Independent Interim Evaluation of Desarrollo y Autogestión's *Ñaupacman Puriy-Kereimba-Chi'k'y Wawita:* Combating Exploitative Child Labor in Bolivia

USDOL Cooperative Agreement IL -21193-11-75K

Final Report

September 13, 2012

Prepared by:

Michele González Arroyo

Funded by the

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ACKNOWLEDGEMENTS

This report describes in detail the interim evaluation, conducted during May and June 2012, of the *Ñaupacman Puriy-Kereimba-Chi'k'i Wawita* (ÑPKCW): Combating Exploitative Child Labor Through Education project in Bolivia. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the *Ñaupacman Puriy-Kereimba-Chi'k'i Wawita* project in Bolivia was conducted and documented by Ms. Michele Gonzalez Arroyo, an independent evaluator, in collaboration with USDOL/OCFT staff, the *Ñaupacman Puriy-Kereimba-Chi'k'i Wawita* project team, and stakeholders in Bolivia. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, *Desarrollo y Autogestión* and its partners, and the U.S. Department of Labor.

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The interim evaluation of the ÑPKCW Project in Bolivia was conducted and documented by Michele González Arroyo, an independent evaluator, in collaboration with USDOL/OCFT staff; the ÑPKCW project team; and stakeholders in Bolivia.

The evaluator would like to thank the students, teachers, parents, local leaders, and government officials who took the time and interest to participate in the evaluation of the ÑPKCW project in the targeted communities of Zona Guaraní, Mojocoya, Plan 3000, and El Alto. Special thanks are also due to the DyA staff for their time and effort during the Bolivia field visit.

Michele Gonzalez Arroyo

TABLE OF CONTENTS

ACKNOWLEDGEMENTS II

LIST OF ACRONYMS V

EXECUTIVE SUMMARY VI

I. PROJECT BACKGROUND AND DESCRIPTION 1
- 1.1 Context and Justification 1
- 1.2 Project Description 1

II. EVALUATION PURPOSE AND METHODOLOGY 5
- 2.1 Purpose 5
- 2.2 Evaluator 5
- 2.3 Approach 6
- 2.4 Data Collection Methods and Analysis 6
- 2.5 Limitations 8

III. RELEVANCE 9
- 3.1 Findings 9
  - 3.1.1 Relevance of Project Strategies for Withdrawing/Preventing Children from WFCL 9
  - 3.1.2 Participation of Social/Political Entities 10
  - 3.1.3 Relevance of Project's Selection Criteria 11
  - 3.1.4 Logical Framework and the Validity of Project Assumptions 13
  - 3.1.5 Contribution to Government Education Initiatives 14
  - 3.1.6 Project Design and its Support of USDOL Goals 14
  - 3.1.7 Progress in Replicating the Project Interventions in El Alto 16
  - 3.1.8 Obstacles to Addressing Child Labor in Bolivia, and the ÑPKCW Project Response 16
  - 3.1.9 Other Issues Related to the Design or Implementation of the Project 17
- 3.2 Lessons Learned/Promising Practices: Relevance 18

IV. EFFECTIVENESS 19
- 4.1 Findings 19
  - 4.1.1 Effectiveness in Achieving Beneficiary Target Numbers 19
  - 4.1.2 Effectiveness of Educational Strategies for W/P from WFCL 19
  - 4.1.3 Effectiveness of Production (Livelihood) Strategies in Contributing Toward the W/P from WFCL 21
  - 4.1.4 Effectiveness of Awareness-Raising Activities 23
  - 4.1.5 Effectiveness of Policy Strategies 24
  - 4.1.6 Effectiveness of the System to Monitor Work Status 24
  - 4.1.7 Management Structure and Communication 26
- 4.2 Lessons Learned/Promising Practices: Effectiveness 26

