has cost, and still costs a lot for the institutions to manage the database and to understand how to value the qualitative indicators. For this reason, although the majority sees the usefulness of the system, it is perceived as an overload of work:

**Paraguay:** *“There is an advance as far as personalized monitoring, but this base has an enormous level of complexity, it has such detailed indicators... {Which ones?} For example those of the family, mustard coloured columns, we still do not understand them well.”* (Global Infancia); *We employed her to be responsible for the database and to get us organized... you see they request things from you and you do not know how to do it...”* (Luna Nueva) *“two or three of us get together and each one has a different evaluation for the family indicators and we do not know what to put, and other times we will go ahead and grade three today and then two tomorrow; the things change and we do not know how to do that either.”* (Ceapra). In the case of **Peru**, this was clearly indicated by the **Vía Libre Association**, working in the creation of qualitative indicators of withdrawal, related to social skills, abilities and communication. In Colombia, the interviews showed similar opinions as far as the complication that the database represents for them. **Chile** does not use the project’s measurement system, but they use the one that SENAME has.

An element that is relevant, although we are conscious that it requires much more work, is that the information generated by the database must include a discussion from the perspective and viewpoint of the BGA, as well as their ideas of change and development. This is especially important, because they are the teams who will assess the

behaviour of the minors and the family, at least in the institutions that were visited. This is also relevant because the BGA are not a homogenous social group.

Finally, the last relevant aspect is the lack of clarity on what it is going to happen with the database once the project ends. Its purpose is solely to register the population reached by the services of the project for internal effects, or as an instrument that allows the elaboration of information to serve as a basis for decision-making by institutions involved in the subject area. The great effort involved its creation and execution must not be restricted just for the same NGOs, some of which, as it has been indicated elsewhere in this report, do not have the capacity to follow up the project without the support of external resources, this is why all this information runs the risk of not being used.

### 2.2.5 Incorporation of the gender focus as planned

The gender framework was placed in the design document of the project<sup>34</sup>, referencing the gender programme of the ILO and how the gender approach must be included and integrated in all phases of the project cycle. The gender approach has been incorporated in the studies of component 1 and in the campaign proposals.

Nevertheless, it has not been possible to implement a theoretical, methodological, uniform approach to dealing with the gender subject in any of the countries. The analysis of the construction of the feminine and masculine identity and of the different gender situations and positions of women and men, in CDL and in CSE, has not been done with the partner institutions or with the population of BGA. Nor has an analysis been done- previous to the implementation of activities - of the differentiated needs of men and women and of the possible consequences of the implemented project for each sex. A gender analysis of the different way in which men and women are affected by the forms and conditions in which child labour or sexual exploitation operate in each country and of the different elements necessary in working life (for example different needs, different value placed on autonomy when it is a woman or a man, etc.), were not incorporated. This affects the design of specific strategies of direct intervention and training.

This has led to each institution or person interpreting this matter and working on it in a different way or, in other cases, to the subject remaining completely invisible. Considering that both problems - CDL and CSE - are closely related to traditional gender roles and relationships of power, it is not possible to leave it aside and its consideration is fundamental in the training and the methodologies of implementation.

### 2.2.6 Multi-country, multi-themed nature of the project produces synergic effects so that the global project is more than the sum of its parts

#### a) multi-themed nature

With respect to the proposal to work on the subjects of CSE and CDL side by side, as was analyzed extensively in the design chapter, this can be relevant to the approach of sensitization and prevention actions. Nevertheless, during the execution of the project, consolidating a coherent and common strategy with respect to both problems has not been achieved. The practice within each country gives an account of two interventions that run in parallel, except in the case of the awareness raising campaigns and some prevention activities.

Part of the problem resides in the ILO-IPEC team, that despite having conceptual clarity with respect to both subjects and the theoretical framework of the WFCL, has not achieved - in any country - the implementation (under the theoretical framework) of a strategy of common work with the partners that execute the Pas (or mini-programs in Chile). Another part of the problem is in the partner institutions of the Pas that - in general - have tended to specialize in one of the two subjects.

<sup>34</sup> See points 1.1.1; 1.1.4; 2.1.1; 2.1.2; 3.2 letters c and d; and activities of the logical framework matrix: 2.3; 3.1; 4.3; 5.1

The design does not manage to provide similar technical support that justifies the integration of the associated problems of CSE and CDL in a single project. On the one hand, it is not sufficiently explained how both subjects will join together and, on the other hand, the products and actions associated with the harmonization of legal frameworks, training, sensitization, prevention and withdrawal are not developed in a unified way. Proof of this is in components 2 and 4 and components 3 and 5. In fact the project design, although it combines both subjects, works separately on them, precisely because they demand different intervention logic, which in practice means that in each country there have been two projects launched on the Worst Forms.

Although there is conceptual clarity with respect to each specific topic, there persists a conceptual dispersion in addressing the two problems, demonstrating that the theoretical advances have not been effective in configuring an analytical framework and a unanimous criteria to understand the problem and to suitably identify the causes of the effects, and this overturns a solid intervention strategy.

In response to this problem, this evaluation considers that it is possible to work at the problems of CSE and CDL from the viewpoint of the Worst Forms of Child Labour, **but only in the case of prevention and sensitization activities**. As long as the problems do not become blurred within the general picture of "Worst Forms", as has happened with the prevention in some countries. What **does not seem appropriate** is the linking of CSE and CDL as Worst Forms for legal/judicial effects and the implementation of intervention models associated with withdrawal for the reasons presented in the design chapter.

#### b) Multi-country nature

With regards to the advantages and disadvantages of a **regional project**, it must be stated that the purpose of the regional project is to establish a joint vision with respect to the integration of the subjects raised at design level, this constitutes an advantage for the delimitation of common procedures, standardization of criteria and the production of consensuses. Along these lines, the project has advanced, particularly in the production of component 1.

Nevertheless, the purpose of a regional project is – also - to maximize the exhaustion of the resources and to harness the value-added of products and the results of the project in general, though a strategy that allows the sharing of common actions in all the countries, whose advantage is in taking advantage of the strengths and specificities of each country, extending their effects to the others. The results of the evaluation indicate that this "benefit" is not clearly perceived by the project's central team (CTA and NPOs).

In spite of the efforts made in this sense, the project appears to be the sum of four national projects more than a regional initiative. Until this moment, the regional integration has only been obtained in the case of the productions of studies, because the regional actions have been very limited. Although the strategy defined in the design is insufficient and not very clear, the regional proposal defined during the execution of the project does not manage to constitute a strategy of regional character. Part of the problem is in how the "regional element" has been defined.

The interviews carried out indicate that the regional strategy is defined as "the sum of the 4 projects". This way of defining the regional strategy does not allow the understand that the "regional concept" is a product of the interaction of the four initiatives, giving as a result something bigger than the simple sum of the four, that is to say, when two or more projects are united they synergically create a result that takes advantage of and maximizes the qualities of each one of the initiatives in each country.

The results of this evaluation indicate that the reasons that explain this factor are: a) The management required to cause synergies between the countries of the project has not been sufficient; b) The coordinations that establish the project, have been mainly by virtue of the efforts towards (execution of activities) and achievement of coverage; c) the activities of exchange between countries - planned to produce this result - did not manage to concretize a common strategy through the methodology that was used in the Forum, d) The development of a regional strategy as a benefit to positioning the subject was not anticipated. In this respect it is notable that the regional installations of the programme are not accompanied by models in response to the objective of "coming together and exchanging" that is proposed in the design, and in response to the explicit demand of the participant institutions, which is captured in this evaluation.

The systematization document from last July's regional forum, does not take into account a multi-country strategy either, but has limited coordination efforts with respect to the specific topics. In this way, we considered that the coordination between countries is sometimes confused with the production of a regional strategy. The regional is not the same as the national concept; and in this sense, the project requires in addition the generation of a common strategy that regulates, integrates and coordinates the different actions across the countries. In our opinion this can be obtained from the generation of meeting points that allow the establishment of shared lines of actions in conducting the project in the different territories. In that way, the requirements of the project can be responded to adequately.

## 2.2.7 Financial resources

### a) Sources of financial resources

The main financing source of the Project comes from the sum of partner contribution from the countries. It is appraised in Table N° 4 that this source represents 57,4% of the total budget. The other source of financing comes from the USDOL contribution and that represents 42,6% of the total. The following tables allow the partial analysis of the budgetary execution of the project based on the available information from ILO-IPEC. Unfortunately, information on the breakdown of partner contributions in the budgets is not available, nor on the breakdown by component of this contribution, which would have allowed a more detailed financial analysis.

Table N° 4: Sources of Project Financing  
Allocated Budget (thousands of US\$)

Sources of Financing	2004-2007	
	Amount	%
USDOL	5.500.000	42.61%
Chile	2.859.000	22.15%
Colombia	2.505.200	19.41%
Paraguay	385.800	2.99%
Perú	1.657.600	12.84%
Subtotal Countries	7.407.600	57.39%
<b>TOTAL</b>	<b>12.907.600</b>	<b>100%</b>

Table N° 5 displays the budget currently in use. The information was provided and validated by the Programme Management (CTA). It can be appreciated that the direct costs<sup>35</sup> represent 58.7% of the budget, whereas the indirect costs<sup>36</sup> (in yellow) are equivalent to 41.3%. In other words, for each US dollar directly invested in the beneficiaries, there is an indirect cost of 0.41 cents which is in our opinion elevated, in comparison with the indirect costs of other programmes. Nevertheless, it seemed suitable given the work demanded of the NPOs, analyzed in efficiency point 2.

<sup>35</sup> They correspond to the costs directly associated to the production of the components (goods and/or services) that the project delivers to its users or beneficiaries (expenditure scholarships, subsidy amounts, cost of food rations, taff payments for those who work directly in the delivery of the services, etc.).

<sup>36</sup> On the other hand, they are all indirect costs, associated with generating the support services that the programme needs to operate and to produce the components; They are defined by IPEC as those that include: staff and administration charges, and more expenses in support of the programme. The support services of the project generally constitute indirect costs, they are tied to functions such as management, staff-selection, staff training, accounting, planning, evaluation and supervision, management control, legal consultancy, etc. It is also possible to consider the contracting of studies and special consultantcies as part of the support services of a project.

Table N° 5: Distribution of the Budget currently in use  
2004 to 2007 (thousands of US\$)

ITEM	Distribution In (US\$)	% on the Total
Staff	1.368.444	24.88%
Administration	285.080	5.18%
Subtotal	1.653.524	30.06%
Component 1	381.366	6.93%
Components 2 and 4	707.022	12.85%
Components 3 and 5	2.006.120	36.47%
Program Support	617.244	11.22%
Increase in costs	134.724	2.45%
Total	5.500.000	100%

With respect to **the direct costs**, the highest budgetary items corresponds to components 3 and 5 of “Direct Action” (36% of the budget), that includes the actions of prevention and withdrawal of BGA from CSE and CDL (US\$ 2,006.120) and that are properly justified.

Table N° 6 presents the budget assigned by component and country. It can be appreciated that the direct costs of Paraguay are the highest, representing 79.4% of the total and the costs of Chile are the lowest and equivalent to 64.2%. Also the indirect costs (first column) are equivalent in average to 27.4% of the budget, Chile is the country with greatest relative direct cost. This cost is explained by the hiring of a professional in SENAME paid by the project. On average for each US dollar invested directly in the beneficiaries, there is an indirect cost that ranges between 21 cents in Paraguay, 24 cents in Colombia, 29 cents in Peru and 36 cents in Chile. The indirect cost of the countries is in our opinion more adequate than the indirect costs of the project as a whole, with the exception of Chile.

Table N° 6: Budget allocated by component and country  
of the Project (US\$) 2004-2006

Year	Indirect Costs	Component 1	Component 2 and 4	Component 3 and 5	Total
Regional and ILO <sup>37</sup>	1,406,438	91,366	150,000	0	1,647,804
Chile	171,456	46,000	80,000	181,193	478,649
Colombia	293,181	82,000	210,000	624,683	1,209,864
Paraguay	231,004	92,000	156,500	639,081	1,118,585
Perú	303,413	70,000	110,522	561,163	1,045,098
<b>Total</b>	<b>2,405,492</b>	<b>381,366</b>	<b>707,022</b>	<b>2,006,120</b>	<b>5.500.000</b>

Source: Information provided by OIT-IPEC

With regards to **the direct costs**, the highest budgetary item corresponds - in all the countries- to components 3 and 5 of “Direct action”, representing 38% of the total budget in Chile, 52% in Colombia, 54% in Peru and 57% in Paraguay. The smaller proportion in Chile corresponds to the fact that the amount is destined exclusively to prevention actions, with the withdrawal covered by the fiscal contribution of the country.

In Table N° 7 the total effective expenditure on the project for the evaluated period is displayed. It can be appreciated that the budgetary execution is near 69% for the period 2004-2006, which is explained by a delay in the initiation of the project activities. Component 1 is the one that displays the greatest execution expenditure (82%) which is in line with the degree of progress presented in its activities. On the other hand the components of “direct action” are those that display the least effective expenditure which is also explained by a delay in initiating the activities.

<sup>37</sup> The following budget lines are included: 11.01, 13.01, 13.06, 15.01, 16.01, 16.50, 16.51, 17.50, 68.01 y 71.01. The resources of the Programme support costs (617,244) are destined for general costs of the ILO and are not used by the project.

Table N° 7: Distribution of Expenditure (\*)  
2004 to 2006 (thousands of US\$)

ITEM	PROJECT TOTAL	Effective Expenditure 2004-2006	% Budget execution	2007 Future Budget
Total staff and administration (**)	1,653,524	1.151.085	69,61%	502,439
Component 1	381,366(***)	313.016	82.08%	68,350
Components 2 and 4	707,022	505.472	71.49%	201,550
Components 3 and 5	2,006,120	1,329,792	66.29%	676,328
Subtotal Components 1-5	3,094,508	2.148.280	69.42%	946,228
Programme Support Costs at 13%	617.244	438,818	71.09%	178,426
Provision for expenditure increases	134.724	40.952	30.40%	93,772
<b>TOTAL</b>	<b>5.500.000</b>	<b>3,779,135</b>	<b>68.71%</b>	<b>1,720,856</b>

(\*) Includes what was spent effectively between 2004, 2005 and spent and committed until ends of 2006.  
(\*\*) Includes US\$ 60,000 of intermediate and final evaluations.  
(\*\*\*) Approved Budget for the donor in the approved budgetary revision in May 2006. Includes 11.01, 13.01, 13.02, 13.03, 13.04, 13.06, 13.07, 17.01, 17.02, 17.03 y 17.50.

Table N° 8 displays the effective expenditure broken down by country. It is appraised that the budgetary execution of the countries is on average 69.7%, and ranges from the highest relative proportion that corresponds to Peru (75%), to Colombia (74%), Chile (67%) and Paraguay (63%), for period the 2004-2006. In all the countries, it is corroborated that component 1 is the one that presents the greatest execution of expenditure (average 83%) which is in line with the level of advancement presented in the activities of this component. On the other hand, the "direct action" components display the least effective expenditure (average 66.4%) which is also explained by a delay in initiating the activities.

Table N° 8: Distribution of the Expenditure by Country (\*)  
2004 to 2006 (thousands of US\$)

COUNTRY	Assigned Indirect Costs	Expenditure and % Execution	Allocated Component 1	Expenditure and % Execution	Allocated Components 2 and 4	Expenditure and % Execution	Allocated Components 3 and 5	Expenditure and % Execution
Regional and ILO	1,406,438	942,908	91,366	43,711	150,000	90,385	0	0
Chile	171,456	113,82 66,38%	46,000	36,000 78,26%	80,000	18,495 23,12%	181,193	152,145 83,97%
Colombia	293,181	195,226 66,59%	82,000	80,119 97,71%	210,000	205,470 97,84%	624,683	417,068 66,76%
Paraguay	231,004	164,954 71,41%	92,000	91,989 99,99%	156,500	95,640 61,11%	639,081	352,819 55,21%
Perú	303,413	213,947 70,51%	70,000	61,197 87,42%	110,522	95,482 86,39%	561,163	407,760 72,66%
Total	2,405,492	1630,855	381,366	313,016	707,022	505,472	2,006,120	1,332,578

Source: Information provided by ILO-IPEC

## b) Analysis of efficiency

As a measure of the efficiency of the Project, the cost of direct intervention is considered per beneficiary. The aim is to establish the value for the beneficiary of the activities. Table N° 9 presents the projected investment of components 3 and 5, the goal of projected coverage and the goal obtained, and the average cost per BGA beneficiary. This information is broken down by country. In general terms, the projected investment with respect to the goal of coverage (number) of direct beneficiaries (4.960 BGA in CSE and CDL), i.e. the approximated cost per beneficiary

corresponds to US\$404.50, which when spread over an average of 15 months<sup>38</sup> would give a considered cost of US\$26.90 per month per beneficiary (or less than US\$1 per day), which in any scenario represents an amount insufficient for an intensive action of prevention and withdrawal. Nevertheless, it should be emphasized that this conclusion must be considered with caution because the estimation of the months is not precise and could distort the costs.

To date, with effective expenditure in components 3 and 5, equal to US\$1.329.792, a total coverage has been obtained - according to what has been reported by the project officers<sup>39</sup> in each country - of 3.831 BGA, (which is 81%), which is explained in many cases by the fact that the institutions re-targeted a population with whom they had already been working in all the countries. With respect to the investment relationship established and the coverage of direct beneficiaries in CSE and CDL achieved, it can be estimated that the cost per beneficiary could be US\$347, which, distributed on average across 15 months, would give an approximated cost of US\$ 23 per month per beneficiary, which equates to almost 4 dollars per month less than the projected cost.

**Table N° 9: Average cost per BGA beneficiary (\*)  
2004 to 2006 (thousands of US\$)**

Country	Goal	Coverage 06-2006	% achievement	Allocated budget Components 3 and 5	Projected cost BGA per month	Effective Expenditure Components 3 and 5	Effective Costs BGA per month
Chile (**)	716	580	81%	181,193	US\$42	152,145	US\$44
Colombia	1.096	1.112	101%	624,683	US\$38	417,068	US\$25
Paraguay	1.190	1.101	92.5%	639,081	US\$36	352,819	US\$21
Perú	1.720	1.038	60.3%	561,163	US\$22	407,760	US\$26
<b>Total</b>	<b>4.722</b>	<b>3.831</b>					
(*) Data provided by the Project Officers in each country							
(**) Correspond only to prevention for 6 months							

The analysis of the effective expenditure relationship with respect to the coverage target obtained by each country excludes the case of Chile because it is an outlier that distorts the data <sup>40</sup>. For the rest of the countries the average estimated cost per BGA beneficiary is US\$24 per month, which is relatively lower than the projected investment cost.

In conclusion, it is not possible to assert in a reliable way the cost per BGA beneficiary. On the one hand, the diversity of strategies and models used for the direct intervention of BGA in CSE and CDL and, on the other the insufficient disaggregation of financial information by country, do not allow the establishment in a reliable way of a "cost per beneficiary". The estimate is even less likely in an environment where, in relation to the reintegration process, the same range of services are not necessarily supplied in all cases and the duration or timeframe of the programmes differ. Since the institutions consider that the projected terms and costs are low for achieving effective withdrawals, it becomes necessary then to consider by country the intervention cost per beneficiary. In this exercise, the current scenario of intervention must be considered, in terms of staff endowment and the quantity of services supplied, and the optimal scenario must be defined or identified to be able to establish with certainty if the programmed costs and terms are adequate or require a revision. This must be evaluated establishing a homogenous definition of "withdrawal" that is different from "withdrawal by services".

<sup>38</sup> The range of duration of the mini-programs vary clearly, considering for example the prevention programs in Chile with a duration of 5 months to programmes with a duration of 22 months. The mode (that is to say, the most frequent term found amongst all the countries) is 15 months.

<sup>39</sup> The coverage target does not coincide and each official is asked to verify the information sent, which was carried out. Therefore, the analysis can trust sent data.

<sup>40</sup> This time, in the case of Chile, it was divided by the real months of intervention which were not made earlier when the average execution of 15 months was calculated.