V. EFFICIENCY 27
- 5.1 Findings 27
  - 5.1.1 Cost Efficiency of the Project Strategies 27

5.1.2 Efficiency of Monitoring Systems 28
5.2 Lessons Learned/Promising Practices: Efficiency 29

VI. IMPACT 30
6.1 Findings 30
6.1.1 Impact on Children, Adolescents, and Parents 30
6.1.2 Impact on Local Indigenous Organizations 30
6.1.3 Emerging Opportunities for Measuring Impact 31
6.2 Lessons Learned/Promising Practices: Impact 31

VII. IMPACT EVALUATION 33
7.1 Findings 33
7.2 Lessons Learned 34

VIII. SUSTAINABILITY 35
8.1 Findings 35
8.1.1 Exit Strategy 35
8.1.2 Leveraging of Nonproject Funds 35
8.1.3 Challenges and Opportunities for Sustainability 36
8.2 Lessons Learned/Promising Practices 37

IX. CONCLUSIONS 38
9.1 Relevance 38
9.2 Effectiveness 38
9.3 Efficiency 39
9.4 Impact 40
9.5 Impact Evaluation 40
9.6 Sustainability 40

X. RECOMMENDATIONS 42

ANNEXES 44

LIST OF ACRONYMS

CMEP	Comprehensive Monitoring and Evaluation Plan
DyA	Desarrollo y Autogestión
EH	Extended Hours program (*Horario Extendido*)
EI	Education Initiative
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
IPEC	International Program on the Elimination of Child Labor
MINEDU	*Ministerio de Educación* (Ministry of Education)
MINTRABAJO	*Ministerio de Trabajo, Empleo y Previsión Social* (Ministry of Labor)
M&E	Monitoring and Evaluation
NGO	Nongovernmental Organization
NNA	*Niños, Niñas y Adolescentes* (Children and Adolescents)
ÑPKCW	*Ñaupacman Puriy-Kereimba-Chi'k'i Wawita*
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
TOR	Terms of Reference
TPR	Technical Progress Report
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor
W/P	Withdrawal/Prevention

EXECUTIVE SUMMARY

On December 31, 2010, the United States Department of Labor (USDOL) awarded a 4-year cooperative agreement to *Desarrollo y Autogestión* (DyA) to combat exploitative child labor in Bolivia. DyA, a nongovernmental organization based in Ecuador with offices in Bolivia, was awarded the project through a sole source process in order to scale up efforts carried out during the project's first phase (2007–2010). The current project aims to withdraw 2,150 children from working, and prevent an additional 2,150 children who are at risk of falling into the worst forms of child labor (WFCL) from labor participation. Many of the child beneficiaries belong to three ethnic groups: Quechua, Guaraní and Aymara. The project's title—*Ñaupacman Puriy-Kereimba-Chi'k'i Wawita*[1] (ÑPKCW)—is a mixture of the three different indigenous languages spoken by these groups. Together the words translate into the hopeful message of "energetic and creative youth empowered to move forward."

The ÑPKCW project uses an integrated and multi-faceted approach that combines educational strategies with productive (livelihood) strategies. Formal and nonformal educational services are designed to enhance the existing educational system and provide at-risk youth with viable educational alternatives to child labor. Rural production strategies provide agricultural and animal husbandry technical skills to youth, as well as production or income-generating opportunities to families with working children. Urban production strategies provide additional technical or vocational skills to adolescent beneficiaries (14–17 years of age). Additional project strategies focus on public policy, awareness raising, and research.

The purpose of the interim evaluation is to address issues of project design, implementation, management and replicability; identify promising practices and lessons learned; and provide recommendations for the current project as well as future projects. Within this context, the interim evaluation assesses the project's relevance, effectiveness, efficiency, sustainability, and impact on the target population. In addition, the present report analyzes specific areas related to the impact evaluation (IE), conducted by an outside agency, of the Extended Hours (EH) program.