## 2.3 ANALYSIS OF EFFECTIVENESS AND QUALITY (achievements and difficulties) OF THE PROJECT

### 2.3.1. Component 1: Generation of knowledge and exchanges

**Immediate objective 1:** Comparable and quality information with respect to the characteristics and the magnitude of CDL and CSEC in selected countries available and used by key actors.

**Summary of results:** The studies show a good degree of progress. The number of institutions that implement good practices is high, nevertheless those that use information from the project are few. The actions carried out to provoke the exchange of experiences and knowledge between the partners of the project have been insufficient. The monitoring system of the project displays strengths for the follow up of cases and the evaluation of processes. Important weaknesses are maintained as far as the measurement of the concept of withdrawal.

Analysis of coverage: the targets relative to the number of institutions that implement good practices have been exceeded in almost all the countries (400% in average). The level of achievement of the target of the second indicator is relatively low and is equivalent on average to 24% of institutions that use data generated by the project (see Annex N°3).

**Product 1.1:** Studies with respect to important subjects relative to CDL and CSEC about the demand for CSEC (profile of the clients and related cultural patterns) and a “map” (location) of the CSEC supply in the important cities of each country.

A regional study on CSE has been carried out with research in each one of the countries, under the coordination of Colombia. The coordination of the final study (still in execution) was transferred to Chile with the purpose of obtaining the product in the established timeframe. The individual studies of Colombia, Peru and Chile are finished and Paraguay is in its second preliminary draft. The preliminary results indicate that there is no specific profile associated with the demand (consumers) for CSE; nevertheless, it is possible to distinguish certain predominant distinguishing characteristics. With respect to the study on the vulnerability of CDL and the factors of prevention between poor urban and rural families, there is an advancement in this matter in the four countries, and only the studies of Paraguay and Colombia are completed. Finally, the study on the relationship between CDL and CSEC, has not been carried out. Apparently, it was decided to integrate this subject into the regional and national TORs in both investigations, which seems suitable if it is the case that the mentioned studies effectively target a specific chapter to include this item. In conclusion the three anticipated studies have been completed but not yet published.

**Product 1.2:** Effective strategies and tools to fight CDL and CSEC available for policy agents, employees of the government and those who work in these areas.

The actions developed are insufficient to cause the exchange of experience and knowledge that was desired. To date, a forum has been held, that in the opinion of the institutions that attended did not fulfil the objective to exchange experiences. That instance was perceived by some participant institutions as “work-overload” and with “instrumental” aims. In this sense, there has been a greater exchange between the national coordinations, but this was not sufficient to transmit the knowledge and the experience between the executing organizations of the APs, which leads to a dispersion of the activities and affects the development of a common and coherent strategy. On this matter, the institutions have insisted strongly in the interviews in this evaluation and the return workshops, on the necessity to improve the exchanges of internal and regional experiences.

The Forum Report identifies some conclusions that support the analysis made by this evaluation and raises other problems that are worth emphasizing: Firstly, the forum at the design level of the project **was raised as a medium of exchanging experiences**. That explains why *“a good number of participants arrived with the expectation of getting to know the different experiences that had come together in a more detailed way”*. We believe that the regional coordination could be better achieved, if the Forum supported the exchange of information as was proposed in the initial objectives.

Secondly, the analysis carried out in the systematization document of the Forum, on the causes that affected the development of a regional strategy, is not absolutely correct *“the approach to the three problems (Trafficking, CSE and CDL) from the institutional, cultural, social and political processes that they share, are faced with the fact that the great majority of specialists present in the forum are working on the problem of CSE, lowering the priority of the CDL subject, which had a smaller representation, this situation is reproduced in the other countries and, sometimes, within countries”*. The forum did not manage to produce a common approach because: a) there was a conceptual dispersion for addressing the three problems. The theoretical advances were not effective in forming an analytical framework and a unanimous criteria to understand the problem and to adequately separate the causes from the effects and b) the interviews indicate that the instances of reflection relating to the work of the teams are rare and this leads to their focus and work hypotheses not being examined in a systematic way.

Thirdly, the Forum methodology for the development of a regional strategy is not considered relevant<sup>41</sup> because it is designed as subject-specific; instead of generating a discussion that – relating to BGA vulnerable to rights-abuse in any kind of situation (be it in CDL, CSE or Trafficking) - produces a common viewpoint to address the problems. And what it produces in reality, the group proposals - displayed in Annex 1 – are no more than a distinct set of activities on three different subjects.

With respect to updating the database for the monitoring of the “Tejiendo Redes” project, progress has been observed in all the teams. Nevertheless, there are weaknesses that affect the usefulness of the system, of which the following stand out: a) Lack of evaluation capacities in terms of the human resources that operate the system and measure the indicators, especially the qualitative ones; b) There is no standard instrument that can be used to measure the qualitative indicators and that ensures the reliability and validity of the information collected; and c) common criteria have not been defined that collects comparable qualitative information on personal development and family protection; d) a more general fault is related to the infrastructure available to manage the database: the teams in some countries lacks fast operating systems and take a long time to send their information. On the other hand, it is necessary to prevent the information being produced without the necessary opportunity to feedback to the key actors.

### 2.3.2 Component 2: Legal framework and favourable contexts for the work in CDL

**Immediate objective 2:** Legal, institutional and cultural framework favourable to the beginning of an effective action against CDL in Colombia, Paraguay and Peru.

**Summary of results:** The generation of a legal and institutional framework favourable to effective action against CDL, has been until now relatively successful but has not translated into a greater effectiveness in the application and sanction of laws. The development of coordinations supported in the Action Plans of each country is notable, to implement actions of sensitization in CDL, nevertheless for the execution of the plans there are shortfalls in the integration of the different local levels with the national level and of intersectoral networking at the local level. The training actions developed are not executed as systematic and integral processes. The campaign strengths are that they visualize the subject, and adequately connect the subjects of CSE and CDL; their more serious threat will be seen in component 3 from some co-executing institutions with messages that guarantee the permanence of BGA in CDL.

Analysis of coverage: the goals relative to the number of legal proposals for harmonization are almost fulfilled; The level of achievement of the second indicator target is low and is equivalent on average to 24% of institutions that develop specific activities against CDL; the relative goal for the number of people that believe that CDL and CSE must be eliminated, has been exceeded in Paraguay, Colombia and Peru; Chile shows a good level of achievement (82%). (see Annex N° 3).

<sup>41</sup> The people interviewed agree that the evaluations that the methodology employed in the Forum “did not allow discussion, there was no time to exchange experiences, the subjects were mixed...” The analysis made in this evaluation carries out on the Forum Report corroborates the opinions of the interviewed people.

**Product 2.1:** A proposal to harmonize the national legislation on domestic child labourers with respect to the ILO Conventions, developed and discussed.

In **Colombia** a new Law on Childhood will be brought into operation that revokes the previous Minor's Law (Código del Menor) (which was in operation for eight years), which manages to harmonize the national legislation with the international, to increase the minimum age for work to 15 years of age. This law was promoted by the "Alianza por la Infancia" (Alliance for Childhood), with the support of "Tejiendo Redes". The legal framework is adequate, which is why efforts have been focused in other areas.

In **Peru**, the Law on Children and Adolescents (Código de los Niños y Adolescentes) (Law 27337) recognizes the right of adolescents to work (article 22) and establishes the minimum working age as 14 years old. The Peruvian State is a signatory of the Convention on the Rights of the Child, which in article 32 establishes that the States must protect children against economic exploitation and against the performance of any work that can be dangerous or can obstruct their education and it invokes an exception for countries whose educational developments are insufficient.

In addition, **Peru** has ratified Convention 138 that establishes the minimum age for work as 15 years. This could be interpreted as an implied deviation from article 22 of the already mentioned Law on Childhood (Código de la niñez), because in agreement with a widely recognized legal principle, the latter law revokes the former in all manners in which they are opposed.

The situation became even more complex when last July, the Government included domestic child labour in the house of an employer in the list of dangerous work. This, which at first glance can be seen as an achievement, has legal consequences that are as yet not clearly determined as the minimum age for the performance of dangerous tasks is 18 years old. This means that domestic child labourers under 18 years old have been placed in a condition of illegality, not only the children under 14 years of age. The "Tejiendo Redes" project supported the creation of a modification proposal to the Code of the Childhood (Código de la niñez) chapter on child labour in the last legislature, to harmonize it with Convention 138, which was not yet approved in that period. Now the project sets out to once again initiate the sensitization and lobbying efforts with the new legislature, to raise a new discussion on the proposal.

In **Paraguay** on the 22<sup>nd</sup> March 2005, Decree N° 4951 was promulgated by the Executive Power that regulated Law 1657 in 2001 and approved the list of dangerous child labour tasks (Convention 182). The decree of the Executive Power predicts 26 tasks that conform to dangerous child labour, among them, modelling work with child pornography (N° 19), domestic child labour and servitude (N° 22), those that imply transfer to other countries and periodic transit from the borders (N° 15), etc; establishing in addition the prohibition of children under 18 years to engage in these activities.

With CDL, article 4 of Decree 4951 establishes that domestic labour will be authorized from the age of 16 years old upwards, whenever the education, health, security and morality of the adolescents is guaranteed. The Law on Childhood and Adolescence (Código de la Niñez y Adolescencia) (Law N° 1680) establishes in article 55 that the Municipal Council for the Rights of the Boy, Girl and Adolescent (CODENI) will have to take a special registry of adolescent workers, and that this body will provide the regional labour authority the registry data to correspond with the control of fulfilling the norms of labour protection. They will also be able to regulate the schedule of time-off and holidays. Considering that the legal framework around this subject in particular is adequate, the project would have to reinforce the training actions in this field.

In the case of **Chile** this product does not apply.

**Product 2.2:** The key institutions and those responsible for decision-making receive technical assistance and establish programmes and policies to fight CDL.

In **Colombia** the Third National Plan for the Eradication of the Child Labour was approved with the technical and financial support of the Project. This Plan, which also factors in the protection of young workers, prioritizes the WFCL. Furthermore, within the framework of the national policy on the elimination of WFCL, there are local plans centred on the WFCL, as in the case of Palmira that prioritized CDL, as well as in Kennedy in Bogota and Medellín. These local

processes in the cities of execution have been supported by the project. In addition, agreements have been made with public institutions for the BGA support, mainly in terms of educational quotas.

The Committee for the prevention and eradication of child labour has shown great commitment. With this Committee, the ILO signed an act of intention in May 2005 with the purpose of uniting efforts for the institutional strengthening destined for the prevention and eradication of WFCL, including CL and CSE. The Committee has produced a local operative plan for the prevention and eradication of CDL and CSE at the national level. For example, with the National Association of Businesspeople in Colombia, a contract was signed to sensitize employers, destined to prevent and to eradicate WFCL. For this, communications materials were produced that have been distributed amongst companies, and workshops have been held with businesspeople.

In training, members of the District Council for intrafamilial violence and CSE have been engaged. The training methodology for staff that has encouraged the partner in Colombia (FRB) to utilize the model of personal development, seems adequate to promote changes in perceptions of behaviour in Bogota, Medellín and Palmira. In the case of Medellín in particular, two day workshops with twelve representatives of different institutions have been held. The teams report that the staff have indeed been sensitized, but concrete commitments have not yet been achieved on the part of everybody.

In **Peru**, there is a National Plan of Action for Childhood and Adolescence (2002-2010) and a National Plan of Prevention and Eradication of Child Labour, produced by the National Steering Committee for the Prevention and Eradication of Child Labour, in which the ILO participates, and this has had the technical support of the project. Recently, as earlier indicated, by Supreme Decree 007-2006-MIMDES of the 21st July 2006, the government approved the list of dangerous work activities, which includes domestic child labour in an employer's house. The inclusion of CDL into the discussion of the law against Trafficking in People has also been supported, as an expression of labour exploitation - the future of trafficking, and this concept has been contemplated in the definition of this Law.

The training has been carried out in particular with local employees of the institutions of the legal sector, with police and teachers in some regions. An important effort has been made to train the teachers who are delivering the educational reinforcement in the prevention of CDL, as well as night school teachers. In Arequipa, for example, 35 teachers were trained with a pack produced and facilitated by the project. Nevertheless, the weakness of this activity is that it is not executed in a systematic way, which diminishes its potential effect on the decisions that key actors must take. On the other hand, the technical assistance has done little work on the subject of implementation of a CDL registry system.

The reports of the interviewers indicate that detailed activities of sensitization have been carried out, but evaluated as insufficient for the generation of capacities for rights protection. For specific technical support actions, consultants have in general delivered good work at the proposal level, but without the same level of quality in practise, in terms of technical support and follow up to the key actors. With respect to the implementation of a CDL registry system, there is an obligation at the Municipal level in the countries to register CDL; however it was revealed in the evaluation that this obligation is not fulfilled.

In this country, in general agreements have been obtained with public institutions for the support of the BGA targeted by the project, in terms of health-care and education. In the case of Cuzco in particular, the Centro Bartolomé de las Casas signed an agreement with the Local Education Management Unit, formalized through a Directorial Resolution. In the case of Iquitos, an excellent collaboration with the police has been achieved. The NGO that executes the withdrawal project (La Restinga) maintains constant communication for the exchange of information and support on the part of the police. Nevertheless, it is necessary to say that in some regions, the inter-institutional coordination has been difficult (as much between NGOs themselves, as between NGOs and GOs). In some cases, the institutional focuses and requirements clash with the flexibility required by the project for its execution, given the unique difficulties of the problems being targeted.

In **Paraguay**, from the enactment of the Code of Childhood (Código de la Niñez), the State in coordination with civil society organizations and international cooperation agencies have designed the National Plan of Action for

Childhood, that incorporates actions in relation to CDL, within the specific policies. In addition to this are the strategic operations proposed in the Plan for Eradicating Child Labour, which offers a normative framework to give an effective boost to interventions in the situation of children and adolescents that work in other people homes.

The National Plan of Action for Childhood and Adolescence, elaborated by the National Secretariat of Childhood and Adolescence (SNNA), considers the creation of a National System of Integral Protection and Promotion of Childhood to fulfil the requirements of the national policy. Also, the SNNA proposes 2 sectoral plans: a) Prevention and Eradication of Child Labour and Protection of the work of adolescents, and b) National Plan of Prevention and Eradication of CSE of BGA, elaborated by the SNNA. An interesting union between the SNNA, the Ministry of the Interior (Ministerio del Interior), Ministry of Education and the Secretariat of Tourism has established the basis of this Plan. Nevertheless, the National Plan as well as the Sectoral ones lack budget for their implementation and therefore, they are subject to the will of the other ministries or secretariats for their execution. On the other hand, in the opinion of those interviewed, this coordination at central level, does not embody the joint actions at local level nor has it signified the establishment of institutional frameworks and procedural consensuses on the protection of BGA, that operate as permanent lines of institutional policy

Within the framework of the Policy and Plan, the project has supplied a set of training activities to the police, teachers and actors in the tourism sector. Together with this, activities of constant technical consultancy have been carried out with the Ministry of the Interior, the Secretariat of Childhood, the Secretariat of Tourism and the Ministry of Education. A positive externality of the police training is the commitment on the part of the Ministry of the Interior to allocate 50 police officers trained in protection of rights, especially in relation to CDL and CSE, in 50 districts around the country.

It is necessary to emphasize that in this country, the project supported the production and definition of technical procedures of a registration card for adolescent labourers in CDL, and has planned to support the training for its implementation. CODENI will have to create a special registry of adolescent labourers, that it will provide to the regional labour authority, to monitor the compliance with the norms of labour protection. The danger is that the registration card stays in the drawer of the Ministry because the regional labour authority (inspectors) do not carry out their roles of supervision, a threat indicated by a Ministry of Labour Adviser. In addition, the project gave technical consultancy to 60 schools for the readjustment of the school registration card, promoted by the Ministry of Education<sup>42</sup> for the detection of CDL. This constitutes a tool with lots of potential for the development of prevention activities.

In the case of **Chile** even though this product does not apply. There is a National Policy on Childhood and Adolescence and an Integrated Plan of Action, for the period 2001-10 that advances towards a policy of recognition of children's rights as obligations for the State, the families and the society. Its clearest weakness is that there are no fundamental advances in its implementation. On the other hand, it has continued in a process of training the education, health, police and research teams by virtue of the system of registry of the Worst Forms of CL. It should be highlighted that the project - in the opinion of the interviewers- is contributing in a significant way to the generation of capacities for the identification of WFCL, its registry and the unification of procedures and criteria.

**Product 2.3:** The key actors and public opinion in general are sensitized in the selected countries, as far as the scale, characteristics, risks and the dangers of CDL.

In general terms it is important to establish that the awareness raising campaigns manage to connect the problems of CDL and CSEC adequately, and to work on them from a Worst Forms perspective associated with the rights of the BGA.

In **Colombia** the previous project on CDL produced an excellent communication campaign on the subject. The materials and experience of the previous campaign have been utilized as inputs for the sensitization actions, developed by a range of actors. The sensitization carried out with the National Association of Businesspeople of Colombia, ANDI, and with the two trades union (CUT, in Medellín and the CGT in Bogota), to achieve the active involvement of these two sectors - employers and workers - who are key in the prevention and eradication of WFCL.

<sup>42</sup> There is a ministerial decree that modifies the registry card in all the countries introducing questions about CDL and the detection of child labour in general.

In **Peru** an established communication strategy does not yet exist. Recently a consultant was hired with this mandate. Until now, the focus has been on establishing a presence in the media on certain significant dates such as the beginning of classes, when attempts are made to raise the subject of the right of BGA to education, and the breach of those rights in the case of CDLs, onto the news agenda. Also, a media presence has been obtained on the Day of the Domestic Worker and on the 12<sup>th</sup> June, World Day Against Child Labour. In the local context, there have also been some communication products elaborated such as radio slots and press releases in Arequipa. Nevertheless, there is not yet a global strategy that integrates the communication actions into the national, regional and local context.

As part of the prevention process, sensitization activities have been carried out in the community context with families, teachers and other actors, in Arequipa and in Cuzco. These have had diverse results: although some people have responded very positively – female teachers, above all - others have not yet obtained the expected results. The teams of the APs demonstrate that the sensitization of teachers and employees is difficult, many of which continue putting up a resistance and in some cases engage in open confrontation. Follow up and more time is required to achieve changes in this cultural context.

In **Paraguay** the strategy of the national campaign has not yet been executed, in spite of this the local campaign in Encarnación has been completed. It should be noted that the proposal of the national campaign is coherent and includes different strategies (workshops, the media, materials, drama) to position the subject; strategies that seem coherent and suitable. The campaign of Encarnación has been successful in raising awareness of the problem of CDL in the public eye and in local institutions.

An important weakness in Paraguay is the evident disassociation of the activities of direct intervention and those of sensitization and training on CDL. According to those interviewed “the partners work separately, there are no on-going coordination mechanisms” which reiterates the messages coming from the trainings and sensitizations. That is to say, what is put to the public on CDL, is not necessarily the same message that is delivered in direct intervention. A strength in this sense is that the teams that are developing the national strategy of the campaign agree with this evaluation and have requested to work with all the partners of the project to correct these deficiencies, which the project supports. Together with this, development has begun on the sensitization of journalists with respect to CDL and appropriate material is being produced in order to incorporate the subject into their news and analysis.

A notable element of the campaign in Encarnación is the denunciation of cases in relation to the CDL problem. Nevertheless, this constitutes a risk factor as well, because the campaigns rest on the assumption that there is an institution that collects and logs the denunciations (CODENI, for example). According to the reports by CODENI in Encarnación there is no budget for the intervention and care of BGA, there are no networks for them to turn to, and there are no standardized, consensual and clear procedures on the functions that each public service must perform in order to resolve this problem.

The project has provided technical support to the Ministry of Education to include a learning module within the school curriculum of the country on rights associated to Worst Forms of Child Labour, this consultancy has been successful in managing to produce the curricular adjustment and a good understanding of CDL and its dangers, on the part of the educators.

In **Chile** this product does not apply.

### 2.3.3 Component 3: Effective models on CDL

**Immediate objective 3:** Effective pilot models developed for the prevention and withdrawal of boys and girls from CDL.

**Summary of results:** The project reports a high number of beneficiaries, who are offered different services of an educational nature and others. To date, the results indicate that: a) the goal of CDL prevention will be obtained and it is possible that in some countries it will be exceeded; and b) in most of cases, there are doubts about ending the CDL

activity, which are expressed below:

In relation to CDL withdrawal, one of the most relevant deficiencies is that *in many cases the child domestic labour under the legal age does not end*<sup>43</sup> (see definition). The working strategies of some institutions seem to support the permanence within their jobs and the improvement of labour conditions of boys and girls are limited, as is the chance of “relocation or transfer of children to a foster home” (Paraguay and Peru). In general in the withdrawal model, a primary focus is laid on prevention in the actions of the institutions, partly due to the absence of other complementary services.

The goals for training target groups (such as schools) and sensitization are being achieved at the expected level. Nevertheless, in some cases the prevention of CDL is presented as precise actions, a set of “sensitizing” activities, more than the development of a process that is part of a prevention model for the BGA in CDL and that includes systematic monitoring. The prevention model based on the school must be reviewed in a way that homogenizes definitions and approaches.

Analysis of coverage: The statistics that are presented here only correspond to what is called the “withdrawal by services”, a concept already discussed. The level of achievement of the goals of “withdrawal by services” of BGA reaches its highest result in Peru with 170%, followed by Colombia with 81% and Paraguay with 61%. With respect to the number of BGA above the legal age whose rights have been protected, the data in the countries is erratic, showing a coverage that ranges between 13% of achievement in Paraguay and 200% in Peru. (see Annex N° 3).

**Product 3.1:** Intervention Models for prevention, implemented in 15 urban and rural communities that either have a high prevalence of CDL or that send boys and girls to be CDL in other places, with the objective of preventing at least 1.202 boys and girls from becoming CDL.

In general terms, the strategy to work with schools is evaluated as adequate in the sense that it managed to install capacities at local level. In the **prevention model**, the “commitment” that the regional project has made on the matter of schooling support for the target population has turned out adequate and an important move on behalf of the project, for two fundamental reasons. Firstly, the relationship with the lack of access and the expulsion of the BGA in CDL from the education system; and second by the serious deficiencies in quality and coverage of the education system in some countries like Peru, according to all the public and private institutions interviewed. As a result of this commitment to the project, the following strengths and advances have been identified: a) it has allowed the improvement of the BGA’s understanding of the academic aspects of their formal education, b) it has contributed to improve the self-esteem and security of BGA, as well as opening their minds to personal development.

Nevertheless, this strategy must be considered with caution because the responsibility of detection and prevention is being handed over to these bodies, in circumstances where they still show many weaknesses in confronting the problem in a coherent and relevant way, precisely because in many cases they are part of the problem. Some institutions that must provide the technical attendance in CDL have serious shortcomings in the approach to working with BGA in CDL.

In **Paraguay** a successful program of technical support has been established in the Ministry of Education with emphasis on: 1) the incorporation into the school curriculum of a module on human rights, WFCL and labour rights; 2) the generation of capacities in teachers, directors and supervisors for the detection and prevention of CDL. This has worked in tandem with the implementation of the SCREAM methodology; 3) the development of consensus for the sensitization workshops with BGA and 4) the adjustment of the school registry card to incorporate the working background of the BGA and detection of possible cases of CDL. 102 school directors and 24 educational supervisors have been trained; 364 teachers and 2500 BGA have participated in the workshops executed. In the year 2007, the extension of certain areas of the Project to other municipalities has been programmed. As far as the sensitization

<sup>43</sup> children withdrawn: this refers to those children who were found to be working in child labour (i.e, work that should not be allowed for children) **AND NO LONGER WORK** in such unacceptable work as a result of educational services and/or training opportunities or other non-educational related services provided by the project. This category includes children completely withdrawn from child labour, as identified by ILO conventions Nos 138 and 182.

processes, the results of the SCREAM methodology for the prevention of CDL, executed by teachers in 60 schools, indicate that it is valued as a useful tool and that in addition it has generated other positive externalities, such as its application to other school subjects and the strengthening of the teachers' planning abilities.

The prevention activities for CDL, have been developed by "Global Infancia" in coordination with the Secretariat of Childhood and the National Commission on the Eradication of Child Labour (CONAETI). The prevention activities have been developed specifically in communities considered at high risk, managing to date to cover 99% of the programmed goal. Work has been carried out with schools in Asuncion and Central that has obtained a good level of sensitization with the educators. Also, community work has been developed with the social organizations and some church groups in 6 municipalities. This work has been able to develop prevention capacities for CDL in the case of the social organizations, but not the church groups. "Global Infancia" has also developed in coordination with CODENI in the municipality of Encarnación, work with some schools for the execution of sensitization workshops for teachers on the dangers of CDL. After a year of work - only 10 teachers have been recruited as volunteers in the programme. In agreement with the NGO, a systematic process is required that involves at least a year of practical work to generate capacities and a suitable understanding of the problem. Also, families and community social organizations have been worked with in sensitization workshops centred on the negative effects and dangers of CDL.

In relation to the prevention efforts with the originating families of CDL victims the achievement level is low. Of the 75 originating families who constitute the beneficiary population, only 12% of the target has been reached, according to reports from "Global Infancia". Several reasons explain this, the most relevant are associated with: i) the difficulty to locate/contact the families, ii) the fact that the smallest children do not remember their parents or where they lived, and iii) There are factors of risks in the families for BGA in CDL that make the connection impossible. The institution considers that it is possible to develop prevention actions in source communities in general terms, but not necessarily individualizing the specific families. This prevention work in localities and source communities has been developed adequately.

With respect to the generation of clear messages for the sensitization of boys/girls, families and employers of the dangers of CDL, in **Paraguay** important shortcomings persist in the institutions that execute the prevention and direct intervention. There is no clarity in the alternatives and solutions that are raised for the BGA, under the legal age, who tend to maintain that "domestic labour would be preferable to the street". The approach tends to skirt around the family and economic problems and limits it to a matter of "conscience" for the employers. In addition, this perspective contradicts the messages that the CDL campaigns at local level have been delivering, and it reduces the effectiveness of the strategy that the "Tejiendo Redes" project wants to encourage in the country.

In **Colombia**, sensitization workshops on CDL have been held with the local secretariats of education in Bogota, Palmira and Medellín. The verifiable result is that they have managed to achieve registry quotas of BGA helped by the institutions.

In prevention, so far working with the families has been favoured in the framework of the Worst Forms of Child Labour. In the practical experiences that are being implemented common elements exist, but there is no uniformity in the concepts, messages and methodologies. A proposal for the integral prevention of WFCL has been created recently, together with the Technical Secretariat of the Inter-institutional Committee for the Eradication of Child Labour and the Ministry of Social Protection ICBF, with the technical and financial assistance of ILO-IPEC. The document contains a definition of integral prevention and establishes the general outline of the integral prevention proposal, the methodology and indicators. It should be noted that the messages on CDL are adequate. The publication, distribution and training of the executing teams and staff on this methodology **could fill a gap that is believed to exist with regards to lack of consistency in the withdrawal model of CDL.**

In **Peru**, the technical support of the project to teachers has been on two levels: a) training teachers as part of the prevention programme and b) consultancy to the Ministry of Education. With respect to the training, this is still not sufficient to secure the participation of teachers as agents of detection and prevention in CDL. With respect to the consultancy with the Ministry, educational training modules for teachers and students have been produced that include CDL and CSE. The material produced is of a high quality, but the elements employed to measure the level of application of these resources in schools is insufficient. It should be noted that these materials are available on the official Web site of the Ministry of Education.

On the other hand, the general opinion of the institutions that participate more in the project is that the commitment level and involvement of the Ministry of Education in the prevention activities has not been sufficient. However, it is necessary to highlight an experience that is being promoted in the community of Huarahuara (Cuzco); a community identified as a “source” of BGA towards Cuzco and other zones, where efforts are being made to construct a more integral model of prevention. In this area, BGA from primary and secondary school are being worked with in schooling support; mothers are being helped with diverse subjects (e.g. how to improve their diet and feeding the families). Also, community councils are being worked with in the creation of a community diagnosis, in order to identify and to propose solutions to confront the problems that lead to the sending of BGA. The interviews in the community revealed a big interest and a positive impact in the schooling support for students, not only on the academic side, but as far as the personal development aspect and the improved knowledge of their rights. On the other hand, the community council expressed its gratitude for the project’s support as it considers the work carried out an urgent necessity. Furthermore, it has been requested that the project extends its term of support.

With respect to the messages, a similar situation to Colombia is found in **Peru**, because although several withdrawal programmes of CDL are being carried out that commit to personal development as a fundamental principle, each institution develops its own models of intervention (executing the activities in a different way and in different timeframes) and with non-unified approaches.

In Peru, there were few organizations with experience of working in CDL, which affected the execution of the model. In this sense, some conceptual contradictions and significant methodological weaknesses are observed. For example, the same methodology is used for the development of preventative actions and withdrawal. The prevention, has been developed on the basis of sensitization activities in the community context, with families, teachers and other actors, in Arequipa and in Cuzco. These have had diverse results: although some people have responded very positively – female teachers, above all - others have not yet obtained the expected results. The teams of the APs demonstrate that the sensitization of teachers and employees is difficult, in many cases not fulfilling the target. Many of the teachers and employees continue putting up a resistance and in some cases engage in open confrontation.

In Chile this product does not apply.

**Product 3.2:** Assistance provided to at least 1,105 boys and girls for their withdrawal from CDL and at least 713 minors over the legal minimum working age with the purpose of protecting their rights.

In **Paraguay**, the coverage target is 430 BGA. The work assisting the withdrawal of BGA in CDL has been done using intervention programmes in the public network. The level of work with BGA older than 16 years old is adequate. The strategy has favoured direct contact with employers who have sufficient levels of achievement in guaranteeing the rights and in other cases the reemployment of the BGA in other jobs.

Nevertheless, in the case of minors under the legal working age, the reports from “Global Infancia” indicate that of the 278 BGA in the target population, only 10% of those engaged in CDL have left the activity<sup>44</sup> (see definition of the USDOL and ILO-IPEC withdrawal agreement). The other 90% are still practising CDL, and schooling support activities are being developed with them. The reasons given for the low level of achievement as far as ending CDL activity of children under the legal working age, are the following: a) it is estimated that only 20% of the total beneficiary population are able to return to their families because the rest have a high risk of vulnerability; b) another proportion of the BGA that have entered servitude from a very young age do not remember where they lived or who their parents were which makes contacting them difficult; c) the public and private supply at national and local level is insufficient to absorb the surplus of BGA without possibilities of family reintegration; d) the financing for execution of the program and the terms of intervention are undersized, which is why it is the schooling support that has been prioritized.

<sup>44</sup> Withdrawn children: this refers to those children who were found to be working in child labour (i.e, work that should not be allowed for children) **AND NO LONGER WORK** in such unacceptable work as a result of educational services and/or training opportunities or other non-educational related services provided by the project. This category includes children completely withdrawn from child labour, as identified by ILO conventions Nos 138 and 182.

Even though there is a real supply problem with reference centres or alternatives to care for withdrawn BGA that cannot return to their families, the prior argument does not constitute support for the permanence of BGA under the legal working age in their jobs, only making “commitments” to improve the labour conditions of the boys and girls through sensitization of the employers. This approach contradicts what the project has established and - in addition - ignores the fundamental family and economic problems, turning the issue into nothing more than a matter of conscience for the employers. Furthermore, even when there is the intention “to respect all the rights of the BGA”, the project does not have the capacity for control and constant monitoring to assure that the rights of the BGA would not continue to be jeopardized.

In **Colombia**, the coverage target is 340 BGA. Withdrawal actions have been carried out in Bogota and Palmira. In general, the institutions do not speak of withdrawal, but of “withdrawal processes” and in this sense a re-evaluation is necessary of the resources and timeframes for achieving the planned targets. On the other hand, the project has just begun to implement the work and the coverage reported so far is of 33% (113 BGA) of the target group. In addition, the teams raise doubts about achieving the objectives of withdrawal and restitution of rights for the whole population. In order to measure withdrawal, information is stored on a database including school attendance, participation in club activities and others, as well as the scale of personal development (that measures self-esteem, hygiene, nutrition, etc.) It cannot be said for sure whether the beneficiaries are truly withdrawn, just as it is not possible to say for sure that they will not return to Child Labour. In fact, in some cases of withdrawal, the BGA have simply changed the type of work that they engage in. For that reason the teams consider that obtaining the withdrawal goal is a little difficult, they need more time and need to keep an eye on the quality of the process, with suitable members of staff. They believe that at the moment they do not have the necessary staff.

In **Peru**, the coverage goal is 300 BGA. In the three regions (Lima, Arequipa and Cusco) withdrawal and prevention are addressed as part of the same work plan. Nevertheless the plan that is developed proposes the same set of activities for prevention and withdrawal, without considering the particularities of each intervention. This not only leads to confusion but is also methodologically incorrect.

In La Casa de Panchita (House of Panchita) in Lima for example, which works with a target of 100 BGA, the withdrawal is measured per hours of education monitored, hours of non-formal education offered and testimonies of the families, and in this context there are only 30 boys and girls considered withdrawn so far. In the case of Cusco 20 cases of withdrawal are registered, some of those withdrawals are of BGA who do not belong to the programme, and in another two cases they refer to BGA who were relocated to other families but continue working in CDL. In that respect, it is necessary to note that in many cases, the project is not achieving a real end to the activities, but the “improvement of the labour conditions of BG”, as boys and girls are relocated to another family who treats them better. This happens in Arequipa and in Cusco, where both teams gave accounts of the situation. Although in honesty there is no withdrawal, formally according to the registry of school hours and received services, it will be considered as withdrawal. Although this practice is a response to the impossibility of reinserting certain boys and girls back into their own family, this certainly signifies an inexcusable inconsistency that the project must resolve and register separately, because obviously, “relocation with improvement of labour conditions.” is not the same as “withdrawal”<sup>45</sup>

In **Chile** this product does not apply

### 2.3.4 Component 4: Judicial Frameworks and contexts favourable to work in CSEC

**Immediate objective 4:** A legal, institutional and cultural framework favourable to initiating effective action against CSEC in Chile, Colombia, Paraguay and Peru.

<sup>45</sup> For greater clarity the definition is mentioned again:

“.. children withdrawn: this refers to those children who were found to be working in child labour (i.e, work that should not be allowed for children) **AND NO LONGER WORK** in such unacceptable work as a result of educational services and/or training opportunities or other non-educational related services provided by the project. This category includes children completely withdrawn from child labour, as identified by ILO Conventions 138 and 182.”

**Summary of results:** In all the countries there are advances in terms of policy proposals that have been supported technically by the project. Complementarily, in all the countries - with greater or smaller levels of intensity - actions of personnel training have been developed with the police, teachers and, in some cases, judges. Nevertheless, a consistent response has not been found to the knowledge gap that persists with justice operators (public prosecutors, judges) in terms of an ignorance of the laws that regulate the rights linked to the childhood and adolescence. Weaknesses with respect to the continuity and systematically of the training processes also apply in this case, as well as weakness in the intersectoral collaborations required (health, education, work, training, generating alternatives of income, etc.) at local level for adequate protection and rehabilitation of the victims of CSE. The Chilean registry system has evident strengths in terms of providing updated and valid information and allows the identification of WFCL prevention areas. Their weaknesses are associated with the lack of an associated system or indicators that allow the tracking of the cases entered.

Analysis of coverage: the target relating to the legal proposal for harmonization is almost fulfilled; The level of achievement of the second indicator is varied with the target for institutions developing specific activities against CSE exceeded in Chile (143%), also successful in Colombia (55%), but not so effective in Peru (23%) and Paraguay (7%); the target of the number of people prosecuted for committing crimes of CSE, has been exceeded in Colombia (112%), and a relative achievement is also observed in Chile and Paraguay (48% and 28%, respectively). In Peru there were 20 prosecutions in progress. (see Annex N° 3).

**Product 4.1:** A proposal to harmonize the national legislation on CSEC with respect to the ILO Conventions, developed and discussed

In **Colombia**, CSE in itself is not regarded as a crime<sup>46</sup>, although actions related to CSE are illegal, such as the induction to prostitution, trafficking of people and others; also, by means of the new Law on Childhood, the penalties were increased for sexual crimes against children. The project has drawn up a contract of services that includes the formulation of a proposal of legislative reform on CSE and its management, just like an analysis of the application of the current law. The strategy can be undertaken along two possible lines: a) reform to sex crimes and the intrafamilial violence in the Penal Code; or b) inclusion of CSE in Law 679 of 2001 (law of administrative nature) that establishes responsibilities on abuse and sexual exploitation.

In **Peru**, CSE is sanctioned in the Penal Code, nevertheless, to date there is only a single case known to reach prosecution in this way, in an attempted step that was sanctioned with a low penalty that did not imply imprisonment. Nevertheless, this constituted an important precedent. The efforts of the project have been directed to sensitize judicial employees on the application of that legal framework. A study was made on the gap in the application of the legal framework, that was displayed in a workshop with judicial employees in order to raise a debate on the subject and to search for application options with them, but this did not obtain the expected results, because most judges and other employees insisted on their work as the guardians of penal/punishment guarantees, reasoning that do not favour the investigation and processing of CSE.

In **Chile**, CSE is not sanctioned as a penal law. The legislation approaches it from different actions defined as crimes, which can occur in a specific cases of CSE. The legal body understands the categorizations of Law 19.617 on sexual crimes such as rape (art. 361 and 362 Penal Code), statutory rape of a minor (art. 363 PC), sexual abuse (art. 366 PC, art. 366 bis PC, art. 366 quarter), promotion or facilitation to enter into prostitution (art. 367 PC), sanction of the client or user (art. 367) and production, distribution, commercialization or storage of pornographic material of children (art. 366 quinquies).

Also, important modifications have been approved with respect to the hypotheses of concurrence of the crime, the age of the minor victims (raised from 12 to 14 years), the determination of the aggravating circumstances, increase in sanctions, facilities for the investigation of the crimes for the police (especially in "prostitution" networks and

<sup>46</sup> In Colombia, CSE is not legally regarded as a crime in itself. Law 995 of 2005 reformed the penal classification of trafficking of people suppressing the deceit, violence or threats such as the constituent element of the crime and explicitly including sexual tourism.

pornography of children) and the extension of the crime of illicit association (art. 292 to 295 bis Penal Code) for the activities of organized groups dedicated to sexual commerce. These modifications constitute a very important advancement in so far as the sanction of the crimes implied in CSE. However, it is important to indicate that it is not the object of a specific regulation. A more detailed evaluation is probably necessary for the aspects not-considered on the modus operandi of the intermediaries and consumers and, mainly, actions of divulging the new norms that broaden the knowledge of different social sectors on the vulnerability of boys and girls rights that imply the actions of the adults who pay to have sex with minors.

The support of ILO-IPEC in previous years, and currently, has been significant for the development of proposals, technical consultancy and necessary lobbying for the following advancements: In 2004, Law N° 19.927 against Pornography with Children and Sexual Crimes (known as the “Paedophile Law”) that modified the Penal Code, the Code of Penal Procedure and the Penal Procedural Code in matters of pornography of children and other crimes. The following has been achieved: 1) to establish similar ranks of penal sanctions to avoid international imbalances; 2) to elevate the minimum ranks of the penalties of the sexual crimes against boys and girls; 3) to sanction the promotion of “prostitution of children” when it is not habitual or with abuse of confidence, since it was previously only sanctioned if “there was a habituality or abuse of authority or confidence” (with this new law, the habituality has the effect of aggravating the penalties); 4) to introduce sanctions for the client or user of a minor.

The modifications to the Penal Procedural Code and Code of Penal Procedure guarantee a better investigation and protection of the victims. Norms of procedure are established that grant special faculties to public prosecutors of the Public Ministry, judges and police agents to investigate and to accredit the crimes related to pornography and “prostitution of children”. For example, the interception of any form of media (telephones, networks, Internet), using undercover agents and the monitored delivery of the investigation material are all permitted.

Nevertheless, this law also presents some weaknesses. Despite the fact that the sanctioning of the promotion of “prostitution of children” is allowed, its practice is difficult to prove, for this reason the sanctions remain in the minimum rank (3 years). The interviews indicate that the lawyers tend to use the legal definition of “sexual abuse” to plead their cases. The reason given is that the crime of CSE is not defined as such and that abuse is easier to prove. A study indicates that: “Most of the causes linked to CSEC identify only one factor (63%). In 19% of the cases, the those responsible for the crimes are not singled out and only 3% of the cases go against organized crime networks.” The legal framework with respect to CSE does not allow the establishment of “presumption of responsibility” either and that produces a re-victimization and impunity “because the practice is very difficult to prove...” and the judges always want guarantees.