In the area of **relevance**, the ÑPKCW project employs a combination of direct educational services and production (or livelihood) strategies, as well as awareness-raising activities, public policy and research, all of which directly support the five strategic goals of USDOL Child Labor Elimination projects. At its onset, the project appropriately selected beneficiaries based on labor and educational status, and the type of work in which they were engaged. Priority was given to children and adolescents engaged in, or at risk of engaging in, exploitative child labor. Several key elements in the project design enhance its relevance within the cultural and political context of Bolivia. These include the participation of social/political entities to increase local capacity-building and community ownership; and the contribution of three of the project's educational services toward the new Bolivian government education law *Avelino Siñani*.

Regarding **effectiveness**, the project has successfully reached close to 100% of its targeted beneficiary numbers for educational services—3,100 children and adolescents under the age of

[1] Formerly known as *Ñaupacman Puriy-Kereimba* (ÑPK)

18—with over half of the project time period remaining. Of those beneficiaries receiving educational services, **62% have been withdrawn or prevented** from participating in exploitative child labor. The project also has provided production (livelihood) services in rural and urban settings to 34% of the 1,200 targeted households, at this early stage of implementation. Qualitative data gathered during the interim evaluation interviews indicate these strategies are less effective toward changing the culturally engrained attitudes and behaviors of parents and children toward child labor.

A particularly effective strategy is reflected in the project's **policy efforts** geared toward institutionalizing the Leveling educational program as a Ministry of Education (MINEDU) resolution. This highlights the ability of an educational strategy to become part of a long-term solution toward ending exploitative child labor. The successful model now in place serves to facilitate the promotion of other project educational services aligned with the new Bolivian education law *Avelino Siñani*. A less effective project strategy, however, involves the **awareness-raising activities**: the design and execution of project awareness-raising activities falls on each individual zone office, resulting in a series of disparate events that lack a central driving force or mechanism to coordinate the various activities.

In the area of **efficiency**, the educational services promoted under *Avelino Siñani*—Leveling, Multi-grade Classroom and Technical High School program—are most efficient with regard to their use of project resources. At the same time, their relatively high costs may present a barrier in achieving such institutionalization. Short-term programs (those with less than one year of project implementation time) are less likely to achieve permanent changes in attitudes and behaviors. However, in population subgroups that show persistent issues with recruitment and retention, such as the project's urban adolescent target group, it is appropriate to consider programs of shorter duration.

With regard to the **monitoring** of project beneficiary educational and work status, the project established an efficient and effective monitoring and reporting system at the initiation of project implementation. Since then, however, the project has not been able to finalize a comprehensive monitoring and evaluation plan (CMEP) for the measurement of progress toward potential outcomes. This has been due to inefficiencies and delays that have occurred during the initial implementation phase; however, they were not the direct responsibility of the DyA project staff.

Evidence of progress toward **impact** is limited to the reported withdrawal/prevention (W/P) numbers, and the qualitative data collected during the interim evaluation. Based on the qualitative evidence, the project has had some impact on the knowledge and attitudes of indigenous and other community leaders as well as local and national government officials. There has been less progress made toward significant and lasting change in the attitudes and practices of project beneficiaries and their parents regarding child labor.

Qualitative data gathered during the interim evaluation fieldwork pertaining to the **IE** of the EH program places into question the integrity of the control group data as it compares to intervention group data. It is likely that the "spillover" of some control group children as well as nonprogram children into EH program activities in the rural zones has confounded the control group data to the extent that it no longer provides a valid reference for the purpose of determining program results or impact.

Finally, with regard to the **sustainability** of project efforts, an initial exit strategy contained in the project document described a capacity-building process for the progressive transfer of knowledge and management of project activities to indigenous organizations and local or national government entities. To date, a plan to guide these sustainability efforts has not been developed, although there is sufficient evidence of progress made toward achieving sustainability goals in the form of collaboration between DyA staff and ministry officials, and active involvement by indigenous and community leaders in program planning and execution. All represent promising opportunities for the eradication of exploitative child labor. Notwithstanding, the culturally engrained attitudes and practices of indigenous families toward child labor poses a significant challenge to project efforts aimed at permanently withdrawing or preventing exploitative child labor.