Law 19.968 of October 2005 that creates Family tribunals establishes faster and more oral procedures, without formalities for the application of protection measures with respect to BGA whose rights have been violated or made vulnerable.

In Paraguay in January 2006, Law 2861 of 2006 was approved, that opposes the use of minors in pornography, the diffusion or commercialization of child pornography, the exhibition of boys, girls and adolescents in sexual acts and the consumption and possession of child pornography. With the support of the project, a proposal of modifications, inclusions and derogations to the Penal Code and the Project of the Code of Execution in the matter of boys, girls and adolescents has been produced to be presented to the Reform Commission of the penal system of the National Congress. This Code project proposes to regulate the attention of the charged or defendant adolescents for infraction of the penal law.

The weaknesses in the country associated with the establishment of legal frameworks and favourable contexts are related to the approved laws and proposals, in this sense “they do not necessarily translate into a greater effectiveness in the administration of justice and the sanction of the exploiters” - according to what was declared in the interviews with employees of the Ministry of Interior and Ministry of Labour – nor in institutional lines of work. Complementarily, there are no definitions of procedures and functions that affect the sanction of the offenders directly.

**Product 4.2:** The key institutions and the people in charge of decision making receive technical assistance and establish programmes and policies to fight CSEC.

In Colombia, "Tejiendo Redes" in alliance with the District Council of Attention for Victims of Sexual Violence supported the elaboration and production of a national and local Plan against CSE in 15 cities in alliance with UNICEF and the ICBF. This plan is considered an opportune product that generates favourable conditions for the development of prevention activities of CSE. In alliance with the Attorney General's Office of the Nation, a training programme on sexual crimes is being carried out with judicial employees and others, to which Tejiendo Redes has contributed materials, snacks and technical assistance, and that will extend until the end of this year. In addition, material previously produced by ILO on legislation, education and other topics has been used. On the other hand, training material on CSE is being developed directed at judges and public prosecutors, to be inserted in the regular programmes of the training schools of these employees.

In Peru, the National Plan against Commercial Sexual Exploitation of Boys, Girls and Adolescents was approved by the Multisectoral Commission in charge of the Action Plan for Childhood. The development of the Plan was promoted and financed by the Project, MIMDES and UNICEF. In addition, in the local context, some actions have been promoted within the framework of the Plan, as in the case of Iquitos where due to action from the Network of institutions it was possible to adopt a municipal ordinance against CSE.

In Chile, with the previous support of ILO-IPEC, a National Policy in favour of Childhood and Adolescence and an Integrated Plan of Action for the period 2001-10, there is an advancement towards a policy that recognizes the rights of childhood as obligations for the State, the families and the society. Its clearer weakness is that there are no substantive advances in its implementation. Nevertheless, the project Tejiendo Redes has managed to grant a new sense of urgency to this activity and it is working on a plan of activities for the new period of government.

Within the framework of this policy is the National Plan for the progressive eradication of child labour (coordinated by the Ministry of Labour and Social Foresight and supported by this project). A weakness in this context is the insufficient coordination between the policies and sectoral institutions (For example, it has not been possible to make flexible the existing norm to give labour training to adolescents withdrawn from CSE that do not have the authorization of a responsible adult, nor the norm that prevents an adolescent who has not completed basic eighth grade to benefit from re-schooling projects. Both factors work against the intention of the eradication).

The weaknesses also have to do with "the integration of the different territorial levels that participate in the implementation of policies and support programmes of BGA and their families." (Report from the Commission on Childhood 2006) On the other hand, both Plans lack budget for their implementation and therefore they are subject to the will of other Ministries and sectors to be operationalized. However, some advances in this sense are noteworthy, for example the local initiatives developed by the Municipality of Conchalí that have managed to put together an intersectoral model that constitutes an effective network of rights protection and simultaneously have coordinated a plan of work and investment with the neighbouring Municipality based on the protection and prevention associated with CSE.

In the Country a process of constant training has been developed for the education, health, police and investigation teams by virtue of the registry of the Worst Forms of Child Labour. It should be emphasized that the project is contributing in a significant way to the generation of capacities for the identification of the WFCL, its registry and the unification of procedures and criteria. Also, mechanisms of telephone denunciation have been implemented: "mistreatment denunciation" that are working adequately. On other hand the institutions associated with the registry system have also executed a set of training activities, such as for example the police investigation unit that have trained 400 personnel.

With respect to the registry model of WFCL in Chile, the system presents strengths for the valid quantification of the subject and significant advancements in the coordinations that are required for their permanent updating and in the comprehension of WFCL on the part of the registration teams in the different public institutions. The interviewers value the system "because it makes use of the quantitative information on the situation of commercial sexual exploitation of boys and girls and other worst forms of child labour". The weaknesses of the Chilean registry system

are associated with the fact that it is not accompanied by an associated system or a set of indicators that allows the pursuit and measurement of the changes in the registered BGA. In this sense, the monitoring system of the project “Tejiendo Redes” can contribute to the Chilean model, with the indicated reservations. The registration teams have expressed a need for opportune and constant feedback with respect to the services that they delivered to the BGA. To incorporate a system of tracking/follow-up of the cases also presents the potential to evaluate how effective the coordinations of the public services are with regards to the intervention for BGA in WFCL.

In **Paraguay**, in November 2005, the municipal meetings approved an ordinary instructing Internet suppliers to use filters to prevent BGA from visiting pornographic web sites.

There are also important advances in the implementation of the National Action Plan for Childhood and Adolescence, that were approved in December 2003, by the Council of Childhood and Adolescence, with the Inter-institutional Committee for the prevention and elimination of CSE responsible for its implementation, which counts on ILO/IPEC support.

As indicated in the National Action Plan for Childhood and Adolescence produced by the National Secretariat for Childhood and Adolescence (SNNA), the creation of a National System of Protection and Integral Promotion of Childhood was considered to give fulfilment to the national policy and elaborate a National Plan of Prevention and Eradication of CSE in BGA, elaborated by the SNNA. In this framework, the project has developed an important role of technical support to training activities for policemen (203), educators (1.304) and operators of the tourism sector (more than 200).

The weaknesses indicated previously for CDL, are the same: a) the policy and plans lack budget for their implementation and therefore they are subject to the will of other ministries or secretariats for their execution; b) the coordination of the central level is not shaped in joint actions at local level nor has it entailed the establishment of institutional frameworks and consensual procedures on the protection of BGA as permanent guidelines for institutional policies.

**Product 4.3:** The key actors and the public opinion in general are sensitized in Chile, Colombia, Paraguay and Peru as far as the real nature and the negative effects of the CSEC, those who show least tolerance towards it and favour its eradication.

In the case of **Colombia**, the subject of CSE has still not been successfully positioned in the public debate. Due to different external factors, the awareness around sexual abuse has been strong and has distracted the attention from CSE. In response to this, the project has rightly responded by elaborating a communication strategy. A communication agency that has 16 years of experience in communication for development was contracted, with the purpose of creating a communication strategy directed at modifying or strengthening behaviours in relation to CSE. Based on an investigation carried out by KAP (Knowledge, Attitude and Practice) on the problem, the actors were identified who are to be targeted by the campaign: a) population in general, b) BGA, c) exploiters, d) teachers, judges and investigators and e) tourism operators. The idea behind the campaign is to make CSE understood as a problem, because in general the population does not see it that way. In addition, the idea of co-responsibility over the problem will be addressed, because for different reasons, many people contribute to the persistence of CSE. To those ends, some preparatory materials have been developed and it is expected that in the next months they will go into production. In this country there is the advantage that by law, the media must grant free slots in prime time schedules for the emission of educational and social messages. This could make it possible to air the campaign at low cost.

In **Peru**, a communications specialist was recently contracted with the purpose of developing the strategy for the communications campaign, which is why until now there have not been intensive actions made in this field. The idea is to obtain an alliance with the media, through the institutions with which the project works. For that reason, it can be concluded that this component is still in a preparatory phase. As part of the sensitization activities, in Peru a brief effort of inventory and contact with socially responsible companies in Lima was carried out, with the purpose of involving them in the withdrawal project from CSE. The idea of appealing to the ideology of corporate social

responsibility that is gathering more and more strength in some societies seems to be a good decision but it needs to be pursued with more intensity in order to achieve sustained results.

In **Chile** the objective at the sensitization level is being reached in a successful way, which contributes to give an important push to the other project activities as well as to position the subject of CSE back on the national regional and local agenda. As the campaign was only recently launched, the incorporation of different sensitization strategies seems appropriate: media diffusion in combination with sensitization workshops at the local level and with lobbying activities at the policy level. In this respect, it will be important to verify if the campaign in its diverse strategies manages to generate a homogenous message on CSE, as opposed to the weakness of the prevention initiatives of CSE that are being developed by the offices of rights at the level of the selected municipalities.

On the other hand, the initiative supported by the project and implemented by OPCION to put the voices and demands of the BGA on the public agenda has been successful, managing to form a more permanent channel for discussion between the State and BGA, as well as of participation of BGA in the political decisions that affect them.

In **Paraguay** as mentioned, the strategy of the national campaign has not yet has been executed, in spite of this, the local campaign in Encarnacion has been executed. It is necessary to point out that the national campaign proposal is coherent and concrete - just as in Chile – with a range of coherent and consistent strategies to reposition the subject. The Encarnacion campaign has also been successful in this matter. The indicated weakness with respect to the incongruity between campaign messages and direct intervention messages does not occur in the case of CSE. The explanation has to do with the impact generated by the “Triple Borders” (Triple Frontera) project in the learning and conceptual handling of the subject. In this same way it has been observed that the teams working on the campaign took into account the recommendations made in the final evaluation of the “Triple Borders” project. In the same way, they have taken into account the idea of including partners as a way of producing standardization in the CSE message. On the other hand, the work with journalists has been taken up again and appropriate materials have been produced so that they incorporate the subject in their news and their analyses.

The project has delivered technical support to the Ministry of Education to include a learning module within the school curriculum on the rights associated with the Worst Forms of Child Labour and including information on such as CSE. This consultancy has been successful in achieving the inclusion of the desired information.

### 2.3.5 Component 5: Effective models on CSEC

**Immediate objective 5:** Effective pilot models developed for the prevention and withdrawal of girls and boys from CSEC.

**Summary of results:** the project reports a high number of beneficiaries who have been offered different services of an educational nature and others. To date, of the total beneficiaries, the results indicate that: a) The prevention goal in CSE will be obtained and b) In most of the cases reported as “withdrawal by services”, the partners indicate that it is “in the process of” and that the effective end to the activity of commercial sexual exploitation of children requires greater time and budget allocation. The interview data indicates that with almost 30% of the beneficiaries, a definite end to the CSE activities has been achieved. There is no single model of withdrawal but a ranger of strategies developed that have a greater or lesser level of effectiveness, the degree of advancement between the countries is similarly varied.

**Coverage Analysis:** The statistics presented next only correspond to what is called the “withdrawal by services” concept already discussed sufficiently. However, with respect to the number of BGA withdrawn by services from CSE, the figures indicate that Colombia exhibits to date the upper level of achievement with 43%, followed by Chile with 30%, Paraguay with 25% and Peru with 20%. With respect to the number of BGA prevented, the data of the countries with respect to the achievement of the planned targets are erratic showing an achievement of coverage clearly insufficient in Peru (3%), a level of adequate achievement in Colombia (45%) and an exceeded goal in Paraguay and Chile (135% and 121%, respectively). (see Annex N° 3).

**Product 5.1:** Models of Intervention for the prevention implemented in 20 urban communities where CSEC has been considered significant, avoiding the engagement of at least 1.718 boys and girls in the activity. They are the activities of this product.

As far as the **prevention model in both** CSE subjects, the strategy on the matter of schooling support of the target population has produced adequate results and an important success for the project, for two fundamental reasons: Firstly, the close relationship between the lack of access to education system for BGA excluded due to CSE; and secondly for the serious lack of quality and coverage that the education system in some countries like Peru demonstrates, according to all the public and private institutions interviewed. As a result of this commitment of the project, the following strengths and advancements have been identified: a) it has allowed the improvement of the BGA's understanding of the academic aspects of their formal education, b) it has contributed to improving the self-esteem and security of BGA, as well as to open their perspective for their personal development.

With respect to the teacher training in **Paraguay** - as mentioned –a successful programme of technical support for the Ministry of Education was established for the incorporation into the school curriculum of modules on human rights, WFCL and labour rights. In this framework, content associated with CSE has also been worked into teacher training. In the local context in “Ciudad del Este”, CEAPRA is developing a programme of support by means of workshops with teachers, BGA and families. The fundamental weakness of this process is that the work developed in Paraguay and Chile is precise and its continuity has not been considered, even though in the case of Paraguay the SCREAM Methodology has been incorporated into the educational curriculum of 5 departments.

In prevention (intervention and sensitization of the families of CSE victims), the coverage target is 350 BGA with a high probability of achievement. The experiences and capacities generated by the “Triple Frontera” project have without a doubt constituted a good base for the development of prevention activities targeted appropriately at Ciudad del Este. On the other hand “Luna Nueva” has a long experience and knowledge of this issue.

With respect to the prevention work with the families of origin (140 are the programmed target), these activities are in progress and there are reasonable doubts over the achievement of the proposed coverage, the most relevant reason for this is the difficulty associated with the reconnection of the BGA with their families.

In relation to the sexual tourism theme, as mentioned, the project has developed a slight collaboration with SENATUR for technical support and an important role of supporting training activities, which include the activities with tourist operators.

In **Chile**, with the support of the project the strategy to work on a training programme on WFCL and particularly CSE has been developed. It has been decided to develop it in conjunction with the School of Teachers, who have selected the Municipality of Cerro Navia to implement the programme with the school population of the municipality (teachers, families and BGA). The proposal seems to be put together well, the quality and effectiveness of the programme will have to be evaluated once the programme is being implemented.

With respect to the coverage target for CSE prevention (450 BGA and 225 families) this ***will be exceeded but with doubts over its effectiveness and sustainability*** if the conceptual problems are not corrected. In this respect, it is possible to establish that in some prevention proposals the concept of commercial sexual exploitation is not sufficiently founded nor is the link between CSE and “the installation at territorial level of a rights protection system”.

The concept of CSE is confused with a wide variety of “sexual crimes” between which the concept of sexual abuse predominates and sometimes the intervention in CSE is justified on the basis of sexual abuse. On the other hand, causal associations between CSE and the behaviours of mistreatment and intrafamilial violence are not perfectly established in a multicausal analysis of the problem. The mechanisms and procedures of linking the activities related to CSE are not described in the miniprogramme proposals on prevention, nor is the objective to install at the territorial level a rights protection system. Only some link prevention directly to families and brothers and sisters in CSE. It is not understood why SENAME selected institutions without the necessary expertise to develop a prevention programme, particularly when there is vast and successful experience of withdrawal developed by NGOs, as displayed in the next product.

Also, a disconnection is observed between the messages of CSE prevention delivered by some institutions carrying out prevention (particularly the offices of rights protection) and the messages on CSE of the recently initiated campaign and the WFCL training for the registration teams, which results in the prevention strategy being developed - in some places - on “sexual abuse” and violence.

With respect to the sensitization activities with hotels owners, tourism operators, taxis, trade unions, restaurants and bars to promote the use of codes of conduct against CSE, in Chile this activity of the project has not been developed. Nor does SERNATUR appear to be an institution that incorporates good practices in CSE.

As mentioned in the case of **Colombia** the prevention is working in an integral way for CDL and CSEC and includes the prevention of involvement in armed conflict with a direct action strategy in Bogota, Medellín and Palmira by means of access to basic services (health and education), group processes and family strengthening. In the practical experiences that are being implemented there are common elements but there does not seem to be uniformity in the concepts, messages and methodologies. It is hoped that the proposal for the integral prevention of WFCL contributes to uniform definitions and approaches of intervention in CSE.

Sensitization activities with operators of the tourism sector have not been carried out.

In **Peru**, as in Colombia, the work on prevention and withdrawal from CSE are carried out together, by the same organization (“Vía Libre” and “Teatro Vivo” in Lima and “la Restinga” in Iquitos). In both sites education and health services are offered as well as artistic activities. The project in Lima began in April of this year whereas in Iquitos it began in May. Both teams consider that it is too soon to being able to speak of sustained results. The participation of BGA in focus groups in both places demonstrated the interest of BGA in the activities of the Project.

The project has supported the development of a training module with tourism students on CSE that was proposed as a pilot experience. Activities were also developed in coordination with the Ministry of Tourism and UNICEF. We believe that the work with this sector is still beginning to appear and is non-systematic.

**Product 5.2** Assistance provided to at least 935 boys and girls for their withdrawal from CSE. They are activities

In **Paraguay** the coverage goal is 167 BGA withdrawn by services from CSE, the numbers indicate that the achievement level to date is equivalent to **25%** (see Annex 3), which is considered insufficient in relation to the achievements reached by other countries (Colombia and Chile). The data from the interviews indicate that in most cases the effective end to the activity of commercial sexual exploitation requires more time and budget. The teams of both cities indicate that the probability of reaching the programmed goal of intervention with males is low. In Paraguay it has been insisted that the direct intervention into CSE favours transgender people (according to what was explained by the executing institutions: “Luna Nueva” and CEAPRA in the interviews), which is considered relevant because they constitute the most vulnerable population but there is no work experience in this subject in the institutions that intervene. The interviews indicate that this group displays specific difficulties that have meant a reformulation of the intervention model and require a reprogramming of the terms.

With respect to the intervention opportunity (relationship between the “proposed intervention timeframe” and the “real time required to produce the anticipated effect of sustained withdrawal”), this as well as the cost is undersized. The institutions interviewed agree to identify important weaknesses associated with the terms of financing BGA “withdrawal” (particularly from CSE) and the real time that the withdrawal process takes (considered an average of 2.5 years). They suggest that the goals and results that are established are ambitious in relation to the financed time for the intervention. They also identified weaknesses in the estimation of costs that involve the intervention process. From the interviews carried out, it is possible to indicate that the cost of intervention of a BGA in CSE oscillates monthly between \$250-300 dollars.

With respect to Encarnacion the programme of intervention in CSE has not yet begun. The main reason is that the institutions identified to be partners have decided not to participate in the project.

On the other hand in the protection system of the victims there are important gaps in terms of the services required being available and operating in conjunction. Only in some cases are there provisory intake shelters/hostels but there are no systematic programmes for the reintegration of the victims, which is the current challenge. According to the interviews with CODENIS and institutions “out of ten cases, only 1 or 2 BGA in CSEC are received which seriously affects the results of the project in guaranteeing effective processes of withdrawal.” One of most important indications from the interviewees is the lack of intake shelters for BGA that cannot return to their families. Only 0.2% of the withdrawn cases in CSEC have been reinserted into their families. Another problem that affects the direct intervention, for example in the case of fulfilling the school registry targets for BGA in CSE, the schools ask as a requirement that the BG have an identification document. CEAPRA lifted this request 2 years ago (paying the material costs) and still the BG do not have their identification documents without which the scholastic process becomes difficult. The labour training is not sufficient to assure an effective withdrawal.

An important element is the link between the subjects of CSE and Trafficking and/or sexual tourism. The Trafficking and sexual tourism cross-cut the prevention and withdrawal work developed on CSE. As for the training for the anticipated work, this has not yet been implemented.

In Chile the coverage target is 316 BGA withdrawn by services. The project reports an elevated number of beneficiaries reached by the project, who are being offered different services of an educational nature and others; the numbers indicate that the level reached to date is equivalent to 30% of the target (Annexed 3). This goal is high in comparison with what has been obtained in other countries, it must be noted that SENAME entered the project having worked on the subject for 6 years with the same institutions that are its partners today, so there has been a process of expertise and systematic work with the BGA. In addition the financing and the timescale granted are appropriate (\$262-305 dollars monthly per BGA for a period that ranges between 2.5 and 3 years).

As opposed to the prevention activities, the strategy developed for the withdrawal of BGA in CSE is adequate in all the interviewed cases with coherence between the identification and the explanation of the problem and the applied models of intervention. In all the cases there is a flexible methodological focus that combines individual work with group work complemented by the intervention of a multidisciplinary team made up of a teacher, a psychologist and a social worker.

In all cases a good practice links the rehabilitation processes with the development of channels of expression through theatre, painting, photography. They are not conceptualized as workshops but as complementary activities that feed back into the withdrawal processes. Another good practice is the revision and re-adaptation of the intervention strategies in accordance with what the BGA are proposing and/or demanding in all the institutions. In other words, it is thought of as a work of rehabilitation when the BGA are taking control of their rights and demanding the agreed intervention processes. In this context, the work of proposals for active participation on the part of the BGA in the process of policy and decision-making, such as what was developed by OPCION, is important. Finally, the management model of the NGOs stands out as a good practice: every 2 months the team has a “self – care” day and once per week the team is accompanied by an external “supervisor” (professional psychologist). The direct influence of the model is on: a) the quality of the intervention that is made and b) the commitment of protection and the link that is generated in the team.

Another important element is the link between the subjects of CSE and Trafficking and/or Sexual Tourism. Trafficking and Sexual Tourism in Chile as in Paraguay are subjects that cut across the work done on CSE. It is suggested that the themes should be integrated for the actions of prevention, training and withdrawal.

Two factors constitute threats to the effectiveness and sustainability of the withdrawal of BGA from CSE: a) intersectoral coordinations MINEDUC, Salud, Sence; b) potential effect of the new subsidies law on the quality of the intervention model and sustainability of the withdrawal processes. And two factors threaten the efficiency of the management: a) there is no technical partner associated with the supervision processes and b) there is a lack of experience and studies that feedback the developed work or develop work with transgender people. With respect to the system of protection for the victims there are important gaps in terms of the services required being available and operating collaboratively. The interviewed partners identified several serious threats to obtaining a 100% withdrawal

in CSE: i) despite the existence of infrastructure and resources in the health system the BGA in CSE do not receive the health care required and promised in three crucial areas of CSE: drug rehabilitation, psychiatric care and HIV prevention; ii) the age range of BGA between 11-14 years has difficulties in getting into and remaining in the schooling system that systematically expels them. The offer of “re-education” applies only to those of 15 years or over as a pre-requisite; iii) an important part of the adolescents in CSE do not gain access to the labour training programmes either, because they are excluded by the entrance requirements (authorization on the part of a responsible adult, in addition to completed 8<sup>th</sup> grade basic). The three factors indicated are part of an exclusion circle that seriously threatens the sustainability of the withdrawal processes and the investments made.

The interviewers agree that around 20% of the BGA beneficiaries, that are also characterized by a greater damage and serious personality disorder, have few possibilities of concluding an effective process of withdrawal in the absence of a protection system that works. The fact that after 18 years, adolescents are no longer subjects of attention constitutes a threat to their sustainable withdrawal; in this context a process of support and progressive disassociation is suggested. These two are very relevant subjects that would have to be explored with a greater care in the countries because the proposal of achieving 100% of the target and sustainability are complicated even more.

In **Colombia** the target for BGA withdrawal by services from CSE indicates that Colombia to date exhibits the highest level of achievement with 43%. In the country it has worked strongly in the creation of a withdrawal model from CSE, constructed on the foundations of a previous experience developed by the “Restrepo Barco Foundation” known as “Aprendiendo a Amarlas (Learning to Love them)”, in addition to the experience and knowledge of the contracted consultant in this field (Mónica Tobón). The model is based on the development of personal capacities by means of the use of art and other methodological resources as well as schooling and health support. The model operates in well-known safe spaces such as refuges (intake shelters) that can theoretically act as homes or other spaces with the same protection characteristics.

The model displays important strengths: its commitment to the personal development of BGA, the access to resources and opportunities, to support networks and to the inter-institutional intervention. The voluntary decision of the young people to involve themselves in the withdrawal programmes is fundamental, in response to the traditional and institutional programmes where BGA were entered into the process due to a legal decision and are held for an indefinite time and treated as if they were offenders. On the other hand its construction has been led by the consultant in a process of advice and inter-institutional decision along with the ICBF, the DABS and the executing NGOs of withdrawal APs. Although the same consultant considers that it is a model in construction, it is thought that it is already sufficiently developed to implement it, socialize it and to publish it (which will be done next).

Nevertheless, its implementation and institutionalization on the part of the national government institutions and the local governments still present difficulties. The institution representatives declared in interviews that its application still requires adjustments. They still have resistance to the open model because the better known and practised model is the closed one. Its replicability also presents a question mark because its support requires qualified human resources (in the Bogota case the team is constituted of seven people, three of whom are paid by the ILO), rent payments for the house, along with the expenses for maintenance services, materials and foods. In terms of the withdrawal of BGA from CSE the institutions agree that they have not yet obtained the coverage of “committed intervention” and that they are initiating a withdrawal process. The teams coincide in indicating that the timeframe is insufficient to obtain the goal of programmed withdrawal. In addition the training for the anticipated jobs is yet to be implemented which affects the effectiveness of the solutions.

In the case of **Peru**, the BGA withdrawal from CSE is only 20% of the target, the lowest of all the countries. Negotiations are being attempted with the INABIF for the establishment of a mixed model, because the institution has opened institutional intake shelters “casas de acogida”, in Iquitos and in Cuzco where girls enter by order of the courts following a denouncement of CSE or following their detection as minors at risk by the authorities. In these cases the judge declares them in a state of moral and material abandonment and places them in the houses for an indefinite period. The negotiations have allowed NGOs to send to that house some girls with whom they are working in withdrawal. The Girls would voluntarily enter the house and can leave it accompanied by members of the programme. The coexistence of the two modalities: one open and the other closed in the same institution presents difficulties because the victims feel as though they are treated like prisoners.

In Lima they have also been recently working on withdrawal, the executing-NGOs (Via Libre and Teatro Vivo) consider that although the model is in construction, it is necessary to construct qualitative indicators that measure the withdrawal beyond the ILO/IPEC indicators (hours of education and other training activities) and that in 18 months, (the term of the project), it is difficult to achieve the withdrawal. Their estimations indicate that a re-evaluation of the resources and terms directed at the achievement of the planned goals is required. In addition the anticipated training for the job has not yet been implemented.

## 2.4 SUSTAINABILITY OF THE PROJECT

The technical sustainability, socio-organizational and financial sustainability of the project will be analyzed,.

### a) Technical Sustainability

Technically the project proposal in the context of the generation of comparable and useful information, development of harmonization proposals and sensitization constitutes a relevant, replicable and sustainable strategy. However the integral protection of the victims continues to be a challenge considering the identified difficulties for: a) penalizing the sexual exploiters (sentences achieved); b) diminishing the revictimization of BGA; c) applying consistent and homogenous procedures that guarantee an administration of equitable and protective justice of the BGA rights. All these factors threaten the sustainability of the effort to harmonize, sensitize and train.

The technical sustainability of the intervention model for CSE and CDL – currently in execution - is not assured as much in the case of the interventions for the withdrawal of CSE and CDL as it is in some prevention interventions.

As far as the prevention model in both subjects, this must be reviewed in order to align it to the definitions of Conventions 182 and 138 and to homogenize definitions, approaches and methodologies of intervention in CDL in all the countries and for CSE in particular in Chile. With respect to CDL, the work strategy with schools (although it is adequate in the sense that it must be made from the point of view of leaving capacities installed at the local level) must be considered with caution because the function of detection and prevention is being delivered to these bodies in circumstances that still show a lot of weakness in confronting the problem in a coherent and relevant way, indeed because in many cases they themselves are part of the problem. On other hand some institutions that must provide technical support in CDL have serious shortcomings in their approach to work with BGA in CDL as is indicated in effectiveness and efficiency. With CSE, the development of prevention actions in Chile confuses, in some cases, the subjects of sexual abuse with commercial sexual exploitation which at the end generates a mixture of concepts and solutions that do not allow the development of successful actions on this subject.

The sustainability of the withdrawal model is threatened on the one hand by its own forms of measurement and on the other by the weakness that is observed in the implementation of the models particularly in the case of CDL.

In the system, the definitions for withdrawal and the criteria of “achievement” are translated in specific formulas in the Technical Progress Report that automatically “declare” the beneficiaries to be in one situation or another according to the amount of education services received etc. This is in line with the definitions of the USDOL and ILO-IPEC agreement. **On this subject there has never been any doubt.** And in this sense, while the expenditure criteria continue to be linked with the fulfilment of educational and technical processes with concluding labour training processes and - in some cases-modification of family problems then it will be possible to speak of “withdrawal by educational services”, but not necessarily of ending the exploitation activity or eradicating it.

In the opinion of the evaluators the weakness in the measurement of withdrawal is mainly that the evaluation process does not measure the effectiveness of the strategies that are used; and that the probability (statistical) of reaching the goal and of the goal being sustainable has not been considered. This subject certainly goes beyond the responsibility of this project and its team. But we consider that this reflection would have to form part of the discussion that the countries have on the development of a regional strategy of eradication of CSE and CDL in the region.

The success must be based, firstly, on assuring protection in the face of commercial sexual exploitation and child domestic labour of those under the legal age, just like the restitution of all rights violated; therefore from this perspective the successful practices will be those that allow the attainment of these goals. This indicates a necessity to work on effective mechanisms of evaluation as well as information and registry systems that allow the exhibition of experiences verified as successful, with which it is feasible to exchange experiences and replicate successful programmes.

Secondly, with respect to the models of intervention in CDL. In general there is not enough evidence to suggest that the technical sustainability of the withdrawal model will be obtained because it has not been worked on rigorously enough. The work strategies of some institutions with child labour populations seem to support the permanence within their jobs and they are limited to improve the labour conditions of BGA. The perspective of addressing the issue in some cases evades the principle problems of the family and the economic situation and limits the problem to a subject of conscience for the parents, mothers and patrons.

On the other hand the models of withdrawal in CSE, although they present a greater probability of being technically sustainable, are threatened mainly by the terms required to demonstrate effective withdrawal and the high investment that the development of the model requires. Another threat to the model of integral intervention for withdrawal is that it does not count on a safe and sufficient coverage of complementary services particularly in the area of health (chemical decontamination, care for adolescent mothers and their children, psychiatric and physical support, etc.) and education (regularly remaining in school beyond the initial scholarship and solid training for work). Therefore, to guarantee the technical sustainability of the model, a more permanent effort on risk factors is required and not only on the immediate causes. A worrisome subject is what is brought up by institutions with greater experience in CSE and refers to the ending of the exploitation activity. The project lacks risk evaluations for the relapse into commercial sexual exploitation that is a basic instrument for the elaboration of security plans targeted at reducing the risks of sexual re-victimization.

Finally the joint work proposal on the subjects of CSE and CDL is not sustainable unless the connections between both problems are exploited adequately, a linking model must be developed both theoretically and methodologically.

## **b) Social – Organizational Sustainability**

The project actions have generated capacities and processes of participation and involvement at national and local level that indicate that in some cases the commitment to continue implementing this type of programme will be maintained. This is particularly the case in Chile and Colombia and with a smaller probability in Paraguay and Peru.

An opportunity - in this sense – is constituted in the commitment of the NGOs that work with the Project, the validation of some NGOs as models of permanent consultation in matters of childhood and the will of some local organizations to assume the responsibility of the initiatives generated by the project and to promote respect for the development of the system of integral protection of BGA. Also in the public context, the commitment and will of the following institutions to assume some of the challenges of the project is remarkable: in Paraguay (the SNNA, SENATUR, Ministry of the Interior and Ministry of Education, CODENI in Encarnación and Asunción, the CONAETI), in Chile (SENAME, Ministry of Labour, Investigations Unit, Police Department “Carabineros”), in Colombia (the CBS, DABS-Bogota and the SBS-Medellín; the inter-institutional committees in the three regions Bogota, Medellín and Palmira; the District Council for the integral attention of Intra-familial Violence victims, violence and CSE in Bogota and the Subcommittee of Childhood and Family in Palmira), in Peru (Ministry of Labour and the Attorney General’s Office in Cusco; and the Police Department and the Municipality in Iquitos).

## **c) Financial Sustainability**

The model of integral intervention for the prevention and withdrawal of CDL and CSE, that is structured at the design level of the project, constitutes in itself a replicable strategy that contributes to the sustainability of the eradication process of both problems.

---

The main threat is constituted by the weakness of the institutional public support with respect to the generation of conditions that allow that the project to obtain continuity beyond the present investment. The reasons are multiple and of greater or smaller relevance depending on the evaluated country. In first place, both CSE and CDL are relatively new subjects in the public policy agenda of the countries and require a high investment in services, infrastructure, and human resources. Secondly the childhood programmes have a smaller relative priority in comparison with other programmes that are being implemented and therefore the fiscal resources are not available in the necessary proportion. Thirdly the institutional technical capacity continues to be weak in addressing the complexity of CSEC and CDL and installing programmes with a sufficient range of services<sup>47</sup> that guarantees the effectiveness of the withdrawal. Fourthly, the governments of some countries have important structural weaknesses<sup>48</sup> that do not allow them to take charge of this or other subjects.

In synthesis the model displays risks because it requires an important investment in technical and human resources and in infrastructure on the part of the State. Of the four countries there seemed to be only Colombia and Chile where the real conditions exist to obtain it.

---

<sup>47</sup> It requires an intersectoral programme that simultaneously takes care of health, education, work and incomes for multiple beneficiaries: families and BGA.

<sup>48</sup> Structural weakness is understood to mean those weaker States in which the central government has scarce practical control over its territory, not being able to uniformly fulfill its policies and laws in the territory.

### III INNOVATIVE PRACTICES AND GOOD PRACTICES IN CSE AND CDL

*The following are documented practices from the evaluation carried out:*

- a) A good practice is tying the rehabilitation processes in with the development of channels of expression via theatre, painting, and photography; that they are not conceptualized like workshops but as complementary activities that feed back into the withdrawal processes. In general these channels are defined as a set of programmed activities directed at boys and girls that are receiving individual intervention (CSE) so that they reinforce the process of personal rehabilitation that they are experiencing. They are fundamentally playful activities whose main objective is the harnessing of social abilities and integration with others, carried out in Intake shelters (Centro de Acogida) with a few other groups, carrying out cultural activities, recreational days, trips, visits and others; or artistic, manual or corporal workshops, gardening and others.
- b) An innovative practice is the revision and re-adaptation of the intervention strategies in agreement with what the BGA are proposing and demanding with respect to their rehabilitation process. That is to say to coordinate a rehabilitation programme where the BGA take control of their rights and demand the agreed intervention processes.

In this context, the work on proposals for the active participation of BGA in the policy and decision making process, as was developed by OPCION, is important because it reinforces the work developed by the project Tejiendo Redes in terms of the eradication of child labour. In the first case, in the meeting with the Minister of Labour and Social Foresight, Osvaldo Andrade, an agreement was signed with boys and girls in which he commits himself to redouble the governmental efforts with the objective of eradicating child labour. In the second case, and within the framework of the campaign An Appropriate Chile for Boys and Girls, a meeting was held between a group of boys and girls and the President of the Republic looking to contribute to sensitization and to mobilize the Chilean society in the construction of a country that protects and respects its rights. Similar actions have been developed in Encarnación, Paraguay, through a conversation between a group of boys and girls and the Mayor.

- c) Another good practice is the management model for the protection of the team developed by some NGOs: every two months the team has a complete day dedicated to "self-care". This is a day of formal recreation for all the team with the objective of working on the protection of themselves. Once per week - in a team meeting – the staff are accompanied by an external "supervisor" (professional psychologist) who supports the self-care. The direct influence of this model is on: a) the quality of attention practised within the team itself; b) the mental and physical health of each member; and c) the commitment level of protection and the link that is generated between the members of the team.
- d) Another innovative practice is the taking advantage of existing local organizational spaces or opportunities, to insert the project. For example in Bogota the youth clubs were identified as the spaces in which to begin work on the prevention of CSE and this has demonstrated good results because these clubs are spaces that count with a long trajectory and recognition as much amongst the adults as the young population in the communities. In the same way, a good practice is the taking advantage of the local organizations of citizen control in Bogota like the "Veedurías"; these opportunities that also count on legal and social recognition in Colombia have played an important role as far as the inclusion in general of WFCL in their operations.
- e) The creation of a diploma for teachers with the Pedagogical Route (Ruta Pedagógica) methodology with Montserrat University in Bogota and the Pontificia Bolivariana in Palmira seems to be a good practice that offers training of a good level with academic recognition as well spreading knowledge and developing a speciality in public employees and others about the issue.
- f) It is a good practice to unify in the sensitization strategy different actions and public targets to obtain a real level of sensitization and awareness raising and not only a public commitment to the problem that runs the risk of by itself being nothing more than a formal entity. These campaigns include: a) an active network of institutions and

people who conduct diffusing actions for the Campaign; b) permanent lobby activities with politicians, the State and with social commentators in general; c) elaboration of “methodological instruments” of the Campaign (that is to say a set of replicable products, actions and strategies) that allows its reproduction on different occasions and in different places (regions for example); d) workshops with the objective of leaving capacities and people installed in certain institutions to incorporate the subjects of CDL or CSE and to keep the Campaign in task.

## IV CONCLUSIONS

In this section, the main conclusions of this evaluation are presented. The conclusions are grouped in two sections: 3.1) Strengths and 3.2) Weaknesses. In each one of these sections the conclusions are exhibited in the context of analysis: design, effectiveness and quality, execution and efficiency and sustainability.

### 3.1 Strengths

**3.1.1 Design:** In general terms it can be confirmed that the problem to be addressed and the solutions found are adequate to achieve the fulfilment of the objective. In the design of each one of the components the expected results are well established as well as the mechanisms through which it is hoped that they can be obtained. On the other hand the design of the project responds to a sustained need and constitutes an integral and coherent answer to the identified gaps. The main strengths of the diagnosis are associated with a suitable characterization of the problem of BGA in CDL and CSE which led to the design of a coherent, articulated and integral intervention model (direct intervention) for CDL and another for CSE. The project constitutes a valid, relevant and replicable proposal to be incorporated or taken on by the public system of the countries.

**3.1.2 Effectiveness:** In general terms it is possible to confirm that there is an advancement towards the fulfilment of the objective with greater levels of achievement in Colombia and Chile than in Paraguay and Peru. It is also possible to conclude that there is a greater level of capitalization in the countries on the issue of CSE than of CDL. This must be partly due to a good level of learning and more experience in the human resources that work towards the eradication of CSE.

Together with this, it can be confirmed that the project has contributed to the development of an intervention model for the eradication of the Worst Forms, which has an important potential impact if it manages to fulfil the assumption of an intersectoral policy of support. Advances in this sense have been detected in the countries, with some processes of redesign for the integration of sectoral public policies standing out, based on the eradication of the Worst Forms of Child Labour (particularly in the case of Colombia and Chile).

**Effectiveness of component 1:** “Comparable Information about the characteristics of CDL and CSEC is available and being used.”

The advances in relation to the production of information are important. This is one of the significant achievements, expressed by a high proportion of interviewees. Its relevance is related to two elements: a) the potential contribution of the studies to the consolidation of intervention experiences and the formulation of policies on Childhood, and b) the adequate connection of the subjects CSE and CDL in the research studies to produce a homogenous framework of understanding and analysis.

The registry system of information relative to the processing of BGA allows monitoring advances in the progress of the processing of BGA and delivers sufficient information to feedback the decisions of the teams. Nevertheless, it is being underused.

**Effectiveness of component 2:** “Legal, institutional and cultural context favourable to the development of effective actions against CDL in Colombia, Paraguay and Peru.”

An advancement in the capacity to formulate proposals to harmonize the legal frameworks has been achieved, as well as to establish sectoral coordinations for the implementation of policies and activities contemplated in the Plans of Action for Childhood and Adolescence. There is also a notable advancement in the number of institutions that implement good practices in relation to CDL.

The training actions for key actors (police, tourism, educators and in some cases with personnel of the judicial sector) on the matter of CDL have been important for generating sensitization and for the development of capacities for prevention.

The development of awareness raising campaigns has been delayed, nevertheless where it has been implemented, the campaign has contributed to raising awareness of CDL as a problem in the public eye and the public agenda and manages to adequately join together both problems: CDL and CSEC, and works on them from a WFCL perspective associated with the rights of BGA.