Based on the findings, conclusions, lessons learned, and promising practices contained in this report, the following is a summary of recommendations following the interim evaluation. A complete list of recommendations can be found in Section X, "Recommendations."

1) **Complete the CMEP process early in the project design phase**: Project stakeholders and outside consultants should begin developing a CMEP as close to the project start date as possible, and complete it before critical data-generating activities take place. Outside consultants should *facilitate* a CMEP process by which project staff has a more autonomous role in creating a results framework of performance indicators at the output, outcome, and impact levels as well as other key elements of the CMEP.

2) **Strengthen the participation of local social/political leaders**: ÑPKCW project staff should continue their efforts to strengthen the participation and know-how of the social and political leaders collaborating with the project: indigenous leaders, parent committees, educators, and government officials. This can build local capacity and increase the degree of community ownership of project services.

3) **Pursue the establishment of local policies:** Under the direction of local zone office coordinators, pursue additional local policy strategies that can increase the sustainability of project efforts. This could include the signing of formal agreements by municipal governments or indigenous leaders in order to institutionalize project services or program strategies.

4) **Develop and implement a strategic parent education program:** Under the leadership of the project education official (central DyA office), and with support from the zone office education specialists, develop and implement a strategic parent education program. Such a program could complement existing educational and production strategies targeting children, and directly impact parents' knowledge, attitudes, and practices regarding education and child labor.

5) **Strengthen awareness-raising efforts**: Under the leadership of the project director and with direct support from zone office coordinators, create a strategic plan for carrying out effective and periodic awareness-raising activities that target parents, children, and members of the larger community. Provide clear meaning for the term "formative labor" versus "child labor" within the context of Bolivian law and international

convention. Incorporate activities that can raise awareness regarding the Ministry of Labor's (MINTRABAJO's) list of 23 dangerous tasks for children and adolescents.

6) **Provide more opportunity for the exchange of information among project staff**: Under the direction of the central office project officials, facilitate a process by which project staff in each of the zone offices can share promising practices and troubleshoot any challenges that may emerge.

7) **Develop a sustainability plan:** Under the leadership of the project director, create a sustainability plan that identifies strategies for the sustainability of core project outputs and outcomes within the project timeframe. Prioritize the sustainable actions and closely monitor their progress to allow for early identification of any barriers or challenges.

8) **Examine the validity of the IE data of the EH program:** Those responsible for overseeing the IE study should closely examine the control group data of the rural zones for inaccuracies or potential contamination brought about by "spillover" of this cohort, as well as nonprogram children, into EH program activities. Intervention group data should also be checked in order to rule out any effect on its validity by this spillover.

I. PROJECT BACKGROUND AND DESCRIPTION

1.1 CONTEXT AND JUSTIFICATION

Bolivia is a country with a large indigenous population: 62% of residents greater than 15 years of age self-identifies as indigenous based on the most recent census (2001). There are 36 indigenous groups within this indigenous population, with the Quechua, Guarani, and Aymara representing the largest.

Child labor throughout Bolivia remains prevalent. Recent statistics from the MINTRABAJO in Bolivia (*Ministerio de Trabajo, Empleo y Previsión Social*) estimate that 22% of Bolivian children and adolescents between the ages of 5 and 17 are engaged in some type of work. In absolute terms, approximately 850,000 children and adolescents falling within this age group are working. Of these, 746,000 carry out tasks considered to be dangerous work practices, such as exposure to toxic chemicals or the handling of heavy machinery.[2]

According to a study that looked at child labor within the indigenous population, the percentage of working children may be even higher due to the formative value placed on teaching children a work skill from an early age. These work skills are viewed as an integral part of the child's cultural identity. Parents often begin formative training of their children as early as eight years of age.[3] This study cited additional reasons for the high incidence of child labor among indigenous groups, most related to marginalization within society: extreme poverty; exclusion from basic services such as education and health; discrimination for being indigenous, poor, and people of color; and migration from rural to urban areas with associated breakdown in the family structure.