**Effectiveness of component 3:** “Pilot Models have been executed to prevent and to withdraw boys, girls and adolescents from CDL.”

The goals of training the target groups (such as schools) and of sensitization are being achieved at the expected level. The actions deployed in strengthening the schooling link have achieved the expected coverage. The SCREAM methodology constitutes a relevant instrument in the generation of prevention capacities and an educational complement for educators and BGA.

In terms of **the model of prevention for both subjects**, CDL and CSE, the “commitment” that the regional project has made on the matter of schooling support of the target population turns out to be adequate and an important success for the project for two fundamental reasons: First, the close relationship with the lack of access to the expulsion of the BGA in CDL and CSE from the education system; and second by the serious deficiencies of quality and coverage that the education system in some countries like Peru displays, according to all the public and private institutions interviewed. As a result of this commitment by the project the following strengths and advances have been identified: a) an improvement of the BGA’s understanding of the academic aspects of their formal education, b) has contributed to an improvement of the self-esteem and security of BGA as well as an opening of their minds with respect to their personal development.

**Effectiveness of component 4:** “Legal, institutional and cultural context favourable to the development of effective actions against CSEC in Colombia, Paraguay, Peru and Chile.”

An advancement has been achieved in the development of proposals to harmonize the legal frameworks associated with CSE. These proposals have been very opportune since several countries are discussing proposals on Trafficking in parallel. This is why it is thought that there is a favourable scene for its implementation. There has also been a very important advancement in the number of institutions that implement good practices related to CSE and in the coordination of actions between private organizations for their execution.

With regards to the technical support to specific institutions on the matter of CSE, in general, a greater understanding and consensus has been generated on the subject. The increase in the number of public institutions that implement good practices relative to the CSE stands out, supported generally in the Action Plans for Childhood and Adolescence. In Chile, the effect of the trainings on the homogenization of procedures and consensuses for the registry of WFCL is particularly evident. The action plans in favour of childhood and adolescence continue supporting intersectoral coordinations and initiatives of different levels of significance in the fight against CSE.

The campaigns show a delay, however in the case of the CSE this has not been so relevant because in most of the countries there were previous initiatives that had managed to position the issue adequately; what the new campaigns contribute is a return to the subject with a more consistent and diversified strategy on the matters of the public and the media.

**Effectiveness of component 5:** “Pilot models have been executed to prevent and withdraw boys, girls and adolescents from CSEC.”

As a product of previous interventions in some countries, an advancement has been obtained in the prevention models for CSE victims. The report of the prevention targets indicates a high percentage of achievement in the countries with the exception of Peru that will have to reprogramme its terms.

In general the countries with more experience in the subject (Paraguay and Chile) have achieved the development of effective models of intervention and a process that will guarantee an important level of withdrawal. The project in these countries has managed - in addition - to accumulate sufficient experience and knowledge to raise a solid methodological proposal that is gradually being transferred and adopted by the State.

### 3.1.3 Efficiency

The organizational design and instrumental management has shown to be adequate in engaging with the target population of the programme. In general terms the decentralization of functions of the project in favour of each country, is appraised as positive in the sense that it allows the officers (NPOs) of each country to assume tasks that they have to carry out *in situ* but in constant contact with the CTA in Lima. This allows adequate feedback at both levels of decision making.

In each country, in general, the relationship between the project officers and the personnel of the APs is quite fluid. The role of the Project Officers in developing coordinations to support the execution of the project is important, constantly promoting its development.

The project in addition has control mechanisms and accountable financial tracking that guarantee the appropriate use of resources.

With respect to the partners, the commitment and the will of the following institutions to take on the challenges of the project stands out: in Paraguay: the SNNA, SENATUR, Ministry of the Interior, Ministry of Education, the CODEEN in Encarnación and Asuncion, CONAETI; in Chile: SENAME, Ministry of Labour, Investigations Unit, Police Department “Carabineros”; in Colombia: the ICBS, DABS-Bogota and SBS-Medellin, the inter-institutional committees in the three regions Bogota, Medellín and Palmira, the district Council for the integral attention of victims of Intrafamilial Violence and CSE in Bogota and the Subcommission of Childhood and Family in Palmira; in Peru: Ministry of Labour and the Attorney General’s Office in Cusco; and the Police and the Municipality in Iquitos.

## 3.1 Weaknesses

**3.2.1 Design.** The main threat to the original design is in the assumptions that are made, particularly the assumption in relation to “the political will of the authorities to make the ratified conventions effective, assigning sufficient resources to it...” The results of this evaluation demonstrate a weakness in public institutional support in the four countries to assume and develop the proposals of the project.

With respect to the assumptions established in the logical framework matrix, two additional problems are observed: firstly, the identified risks are insufficient. This is the reason why it is proposed that the assumptions directly affecting the project objectives are incorporated. And secondly, a systematic verification of the probability that the assumptions will occur has not been included in the monitoring activities.

An additional weakness in the design is related to the definition of performance indicators such as the product indicators and intermediate results. Some indicators of the logical framework matrix only measure the scale of coverage.

### 3.2.2 Effectiveness:

**Of component 1:** the detected weaknesses are related to the difficulties of the project to implement a regional strategy. In spite of the efforts made in this sense the project appears to be the sum of four national projects more than a regional initiative. Until now the regional integration has only been achieved in the case of the production of studies, because the regional actions have been very limited.

The strategy defined in the design is insufficient and not very clear; in execution of the project, the strategic work proposal does not reach the potential of its regional character. Part of the problem is in how it had been defining the regional element of the strategy. The interviews carried out indicate that the regional element is defined as “the sum of the 4 projects”. This way of defining the regional project does not encourage an understanding of the “regional element” as a product of the interaction of the four national projects, failing to make clear that its benefit lies in harnessing the value of products and the results of the project in general.

The results of this evaluation indicate that the reasons for this are: a) The management required to cause the synergies between the countries of the project have not been sufficient; b) The coordinations that are established by the project have been achieved mainly by virtue of the operations (execution of activities) and the coverage; and c) the exchange activities between countries - planned to produce this result - did not manage to make a specific common strategy basically because the methodology that was used in the Forum did not allow it.

**Of component 2:** the weaknesses in this component are related to the difficulties in capitalizing on the advances achieved previously, particularly in the legal context. There are indications that at the proposal level, past experience was capitalized upon, as evidenced by the fact that the reforms and processes to formulate intersectoral policies were promoted. However, this type of synergy is not achieved at the legal level.

The project has not managed to position its proposals in a satisfactory way amongst the justice operators (public prosecutors, judges). There persists a knowledge gap in relation to the laws that regulate the rights linked to childhood and adolescence, due to a low achievement of products 2.2 and 2.3 that can be translated into: i) a lack of application of these laws, and ii) lower political will to carry out prosecuting and penalty actions, iii) The technical consultancy does not constitute a permanent and systematic activity but a precise one (two or three workshops) which does not generally imply continuity.

In the opinion of the interviewers, these activities have been insufficient and in addition, if they do not manage to engage and integrate all the key actors in a single workshop (for example: people in charge of registry of BGA labourers and labour inspectors) the actions lose their potential effect of establishing standard consensuses and procedures.

On the other hand, in spite of the advances there is still a lack integration of the different local levels with the national level and intersectoral coordination at the local level for the development of options for the BGA in CDL, especially in Reference Centres for CDL under the legal age.

With respect to the campaigns there are two important threats: i) an apparent contradiction between the messages of the campaigns and the solutions that are being supplied to the BGA under the legal age, specifically in Peru and Paraguay; and ii) the campaigns have generated an interesting public response in terms of denouncements, nevertheless in many cases there are weaknesses - in the institutions - in collecting and processing them, which reduces and dilutes the effect.

**Of component 3:** Although the objective of training agents in detection and prevention is relevant and necessary for leaving capacities installed at the local level, the strategy to work with the schools must be taken with much caution for three reasons: i) the educators still show many weaknesses in confronting the problem in a coherent and relevant way because in many cases they themselves are part of the problem; ii) some institutions that must provide the technical consultancy in CDL display shortcomings in their approach; and iii) in some cases the prevention activities in CDL are presented as a set of “sensitization” activities that do not manage to generate an integral process of training on prevention.

The progress in terms of withdrawal is deficient and there is some confusion over concepts and the proposed solutions of the model. The work strategies of some institutions with child labour populations under the legal age seem to support the permanence of BGA within their jobs and they are limited to improve the labour conditions of the boys and girls or their “relocation to other people homes” (Paraguay and Peru). The approach in some cases avoids the fundamental problems of the family and the economic situation and limits the problem to a subject of conscience for the fathers, mothers and patrons.

Additionally the lack of certain specialized services in key aspects of the problem directly threatens the terms of withdrawal because *“in many cases there is nowhere to send the BGA”*. Given this analysis, it is almost redundant to indicate that the progress in this area is deficient and that the project team must make important changes at the institutional level and in the terms proposed originally to achieve this objective.

**Of component 4:** The weaknesses in this component are the same as indicated in the component 2. Although there are indications that the proposals were taken advantage of because these have managed to promote reforms and processes to formulate intersectoral policies, this synergy is not obtained at the legal level. The project has not managed to position its proposals adequately at the level of the justice operators (public prosecutors, judges) with respect to the ignorance of the laws that regulate the rights linked to childhood and adolescence

On the other hand, the same as in CDL, the weaknesses of the consultancy (see products 4.2 and 4.3) are associated with the fact that they are executed - and in addition perceived - as precise activities and disassociated from a more strategic process of work. It is the general opinion of the interviewees that there is a lack of greater diffusion and knowledge of the laws, as well as actions that integrate the key actors who are engaged in each link in the chain in a workshop for example: (such as policemen, judges, public prosecutors).

**Of component 5:** The withdrawal target of BGA in CSE has been partially reached. Most of the BGA *are “in the process of withdrawal”*

The reasons that explain this are: i) the timeframes established for the achievement of the withdrawal of CSE appear too short in all the countries. The withdrawal from the CSE activity is a difficult and gradual process that can generally take several years (in average 2.5 - 3) according to various interviews and sources<sup>49</sup>; ii) important gaps exist in terms of the service coverage that is required being available and operational (health, vocational training, systematic programmes of reintegration of the victims, etc.). One of the most relevant shortcomings is the lack of intake shelters (Centros de Acogida) for BGA that cannot return to their families (the data indicate that on average for all the countries only a 20% of the withdrawal cases in CSE count on reintegration with their families as a real possibility); iii) underestimation of the cost of the intervention process. The interviews indicate that the projected investment for each BGA is low, for example to guarantee a process of sustainable withdrawal, the average cost per BGA is estimated at between \$250-300 dollars monthly; iv) A low level of execution of the labour training activities exists and when they have been executed they generally involve activities of low profitability that tend to reproduce stereotypes (hairdressing salon, fashions).

### 3.2.3 Efficiency:

The weaknesses related to efficiency are associated with the following subjects:

**Human resources:** Even though the costs of programme administration are elevated in comparison with other similar programmes, the results of this evaluation indicate that the current size of the project exceeds the personnel capacities and ILO-IPEC (NPOs) human resources available<sup>50</sup>.

<sup>49</sup> Martha Casal (2004); Joao Bonassi (2005); Raíces (2005); OPCION (2006). Martha Casal (2004); Joao Bonassi (2005); Raíces (2005); OPCION (2006).

<sup>50</sup> There are a total of 4 professionals – with part time assistants – to supervise the work of approximately 40 training actions, 35 APs, studies and proposals on diverse subjects and financial modalities.

Related to this tension between the demand for activities and the amount of staff-working-days to develop them, the second element of weakness in the management presents itself. It is appraised - in general - that the technical support given by the ILO-IPEC team in each country is insufficient particularly in relation to the fulfilment of evaluation functions of the relevance, effectiveness and quality of the intervention that is executed at local level and in facilitating networking and collaboration channels between partners. The interviews with some NPOs indicate that the lack of time – and sometimes budget - impedes their visiting and supervising the local institutions with more regularity. The interviews carried out with representatives of the partner institutions point at deficiencies and demands in the contexts of coordination, more systematic training and in some cases more information.

**System of measurement:** The system measures withdrawal by services in coherence with the definition agreed between USDOL and ILO-IPEC.

**Fulfilment of terms:** deficiencies appear with respect to the opportunity of timely resource delivery, delaying the anticipated schedule for the execution of the project in which the sensitization campaigns and the components of direct intervention (models) that have not been produced opportunely are referred to.

**Institutional support:** There are weaknesses in the institutional capacity installed for intervention in CDL and CSE and this constitutes an evident risk that affects the quality and magnitude of achievement of the prevention and eradication objectives. The risk is greater in Peru and Paraguay and less in Colombia and Chile.

## V RECOMMENDATIONS

Based on the conclusions at which we have arrived in this report, we propose the following recommendations directed at the whole regional team with the purpose of improving the effectiveness and the efficiency of the project:

1. It is recommended that the development of the regional strategy invokes a greater synergy in the project management in all the countries and that the vision of the project is supported in the scope of CDL and CSE. Advances in this sense are verified in the execution of component 1, generating a strategy that includes all the components. With this in mind, it is suggested that the development of the regional strategy focuses on three objectives: i) the generation of a common prevention and sensitization proposal that joins together CSE and CDL and that is supported in the proposals and in the prevention models that the countries have developed; ii) the definition of an optimal withdrawal model for WFCL (costs, timeframe, required capacities, criteria, standard procedures of intervention in CSE and CDL, etc.) supported in the intervention experiences and lessons learned of the institutions and considering the particularities of CSE and CDL in its configuration;
2. iii) the definition of a programme in line with the agreements achieved in MERCOSUR in relation to the protection of the rights of BGA; iv) the integration of the subjects of Trafficking and Sexual Tourism into the strategy is suggested, given that in Chile and Paraguay these subjects are already cross-cutting the work developed on CSE.
3. It is recommended that the next regional forum takes up the initial objective defined in the project design in terms of setting up a forum on a) intervention models for the prevention of CSE developed in schools and communities of high risk, b) on the withdrawal methodology of CSE, and c) on intervention models for the prevention of CDL developed in rural communities and d) on withdrawal methodology for CDL. It is suggested that the forum calls directly on institutions that are working in prevention and withdrawal in CDL and CSE and promotes the exchange of experiences. This exchange must be supported methodologically not in a format of “experience presentation” but in channelling an exchange of the problems that affect the achievement of the prevention and withdrawal objective, and the solutions that each institution has come up with to overcome them, including the good practices detected in this evaluation. It is recommended that two modalities of work are included in the forum: group work sessions on each subject separately and sessions to unify the criteria, definitions and procedures in both subjects from a rights and worst forms approach.

4. It is recommended that a systematic training programme be developed with the objective of assuring an adequate understanding and handling of CSE and CDL issues. This training programme would have to contain at least 3 to 5 theoretical-practical modules and be relevant to the work of the target population who are invited. In this respect, the people interviewed have asked for: a) the development of a more extensive training process; b) with the technical support of “experts in the subject”; c) with content and methodologies that are practical and relevant to the work or intervention being made; d) that brings together the multiplicity of key actors related to some type of process-work-subject (e.g. all those that are registered in WFCL in Chile; or the policemen, judges and public prosecutors related to the CSE; or the Ministry of Labour, labour inspectors and the ones in charge of the registry of labour BGA). What should not occur is a continuation of training specific actors because, on the contrary, the process requires the convergence of those involved (judges, policemen, educators, inspectors) to join forces and find consensus on strategies.
5. In line with the previous recommendation, it is suggested that the training strategy for the Judicial Authorities be modified by the modality of technical support, taking advantage of the successful experiences of other regions like Central America and the Dominican Republic where the work with public prosecutors and policemen has produced very good results in terms of improving the investigation procedures and increasing the opportunities for prosecution for CSE.
6. With respect to the purpose of the project: eradication and prevention, it is recommended: a) to reformulate the criteria and the concept of withdrawal towards a concept that includes the total ending of CSE or CDL within a determined term, beyond the provision of a set of services; b) to reframe the terms proposed originally to obtain the withdrawal target of BGA from CDL and CSE which appear to be undersized in all the countries; and c) to review the costs of the intervention processes which also seem to be underestimated. In relation to costs since some governments are investing in the development of prevention and withdrawal programmes for CSE and CDL and the institutions consider the projected terms and costs to be low, it is recommended that the cost of intervention per beneficiary be estimated by country, considering in this exercise which is the present scenario of intervention in terms of human resources and amount of services delivered and which would be the optimal scenario to be able to establish with certainty if the programmed costs and terms are appropriate or require a review. This must be evaluated establishing a homogenous definition of “withdrawal” that is different from “withdrawal by services”.
7. It is suggested that a comparative study be done with quantitative and qualitative indicators on the open models of intervention (which requires the free and voluntary decision of the BGA to enter and to remain in any of the homeless modalities (modalidades de acogida) that can be implemented) versus the semi-closed or closed models (the BGA are sent by the courts and once registered in the “centre” are prohibited from leaving). The objective would be to verify the following hypotheses “the BGA that participate in open models exhibit a greater probability of sustainable withdrawal”.
8. It is proposed that the monitoring system be revised to include two types of withdrawal indicators: firstly, an indicator that transparently displays the accounting of the withdrawal cases and measures directly the N° of withdrawn BGA from CDL and CSE defining withdrawal as the absolute ending of the activity for at least 5 months. Then to continue measuring the case every 5 months for the duration of the AP and the permanence of the BGA in the programme. If the estimations of the average duration of the APs are real, there would be at least 3 measurements over a period of 15 months. This could provide some estimation of the trends in relation to putting an end to BGA involvement in CSE and CDL (considering that each AP lasts on average 15 months). Secondly, an indicator that measures the “effective withdrawal”, that is to say an ex-post measurement of BGA that indicates a percentage of the total withdrawn that remain in that condition (ending the exploitation activity). This is possible especially in those institutions that took up the populations of previous programmes. There is an element of caution with this measurement because as the institutions with more experience assert – a judgement

that the evaluators share - even though “effective withdrawal” is spoken of it does not imply that the interruption from the activity is necessarily definitive.

9. It is suggested that the suitability of the institutional teams that are carrying out the prevention and withdrawal from CDL is evaluated, specifically in Peru and Paraguay. In addition it is proposed that a process of intensive accompaniment is developed with the following objectives: a) to adapt the terms of the intervention; b) to guarantee the real withdrawal from CDL of minors under the legal age; c) to generate methodological capacities for intervention in prevention and withdrawal; d) to create Reference Centres where they do not exist; e) to carry out close and constant monitoring to verify the type of messages and solutions that are being sent to BGA; f) to guarantee that the reported information effectively indicates the ending of the BGA involvement in domestic child labour, under the legal age.
10. With the objective of strengthening the capacities of the teams through learning “in the field” it is suggested that a system of internships or visits be established (3-5 days) to other successful experiences in prevention and withdrawal from the same or another country. With this the creation of a critical mass of successful experiences would be achieved, as a way of advancing and finding concrete and innovating solutions. These “internships” are conceived as a medium of learning, accumulation of capacities and demonstration for the technical teams. They also create a source of extracting lessons to impel the rest of the ILO-IPEC initiatives in Latin America, particularly the new projects. The idea is to exchange from the perspective of the prime point of delivery of “theoretical” knowledge to the perspective of creating capacities based on actions.
11. It is recommended that therapeutic support be incorporated into the project for the teams that are working in direct intervention because the nature and characteristics of the problems dealt with, as well as the difficulties of the social processes themselves, mean that the work is intensive and that results are often not seen in the short term which can generate tension, frustration and fatigue in the people who carry out this work. This support must be oriented then to avoid desertion in the teams and to reduce the frustration levels that are reported. In the particular case of Colombia, in addition there is desertion of staff reported from the teams due to the low competitiveness of the salary which leads some professionals to accept other offers with better payment. In this case in particular, it is important to analyse the issue. An interesting experience that would be good to imitate is the “self-care” implemented by OPCION and RAICES in Chile (documented in Good practices).
12. In relation to the mainstreaming of the gender perspective it is recommended that clear directions, conceptual frameworks and methodological instruments be given to the teams of the APs to achieve its implementation. The ILO has a gender programme with specialized staff and publications in the subject, so it is necessary to take advantage of this as soon as possible to avoid a continuation of the gap in this field.
13. It is suggested that labour training for adolescents will be - if possible – targeted at competitive and sustained activities that are in-demand in the marketplace, with a training programme that assures the development of labour competencies. Together with this, it is essential to harness the link between labour training and the insertion into the labour market to guarantee CSE withdrawal. Advances in this sense are observed in other projects where the social responsibility of the associated companies works specifically to generate employment opportunities.

## ANNEX 1: Information on indicators; collection techniques, sources and instruments; samples and schedule of the evaluation

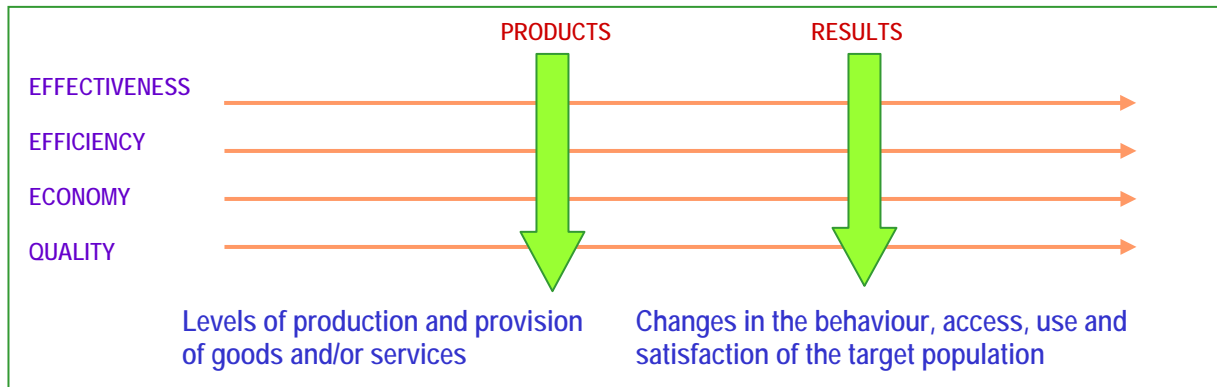
### 1. Type of Evaluation

This is an evaluation of results or effects of the project centred on the measurement and analysis of the performance of the project, defined as the progress towards the achievement of results in the dimensions of the design (relevance or pertinence), effectiveness and quality, execution and efficiency, and the sustainability of the implemented actions.

In order to measure the progress of the project, it is proposed that it be centred within two spheres of management control:

- a) the products: this refers to the production levels and provision of the goods and services produced or delivered by the project and corresponds to the first level of results; and
- a) the intermediate results: this refers to the changes in the behaviour, state, attitude or registration of the beneficiaries once they have received the goods or services of the project. The importance of measuring this is that it is hoped that they will lead to the final results and consequently constitute an approach to achieving them.

In terms of performance, in addition to the mentioned spheres of control, there is also a set of management dimensions or focuses of the project, that are feasible and relevant to measure with suitable indicators. These dimensions are: effectiveness and quality, validity and relevance of the design, execution and efficiency and sustainability. The following figure displays the process of evaluation and presents a definition of dimensions mentioned.



### 2. Axes of Analysis: Dimensions, Evaluation Questions and Indicators

#### a) *Validity and relevance of the design*

The evaluation of the design will be centered on the analysis of the logical ordering and consistency of the project, considering its objectives, components, activities and the assumptions under which it was carried out. This means the initial justification of the programme and how those elements of diagnosis have evolved. The degree of adjustment of the proposed solutions to the surroundings, the characteristics of the target population and the nature and magnitude of the problem or needs identified are evaluated. An analysis is included of the relationships between the different levels of objectives with the development of applicable goods and services and of the relationships between objectives, targets and indicators. It also analyzes the handling of the programme resources, i.e. the capacity of the management to suitably administer the budgetary resources and to attract resources from other sources. The central questions of this dimension, which are directed at measuring the relevance of the design, are the following:

- What are the advantages and disadvantages of a regional project?
- What are the advantages and disadvantages of working on the two subjects of commercial sexual exploitation of children and child domestic labour in the same project?
- Are the human resources sufficient for the development of all the activities?
- Is the timeframe for the development of the project activities appropriate?
- Does the budgetary breakdown correspond with the planning of activities? Is it appropriate?
- In the countries where multiple ILO-IPEC projects are in operation (e.g. Colombia), are the funds being used for the development of specific activities of the project?
- Are the indicators in use well designed and measured?
- Does the project have a systematic training plan? Does it include a definition of the capacities to be achieved by each type of target population trained and how to evaluate them?
- Is the gender perspective adequate? And how relevant is it?
- How would the subject of trafficking be worked on in what remains of the project?

Figure N° 2 presents the products and results of the evaluation of *validity of design* and *relevance*. It includes the indicators and areas of evaluation that are associated with those products and results.

**Table 2:**  
**Design and Relevance**

<i>Dimensions</i>	<i>Indicators and/or areas of evaluation associated with Products and Results</i>	<i>Area of operation of the evaluated programme</i>
<b>Validity of the design (17 indicators)</b>	<ul style="list-style-type: none"> <li>- Design logic and formulated in precise terms</li> <li>- Design focused on the problems, needs and strategies already in practice detected in each country</li> <li>- Design establishes the strategy to continue to solve the problems and needs detected and unify or not duplicate strategies already in practice</li> <li>- Design incorporates a regional strategy differentiated for local strategies</li> <li>- Design clearly describes the beneficiary population and the way in which it will achieve benefits</li> <li>- Design locates the project within the appropriate institutional framework</li> <li>- Design defines roles and responsibilities of the main speakers of the project</li> <li>- Design establishes relevant, clear objectives and relevant achievement indicators to measure the changes that the project must achieve in the levels of effectiveness, quality and efficiency</li> <li>- Design raises objectives, goals and realistic execution timeframes</li> <li>- Design describes main products, activities and inputs necessary to achieve the objectives</li> <li>- Design incorporates a gender focus in the intervention strategy with the target population</li> <li>- Design determines valid assumptions about the main external factors that influence the execution and the performance of the project</li> <li>- Relevance of the external factors is considered in the project design</li> <li>- Usefulness of the indicators to track and measure the impact</li> <li>- Are the designed activities sufficient and necessary to produce the goods and/or services?</li> <li>- And are the goods and services enough for the achievement of the purpose or general objective?</li> <li>- Was the gender approach incorporated in the definition of the goods and services and/or processes involved in the production or provision of goods and services?</li> </ul>	<b>DESIGN / management</b>
<b>Relevance</b>	<ul style="list-style-type: none"> <li>- The existence of new necessities to be catered for by the project after possible changes in the context or situation.</li> <li>- The validity of the objectives after possible changes in the situation and context and after implementation of the activities</li> <li>- Relevance of the project in the face of the needs felt by the target groups</li> </ul>	<b>Design / management / local operation</b>

<i>Dimensions</i>	<i>Indicators and/or areas of evaluation associated with Products and Results</i>	<i>Area of operation of the evaluated programme</i>
	<ul style="list-style-type: none"> <li>- Relevance of the project in the context of the national capacities to respond to the needs of the target groups</li> <li>- Pertinence (relevance) of the project in the context of the local capacities to respond to the necessities of the aim groups</li> <li>- Relevance of the project in the context of the present policies and national programmes</li> <li>- Degree of relationship and synergy between the project and other childhood interventions implemented by IPEC or other international organizations in the country</li> <li>- The existence of synergies in the national and/or local context</li> <li>- Relevance of mechanisms to identify the beneficiary population or criteria of focus</li> <li>- Relevance of the actions developed in the context of aspects such as ethnicity, rural and gender</li> <li>- Degree of consensus around the definition of the CSEC problem</li> <li>- Relevance of the concepts "prevented", "withdrawn" based on the achievement of the objective (general objective: prevention/eradication CSEC)</li> </ul>	

### ***b) Effectiveness and Quality***

This refers to the degree of achievement of the objectives, i.e. to evaluate to what extent the project as a whole, fulfilled its expected objectives, coverage, effects. Identifying - in this analysis - factors of success and bottlenecks found during the execution, as well as unanticipated effects. This includes - when relevant - an analysis of the quality<sup>51</sup> of the services delivered and their attributes, such as: opportunity, accessibility and continuity in the delivery of the service, particularly for the objectives of sensitization, institutional strengthening and direct intervention. It will be complemented with a qualitative analysis of the degree of satisfaction of the beneficiaries and their perception in receipt of benefits from the project. The central questions of this dimension, which tend to measure the effectiveness of the services delivered by the project, are:

- Is there comparable information on the characteristics and magnitude of child domestic labour and commercial sexual exploitation of children and adolescents available in the countries? Is it being used?
- Do institutional, legal and cultural conditions exist to develop effective actions against child domestic labour in Colombia, Paraguay and Peru?
- Have effective pilot models been developed to prevent and withdraw children from domestic labour?
- Do institutional, legal and cultural conditions exist to develop effective actions against the commercial sexual exploitation of children and adolescents in Chile, Colombia, Paraguay and Peru?
- Have effective pilot models been developed to prevent and withdraw children and adolescents from commercial sexual exploitation in Chile, Colombia, Paraguay and Peru?
- Will the project achieve its objectives in 2007? Otherwise what is recommended?

The indicators and areas of evaluation associated with products and results of the evaluation of Effectiveness and Quality appear in the Table N° 3.

Table 3:  
*Quality and Effectiveness*

<i>Dimensions</i>	<i>Indicators and/or areas of evaluation associated with the Products and Results</i>	<i>Evaluated Programme's Area of Work</i>

<sup>51</sup> Quality is a specific dimension of the concept of effectiveness that refers to the capacity to respond to the needs of the users and beneficiaries.

<b>Effectiveness and Quality (21 Indicators)</b>	<ul style="list-style-type: none"> <li>- Performance of the programme in terms of the production of results: a) levels of production of goods and services; b) opportunity of production and delivery of the service; c) quality of the service delivered (opportunity and satisfaction of users); d) achievement of goals</li> <li>- Degree to which the project has achieved its immediate objectives</li> <li>- Degree to which the production of the goods and services allows the achievement of general objectives.</li> <li>- Coverage of the project with respect to the real targetted beneficiary population versus the anticipated beneficiaries in the design of the project</li> <li>- Contribution of the different pilot models to the immediate objectives of the project.</li> <li>- Potential for replicating lessons learned generated by the pilot models in execution</li> <li>- Contribution of the project to the creation of national and local capacities for combating CSE (commercial sexual exploitation) and CDL (Child domestic labour)</li> <li>- Degree of consolidation of the local institutional networks and their contribution to the creation of national, regional and local capacities to combat CSE and CDL.</li> </ul> <hr/> <ul style="list-style-type: none"> <li>- Capacities and level of commitment acquired by the participating institutions;</li> <li>- Effectiveness and relevance of the components of the studies and research into the process of eliminating CSE and CDL</li> <li>- Effectiveness and relevance of the component of institutional strengthening in the process of eliminating CSE and CDL</li> <li>- Effectiveness and relevance of the component of direct intervention in the process of eliminating CSE and CDL</li> <li>- Effectiveness and relevance of the actions of sensitization in the process of eliminating CSE and CDL</li> <li>- Perspective of sustainability of the studies and research component</li> <li>- Perspective of sustainability of the institutional strengthening component</li> <li>- Perspective of sustainability of the direct action component</li> <li>- Degree to which the results of the programme extend alter the participation of the beneficiaries. (sustainability)</li> <li>- Suitability of follow up and evaluation in terms of the generation of relevant, quality, periodic and oportune information</li> <li>- Usefulness of the information generated for the process of decision making</li> <li>- Influence of internal or external factors on the results of the project</li> <li>- Degree of participation of actors at national level in support of the project (Ministry of Labour, Ministry of Education, Ministry of Health, the unions, employers organizations, NGOs, etc.)</li> </ul>	<b>Local management/ operation</b>
--	---	------------------------------------

### c) *Execution and Efficiency*

The evaluation of the execution refers mainly to management aspects. The evaluation of the management is the analysis of the main institutional aspects within which the project operates, the main processes, instances of coordination and instruments used to develop the project's activities and to fulfil its purpose. Aspects are analyzed such as: the process of decision making in the project, its organizational structure and delegation of responsibilities, the use of evaluation and monitoring mechanisms, selection criteria for the beneficiaries, the terms and capacities generated at the level of the local institutions. The central questions in this dimension, which tend to measure aspects of the organization, administration and coordination of the Project, are:

- Have the activities of the project been developed according to the programming? Otherwise what is recommended?
- Which are the main contributions of partners?
- Are the monitoring methods effective in assuring that boys and girls are not in activities of exploitation associated to CSE or CDL? And that the boys/girls counted as "withdrawn" are not participating in activities related to CSE or CDL?"
- Is there clarity in the statistics that boys and girls counted as "withdrawn" from CSE are not only boys and girls abused sexually?

- Has the gender approach been incorporated as planned? Otherwise what does it recommended?
- Does the multi-country, multi-subject nature of the project lead to the creation of synergic effects so that the global project is more than the sum of its parts?
- What innovating practices have been developed for the implementation of the CSE and CDL projects?

Despite the gender and human rights approach, the mainstreaming efforts will be tackled throughout the evaluation (as was indicated at the beginning), both aspects have a special relevance in this dimension, which is why special attention will be given to them in their analysis and some specific indicators will be assigned to them.

The indicators and areas of evaluation associated with products and results of the evaluation of Execution and Efficiency are in Table N° 4.

**Table 4**  
**Execution and Efficiency**

<i>Dimensions</i>	<b>Indicators and/or evaluation areas associated with Products and Results</b>	<i>Area of the operation of the program evaluated</i>
<b>Execution and Efficiency (17 indicators)</b>  <b>and 3 specific analyses age group, gender and human rights</b>	<ul style="list-style-type: none"> <li>- Type and quality of the follow up of direct beneficiaries.</li> <li>- Relevance of the monitoring for counting the CSE and CDL withdrawal.</li> <li>- Existence and suitability of a common understanding of the definition of a “prevented child” between the project staff, implementing agencies and other parties involved</li> <li>- Existence and suitability of a common understanding of the definition of “withdrawn child” between the staff of the project, implementing agencies and other parties involved.</li> <li>- Effective capacity for the attention of the needs of beneficiaries (boys, girls and families) considering the gender differences.</li> <li>- Is the organizational structure of the programme appropriate for the production of the expected results and the achievement of the general objective?</li> <li>- Suitability of the coordination mechanisms and allocation of responsibilities.</li> <li>- Suitability of the delegation criteria/distribution of resources (opportunity and modalities of payment).</li> </ul>	Management/local operation Services Beneficiaries

<i>Dimensions</i>	<b>Indicators and/or evaluation areas associated with Products and Results</b>	<i>Area of the operation of the program evaluated</i>
	<ul style="list-style-type: none"> <li>- Suitability of the technical and administrative direction and the support provided by the project staff and the units of IPEC and the ILO (the regional office and the head office) involved, to the participating organizations.</li> <li>- Suitability of the response of the project to the influence of external factors.</li> <li>- Contribution of the project to the increase of the capacities of the implementing agencies to develop effective actions against CSEC and CDL.</li> <li>- Contribution of the project to the increase in capacities of other parties involved to develop effective actions against CSEC and CDL.</li> <li>- Contribution of the support structures (IPEC) to the operation/implementation of the project.</li> <li>- Contribution of the national support structures to the operation/implementation of the project at local level.</li> <li>- Existence of the exchange of experiences between the initiatives of the countries, to identify, diffuse and incorporate lessons learned.</li> <li>- Benefits of the exchange of experiences between the initiatives of the countries in the execution of the project.</li> <li>- Efficiency of the activities: a) activities that are carried out and that could be done without; b) activities or processes that could be outsourced to improve efficiency;</li> </ul> <p><u>Approach strategies by age range:</u></p> <ul style="list-style-type: none"> <li>- Inclusion in the study diagnostics of an analysis by age range, differentiating boys and girls from adolescents in CSE and CDL</li> <li>- Existence of specific strategies to address boys and girls, differentiated from those used with adolescents</li> <li>- The suitability of the implemented strategies for each key age group.</li> </ul> <p><u>Application of a gender focus:</u></p> <ul style="list-style-type: none"> <li>- Inclusion of a gender analysis in the study diagnostics</li> <li>- Existence of a plan that integrates the strategic and practical needs identified for men and women in the beneficiary population.</li> <li>- Existence of specific strategies to address the strategic and practical needs identified for groups of men and women</li> <li>- Suitability of the implemented gender strategies.</li> </ul> <p><u>Application of the human rights approach</u></p> <ul style="list-style-type: none"> <li>- Under age people constitute the fundamental subject of the project.</li> <li>- Focus based on the respect of the human rights of minors</li> <li>- Application of the principles of superior interest and integral protection of minors.</li> <li>- Active Participation of minors in the identification of solutions to the problems and in the construction of the projects that affect their lives.</li> </ul>	

#### **d) Sustainability**

This factor analyzes all those conditions that allow the project to achieve operational continuity. The institutional conditions and capacities are analyzed that would allow the project to achieve continuity: (i) organizational characteristics such as: commitment of the authorities, conformation of national and local structures of support to the project, channels of inter-institutional coordination; (ii) existing capacities such as: professional capacities, resource endowment, availability of financing for a relevant period; and (iii) valuations of external actors for the institution or programme such as the legitimacy in the eyes of the beneficiaries and credibility on the part of the political and social actors. The central questions in this dimension tend to measure aspects that assure the sustainability of the benefits generated, they are:

- What is the capacity of the executing agencies to continue developing this type of work in the subjects of CSE and CDL once the project is finished?

- What future measures must be taken to improve the capacity of the national actors to implement activities for the eradication of CSE and CDL?
- What aspects of the coordination aspects for the elimination of CSE and CDL are sustainable? How can the sustainability of these efforts be improved?
- How has the awareness of the public been raised (sensitized) with respect to CSEC and CDL? How can it be developed more?
- What are the measures that IPEC must take to assure that the project is going to be closed correctly, even without the team responsible for its execution? *(This is especially important considering that the budget only covers salaries for the entire team for ten months in 2007 (or until October)).*

The indicators and areas of evaluation associated with products and results of the Sustainability Evaluation are in Table N° 5.

**Table 5:  
Sustainability**

<i>Dimensions</i>	<i>Indicators and/or areas of evaluation associated with Products and Results</i>	<i>Area of operation of the program evaluated</i>
<b>Sustainability (17 indicators)</b>	<ul style="list-style-type: none"> <li>- Existence of strategies to assure the sustainability of the project</li> <li>- Suitability of the sustainability strategies of the project</li> <li>- Existence of strategies to assure the sustainability of the Action Programmes</li> <li>- Strengths and weaknesses of the coordination capacities of the national agents</li> <li>- Identified factors of institutional sustainability</li> <li>- Identified factors of socio-cultural sustainability</li> <li>- Identified factors of economic and financial sustainability</li> <li>- Factors of sustainability of the implemented gender strategies</li> <li>- Level of commitment of the Government to support the project</li> <li>- Level of appropriation in the local context to maintain the activities of the project</li> <li>- Existence of a strategy of progressive transference</li> <li>- Unifying the strategy of progressive transference</li> <li>- Degree of long term commitment of the national/local institutions to continue the activities and to deliver the services adequately</li> <li>- Technical capacity of the national/local institutions to continue the activities and to deliver the services adequately</li> <li>- Financial capacity of the national/ local institutions to continue the activities and to deliver the services</li> <li>- Administrative, technical and financial weaknesses of the executing-agencies that constitute a risk to the sustainability of the project</li> <li>- Justification of the continuity of the programme in its current form of execution</li> </ul>	Management/ local operation Beneficiaries

### **3. Methodology**

The methodological design incorporates a qualitative and quantitative approach. It is of interest to know and understand the design process and execution of the project as well as to quantify and measure its results and effects. The evaluation will be centred on the global project, specifically on its capacity to contribute to the establishment of a legal, institutional and cultural context that allows effective actions against commercial sexual exploitation of boys, girls and adolescents and against domestic child labour.

The evaluation will be carried out in four countries and it takes into account the interviews with each one of the local executing-partners of the project, the national partner in each country, the relevant external actors of the project, from both public and private backgrounds, and the beneficiaries.