The most common work activities carried out by indigenous children and adolescents are within the agricultural, domestic, and commercial (e.g., street vending) sectors. Other types of work cited in the study include mining, construction, and specific agricultural tasks such as the harvesting of sugar cane and nuts.

1.2 PROJECT DESCRIPTION

On December 31, 2010, the USDOL awarded a 4-year cooperative agreement to DyA to combat exploitative child labor in Bolivia. DyA, a nongovernmental organization based in Ecuador with offices in Bolivia, was awarded the project through a sole source process in order to scale-up efforts carried out during the project's first phase (2007–2010). According to the Project Document,[4] "The project will directly serve 3,100 children and adolescents under the age of 18, providing them with direct educational services, in order to reduce their vulnerability to child labor. In addition, the project will serve 1,200 youth and their families [households], with

[2] Ministerio de Trabajo, Empleo y Previsión Social, "Más de 746,000 niños y adolescentes trabajan en condiciones peligrosas para subsistir en Bolivia." June 12, 2012. http://www.mintrabajo.gob.bo/PrincipalPublicaciones.asp?target=259.

[3] Flores, E. (2008). La Problemática del Trabajo Infantil en los Pueblos Indígenas de Bolivia: Estudio Preliminar. Lima, Peru: Centro de Estudios Juridicos e Investigación Social (CEJIS). http://www.oit.org.pe/ipec/documentos/bo_estudio_preliminar_cejis_tii.pdf.

[4] Project Document under USDOL and Desarrollo y Autogestión Cooperative Agreement: Ñaupacman Puriy Kereimba: Combating Exploitive Child Labor in Bolivia, January 2011.

productive activities in rural and urban settings." Many of the child beneficiaries belong to three ethnic groups: Quechua, Guaraní, and Aymara. The project's title—*Ñaupacman Puriy-Kereimba-Chi'k'i Wawita*[5] (ÑPKCW)—is a mixture of the three different indigenous languages spoken by these groups. Together the words translate into the hopeful message of, "energetic and creative youth empowered to move forward."

Project strategies for the second phase were designed to support the five goals of USDOL's child labor elimination project. Under the guidelines of its Education Initiative (EI) projects, the ÑPKCW project uses an integrated approach that combines educational strategies with productive (livelihood) strategies. Formal and nonformal educational services are designed to enhance the existing educational system and provide at-risk youth with viable educational alternatives to child labor. Rural production strategies provide agricultural and animal husbandry technical skills to youth, as well as production or income-generating opportunities to families with working children. Urban production strategies provide additional technical or vocational skills to adolescent beneficiaries (14–17 years of age). Additional project strategies focus on public policy, awareness raising, and research. Key project strategies and corresponding activities are listed in Table 1.