In order to respond to the requirements of ILO/IPEC, a human rights perspective of the problem will be assumed. For effect, it is assumed that human rights are inherent attributes to each person by their condition of being, without

distinction of age, race, sex, nationality or social class. They are characterized for being universal, irrevocable, integral, interdependent, indivisible and legally indispensable.

The evaluation will also incorporate a gender analysis. Given the different situation and position of women and men in society and the inequality and discrimination that women are faced with, as well as the allocation of different social and economic roles and an unequal valuation of those roles in society, men and women have different problems and needs that cannot be merged together at the time of implementing development projects. In this context, the evaluation will analyze the unequal and differential effects of gender on the strategies implemented by the project.

Specifically, the gender analysis will address: a) determination of how CSEC and CDL affect boys and girls differently and the particular characteristics in each case; b) identification with exactitude of the necessary differences to be considered in the definition of the components (goods and services) depending on if the beneficiaries are male or female so that the objective of the programme is effectively reached. These differences can correspond to the characteristics of the goods and services, to their method of access or provision and/or related processes; c) analysis of the indicators in the sense that they must measure the effects that the interventions have had on the situation of males and females and on the relationships that are established between them.

Among other results the degree of inequality that can exist between males and females, particularly between boys and girls, must be measured.

#### *a) Collection techniques, sources of information and instruments*

For the collection of information the following techniques will be used:

- Literature review
- Semi-structured interviews
- In depth interviews
- Focus groups
- Working Meetings
- Workshops for interested parties
- Non participatory observation on the street areas where CSEC takes place

Considering the variety of information to be collected and based on instruments applied in previous experiences of evaluation of projects on the eradication and prevention of child labour (CSEC and CDL), different types of instruments will be used. Thus, the different indicators from the analysis axes will be separated into variables and transferred to different instruments that will serve as guideline for the collection of information. These instruments are the following:

- Template for the systematization of financial information
- Template for the analysis of the validity of the design and measurement of indicators
- Template for the targets and coverage of Direct Action projects
- Guideline for focus groups for children and adolescent beneficiaries
- Guideline for focus groups for fathers/mothers of beneficiaries
- In depth interviews on management of the project for members of IPEC/ILO
- In depth interviews on management of the project for executing agencies
- In depth interviews on characteristics of the product generated for the project
- Semi-structured interviews for institutions that are not members of the project

#### *c) Sources of Information*

The following constitute information sources:

- Project documents (Product, Action Programmes, financial information, information on progress, diffusion, preventative-promotional and training material generated by the project, press releases, records, systematizations, studies (investigations), data bases, etc.)
- Documents and material from other evaluations and systematizations of ILO-IPEC
- Direct beneficiaries of the project (boys, girls and adolescent in CSEC and parents)
- Indirect beneficiaries of the project (community leaders and others)
- Members of staff of implementing agencies of the direct action projects
- Members of staff of the project on the part of IPEC/ILO in each city
- Members of management staff of IPEC/ILO in the countries (Project Coordinator and key support staff)
- Representatives of partner institutions of the project (governmental partners, National and Local Committees, organizations who execute mini-programmes, representatives of trade unions and the media).
- Representatives of institutions that without being direct partners of the project, develop programmes related to childhood and adolescence or related subjects
- Participants of the workshops held in each country

The connection between the axes of analysis, techniques of collection and information sources appears in Table 6:

**Table 6**  
**Axes of Analysis, Techniques and Sources**

Axes of analysis	Information Collection Techniques	Sources of Information
<b>Validity of the design and relevance</b>	<ul style="list-style-type: none"> <li>• Literature review</li> <li>• In depth interviews</li> <li>• Focus Groups</li> </ul>	<ul style="list-style-type: none"> <li>• Planning documents of the project</li> <li>• Registries and databases of the executing agencies</li> <li>• Beneficiaries of the programme</li> <li>• Staff of the executing agencies of the Action Plans and miniprogrammes</li> <li>• Local and management staff of the project from IPEC</li> </ul>
<b>Effectiveness and Quality</b>	<ul style="list-style-type: none"> <li>• Systematization documentation of the programme</li> <li>• Focus Groups</li> <li>• In depth interviews</li> <li>• Semi-structured interviews</li> <li>• Workshops in each country</li> </ul>	<ul style="list-style-type: none"> <li>• Planning Documents, monitoring, evaluations and systematization of the programme.</li> <li>• Registries and databases of the executing agencies</li> <li>• Programme beneficiaries</li> <li>• Journalists and others indirect beneficiaries of the programme</li> <li>• Staff of the executing agencies of the Action Programmes and mini-programmes</li> <li>• Local and management staff of the project from IPEC</li> <li>• Representatives of partner institutions of the project</li> <li>• Representatives of the organizations that are not members of the project</li> <li>• Workshop participants in each country</li> </ul>
<b>Execution and Efficiency</b>	<ul style="list-style-type: none"> <li>• In depth interviews</li> <li>• Semi-structured interviews</li> <li>• Focus Group</li> <li>• Non-participatory observation on the street.</li> <li>• Financial information and information on beneficiaries</li> <li>• Review of documents</li> </ul>	<ul style="list-style-type: none"> <li>• Beneficiaries of the programme (boys, girls and adolescents, and parents)</li> <li>• Journalists and other indirect beneficiaries of the programme</li> <li>• Staff of the executing agencies of the Action Programmes and miniprogramme</li> <li>• Local and management staff of the project from IPEC</li> <li>• Representatives of partner organizations of the</li> </ul>

Axes of analysis	Information Collection Techniques	Sources of Information
	<ul style="list-style-type: none"> <li>In depth interviews</li> <li>Workshop in each country</li> </ul>	programme <ul style="list-style-type: none"> <li>Budgets and financial reports of the project</li> <li>Workshop participants in each country</li> </ul>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>Semi-structured interviews</li> <li>In depth interviews</li> <li>Workshop in each country</li> </ul>	<ul style="list-style-type: none"> <li>Staff of the executing agencies of the Action Programs and miniprogrammes</li> <li>Representatives of partner-institutions of the project</li> <li>Representatives of the institution that are not members of the project</li> <li>Local and management staff of the project from IPEC</li> <li>Workshop participants of each country</li> </ul>

The people selected to provide the base information of the evaluation correspond to the different types of actors that have contact with the project, be they direct or indirect. To each one of these groups a type of instrument will be applied, conforming a kind of "sample" by country according to what is described next:

Population	Instrument
Boys, girls and adolescents in CSEC, currently beneficiaries of the programme	Guidelines for focus groups for children and adolescents beneficiaries
Parents of families, beneficiaries of the programme	Guideline for focus groups for parent beneficiaries
Members of local and management staff	Interview on the management and products of the Project for members of IPEC Coverage Matrix of goals and beneficiaries
Management staff and work teams of the implementing agencies to the action programmes	Interview on management of the Project to the implementing agencies and interview about characteristics of the products generated by the project
Representatives of public, private and trade union institutions to coordinate joint operations with the programme (some miniprogrammes are included)	Interview to partner institutions of the project
Representatives of institutions that work in related subjects but do not coordinate operations directly with the programme	Interview for non-partner institutions of the project

### c) Schedule of the evaluation

Sept 07-12 Rosario Bello Sept 18-22 Ana Badilla	Document analysis and preliminary work
Sep 14-21 Rosario Bello	Evaluation Visit - Paraguay
Sep 25 a 29 Rosario Bello Sep 25 a 29 Ana Badilla	Evaluation Visit - Chile Evaluation Visit - Colombia
Oct 1-9 Ana Badilla	Evaluation Visit - Peru
Oct 10 a 14 Rosario Bello y Ana Badilla	Preparation of the draft of the evaluation report
Oct 19 Rosario Bello	Delivery of the draft report
Oct 24 a 27 Rosario Bello y Ana Badilla	Review of the comments
Oct 27	Delivery of the final report

## ANNEX 2: Schedule of People Interviewed by Country

Name	Position / Subject of the Meeting	Institution
<b>PARAGUAY</b>		
Isa Ferreira	Regional Project Coordinator	ILO / IPEC
Bernardo Puento	Program Coordinator "Tejiendo Redes" (Weaving Networks) - Paraguay	IPEC - ILO
Verónica López	Director of International Norms - Representative of CONFETI	Viceminister of Labour
Marta Jiménez	Director (Sensitization Campaign)	Comunicación Visual
Luz Bella Garayo	Supervisor of Education and responsible for Teacher's Workshops.	Ministry of Education
Vivian Argueta	Officer of IDB (Trafficking Table) (Mesa Trata)	(IDB)
Alicia Stumps	"Encarnación" Director and Campaign Team	Kuña Roga, Encarnación
Vitorina Espinola de Ruiz Días	Minister of Childhood	Nacional Secretary of the Childhood and Adolescence (SNNA)
Liliana Días	Responsible for training	Ministry of the Interior
Jesús de la Peña	Director (Teachers training and Sensitization Campaign)	Movement for Peace, Disarmament and Freedom (MPDF)
Edita Avalos	Departmental Coordinator of "Cordillera"	Ministry of Education
Omar Noguera	Director, training SENATUR (Nacional Secretariat of Tourism in Paraguay) and Police	Sinérgica
Marta Benitez	Director and Team "Child Domestic Labour". Group of girls and boys withdrawn from CDL	Global Infancia
Fatima Botger	Team "Child Domestic Labour", Encarnación	Global Infancia
Isolina Centeno	Local Action Plan "Encarnación"	CIMDE
Celina Duarte	Director and Team Group of boys and girls withdrawn from CSEC	CEAPRA
Cecilia Moral	Psychologist	CEAPRA
Nancy Salinas	Advisor	CODENI
Eduardo Allende	Team of the CSE Regional Office. Municipality of Encarnación	Secretary Vice ministry
Cristina Acosta	Director and educational Team Ciudad del Este	San Francisco School
Marta Codas	(Plan and Local Committee ESC – CDE)	PRODNA Network
María Luisa Arce	(Plan and Local Committee CSE – CDE)	APAMAP Foundation
Laia Concernau	Coordinator of Labour Training and Production	"Luna Nueva" Association
Raquel Fernández	Director and Team	"Luna Nueva" Association
Marisel Pomata	Coordinator	Regional Central Office of CSEC - Secretariat of Childhood and Adolescence
	Team CENIJU (Manual on Trafficking)	Columbia University
<b>CHILE</b>		
María Jesús Silva	National Project Official "Tejiendo Redes"	IPEC-ILO
Gloria Ocaranza	Person responsible and Team of the mini programme for prevention of CSEC	"Lo Barnechea" Municipality
Iván Zamora	Director and Team	PAICABI, Valparaíso

Name	Position / Subject of the Meeting	Institution
Eliana Rojas	Prevention of CSE. "Cerro Navia" Municipality	School of Teachers
Catalina Cruz	Prevention of CSE. "Cerro Navia" Municipality	School of Teachers
Denisse Araya	Director and Team CSE	"RAICES"
Consuelo Contreras	Director and Team CSE BGA Group withdrawn from CSE	"OPCION"
Loreto Martínez	Responsible Person and Team	SENAME
Mariana Orrego	Director and Team: Mini programme to prevent CSEC	CIJ Renacer, Conchalí
Leopoldo cij	Childhood Team	Conchalí Municipality
Karen Varela	Lieutenant of the Police Department for Minors	Chilean Police "Carabineros"
Alicia Díaz	Head of the Studies Department and Team	Ministry of Labour
Hernán Lorca	Sub-prefect, Head of Department of Community Action	Police Investigations Chile
Pablo Torche	Study of the harmonization law	Diego Portales University
Iria retuerto	Campaign Coordinator	"Raices"
Inés reca	Study of CSE demand	Arcis University
Alejandra Galleguillos	Responsible Person for "child labour"	Ministry of Labour
<b>COLOMBIA</b>		
Carlos Plaza	Coordinator of Populations and Housing	Director of Labour Protection, Ministry of Social Protection
Liliana Obregón	National Coordinator	IPEC
Patricia Fajardo	Programme Coordinator of withdrawn CSE	ACJ
	Coordinator and PA team	Family and Community Centre Consultant's office
Castaña, Mónica y otras	Coordinator and Team of the Programme for the Strengthening of Local and Prevention Policies	Rastrepo Barco Foundation
	Integral Prevention Team	"Recrear" (ACJ y FRB)
	Team for the withdrawal of CDL	"Recrear" (CAF)
	Group of young people prevention and withdrawal	
	Representatives of Institutions	ICBF National, Bogota Regional, Central Zone Puente Aranda, Administrative department of Social welfare of the District (DABS)
Claudia Cataño	Representative of ACJ Bogotá Group of boys and girls beneficiaries of prevention from CSE Refuge Team and Coordinator Casa del Afecto ACJ Medellín Team FRB Coordinator Casa del Afecto Group of mothers in the process of family strengthening.	ICBF, MPS, SBSM Temporary Union Friends for Dignity (Unión Temporal Amigos por la Dignidad)
	Members of the Subcommission	Palmira
	Members of the Council Group of boys and girls beneficiaries withdrawn from CSE Del Refugio Team Group of girls and boys prevented from CDL, CSEC Group of mothers in process of family strengthening	
Gabriela Luna	Officer of "Niñez y Conflicto Armado" (Children and Armed Conflict)	IPEC
Consuelo Aponte	Officer of "Tejiendo Redes"	IPEC

Name	Position / Subject of the Meeting	Institution
Hernán Salamanca	Communicator	Rep Grey
María Teresa Morales	Coordinator	AP: Action Program
<b>PERU</b>		
Isa Ferreira	Regional Coordinator of the Project	ILO/IPEC
Blanca Aldo	Care Centre for BGA in CDL	"Casa de Panchita", Lima
	AGTR Team that ejecutes AP on CDL	"Casa de Panchita", Lima
Ana Rosa Velásquez	CPETI Coordinator	Ministry of Labour
Enrique Mendoza	Family Judge. Representative in the Commission "National Plan of Action for Childhood"	Judicial Power
	CSE Partners: "Vía Libre y Teatro Vivo". Referente Centre for therapeutic care.	
Javier Ruiz Eldrege y Alberto Arenas	Direction of BGA	MIMDES
	Representatives of the Institutions from "La Joya" district	Arequipa
	AP Team of the Sisters of "María Inmaculada"	"Vicenta María" Home
Lilia Calderón y otras	Coordinator of CORITO	
Wila Tello	Representative of "La Red" and Social Services Sub-Manager	Maynas Municipality, Iquitos
Capitán Gil	Chief of Police	Iquitos Police
	Director of "Santa Lorena" Home	
	"La Restinga" Team	Iquitos
Valerio Paucarmayta y Marleni Palomino	Institutional Team	"Bartolomé de las Casas" Center, Cusco
	Executing Team of AP for CDL	Cusco
Arelí Araoz y otros	CODEEN Team, Director of INABIF. Executors MP ESC	Cusco
	Rural Leaders and Teachers of the School. BGA beneficiaries.	Huarahuara
María Antonieta Alvarez Carmen Espejo Silvio Campana	INABIF Ministry of Labour Ombudsman	Cusco

**Annex: N°3**  
**N° of effective Beneficiaries. Years 2004-2006**  
**(Project Officer's Reports from Each Country)<sup>52</sup>**

PROJECT COMPONENT	INDICATORS	Form of calculation	Countries	Coverage 2004-06	% Goal Achieved
<b>COMPONENT 1:</b> Comparable information on the characteristics of CDL and CSEC is available and being used.	1. Number and type of institutions implementing good practices learned through the project.	N° of institutions implementing good practices learned in the Project / total N° of institutions, disaggregated by type of institutions.	Chile	27	460%
			Colombia	9	90%
			Paraguay	42	840%
			Perú	27	540%
	2. Number of institutions that use research data generated by the project as a useful reference within their work.	N° of institutions that use information generated by the Project / total N° of institutions  <i>N° of institutions that consider the information generated by the Project useful / total N° of Institutions.</i>	Chile	73	18%
			Colombia	72	18%
			Paraguay	87	22%
			Perú	80	40%
<b>COMPONENT 2:</b> Legal, institutional and cultural context favourable to the development of effective actions against CDL in Colombia, Paraguay and Peru.	1. Number and type of proposals for legislative harmonization related to CDL discussed and adopted in national parliaments.	N° of legal proposals by country for the harmonization with convention 138 (OIT), that have been discussed and adopted in the parliaments/ type of proposal.	Chile	N/A	--
			Colombia	1	100%
			Paraguay	1	100%
			Perú	0	0
	2. Number and type of institutions in each country undertaking specific activities against CDL as a consequence of the project influence.	N° of institutions by country that have developed specific activities against CDL due to the influence of the Project / type of institution.	Chile	N/A	--
			Colombia	72	21%
			Paraguay	133	40%
			Perú	72	23%
	3. <i>Percentage of project participants who now view CDL and CSEC as WFCL to be eliminated.</i>	N° of participants of the project who think that CDL and CSEC must be eliminated / total N° asked.	Chile	82	82%
			Colombia	464	232%
			Paraguay	703	22%
			Perú	235	117%
<b>COMPONENT 3:</b> Pilot models have been executed to prevent and withdraw boys/girls and adolescents from CDL.	1. Number of boys and girls (including breakdown by age groups) prevented from being engaged in CDL in each country	Number of boys/girls that have been prevented from engaging in CDL in each country / age group and with respect to the programmed goal	Chile	N/A	--
			Colombia	293	94%
			Paraguay	193	100%
			Perú	474	85%
	2. Number of boys and girls below the legal working age withdrawn from CDL and offered educational opportunities	N° of boys/girls, under the legal working age, that have been withdrawn from CDL in each country / age group and with respect to the programmed goal.  N° of boys/girls, under the legal working age, that have	Chile	N/A	--
			Colombia	186	57%
		Paraguay	242	93%	

<sup>52</sup> María Jesús Silva, Chile; Consuelo Aponte, Colombia; Bernardo Puente, Paraguay; Liliana Vega, Perú.

PROJECT COMPONENT	INDICATORS	Form of calculation	Countries	Coverage 2004-06	% Goal Achieved
		been withdrawn from CDL and receive educational services / age group and with respect to the programmed goal.	Perú	350	291%
	3. Number of boys and girls above the legal working age whose labour rights have been protected and who are receiving an education or training.	N° of boys/girls, above the legal age of CDL, whose rights have been protected in each country / age group and with respect to the programmed goal.	Chile	N/A	--
Colombia			N/A	--	
Paraguay		22	13%		
Perú		160	200%		
<b>COMPONENT 4:</b> Legal, institutional and cultural context favourable to the development of effective actions against CSEC in Colombia, Paraguay, Peru and Chile	1. Number and type of proposals for legislative harmonization related to CSEC discussed and adopted in national parliaments	N° of legal proposals per country for the harmonization with Convention 138 (OIT), that have been discussed and adopted in the parliaments / type of proposal	Chile	0	0
			Colombia	0	0
			Paraguay	1	100%
			Perú	0	0
	2. Number and type of institutions in each country undertaking specific activities against CSEC as a consequence of the project influence	N° of institutions per country that have developed specific activities against CSEC due to the project's influence / type of institution.	Chile	572	143%
			Colombia	219	55%
			Paraguay	30	7%
			Perú	93	23%
	3. Number of offenders on CSEC (intermediaries and clients) being legally prosecuted in each country	N° of people who have committed crimes related to CSEC and have been legally prosecuted / Total N° that are prosecuted for this crime.	Chile	12	48%
			Colombia	28	112%
			Paraguay	7	28%
			Perú	20 under way	80%
<b>COMPONENT 5:</b> Pilot Models have been executed to prevent and to withdraw boys/girls and adolescents from CSEC.	1. Number of boys and girls (including breakdown by age groups) prevented from being engaged in CSEC in each country	N° of boys/girls that have been prevented from engaging in CSEC in each country / age group and with respect to the programmed goal.	Chile	484	121%
			Colombia	118	45%
			Paraguay	387	135%
			Perú	14	3%
	2. Number of boys and girls withdrawn from CSEC and offered educational opportunities	N° of boys/girls that have been withdrawn from CSEC each country / age group and with respect to the programmed goal	Chile	96	30%
			Colombia	0	0
		N° of boys/girls that have been withdrawn from CSEC and receive education services / age group and with respect to the programmed goal	Paraguay	87	60%
			Perú	40	31%