Table 1: ÑPKCW Project—Key Project Strategies and Activities

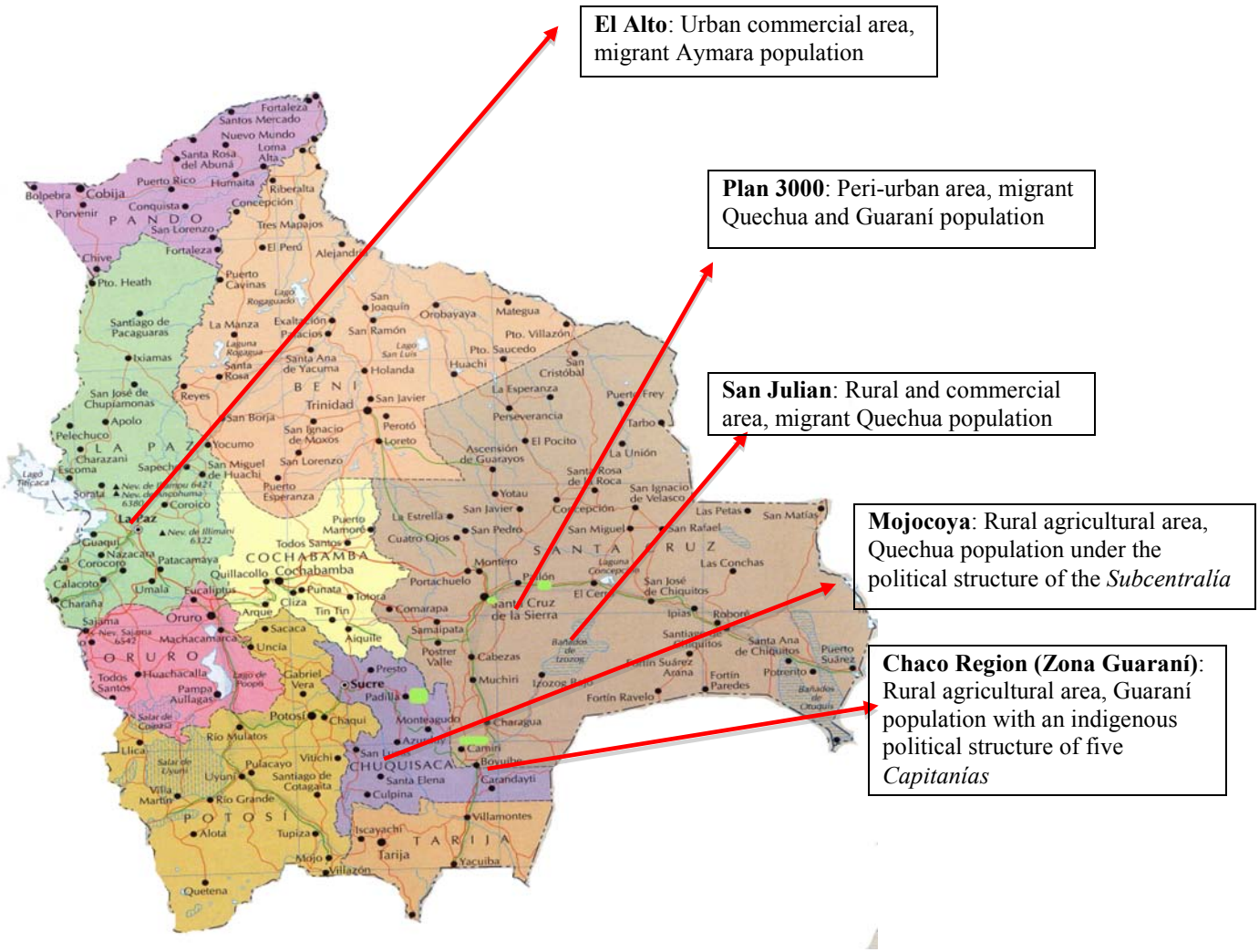
Strategy	Key Activities
1) Educational Services	• Implement formal educational services including the Leveling (accelerated) program, Multi-grade Classroom program, and Technical High School program • Implement nonformal (extra-curricular) educational services including the after-school Extended Hours program and Academic Reinforcement
2) Rural Productive Strategies	• Conduct a validation study to establish needs and interests of targeted agricultural families • Plan and implement a system for accessing revolving loan funds (supplies and materials) in order to increase family agricultural productivity; provide technical assistance in the areas of agriculture and animal husbandry; provide business training to beneficiary families • Provide training to youth in agricultural business skills as part of an after-school program • Design and implement technical agricultural activities as part of a formal technical high school program
3) Urban Productive Strategies	• Conduct a validation study to establish needs and interests of targeted adolescent youth • Establish alliances with employer organizations and associated chambers • Provide technical training to adolescent youth in order to enhance their probability of obtaining decent work
4) Public Policy	• Strengthen and support educational and labor initiatives of the Government of Bolivia that advocate for children's rights to education and promote eradication of exploitative child labor

[5] The name of the project from Phase I (Dec. 2007-Dec. 2010), *Ñaupacman Puriy-Kereimba* (ÑPK*)* was modified in the current project (Dec. 2010-Dec. 2014) to include the Aymara words *Chi'k'i Wawita*, which means "children with energy and creativity."

Strategy	Key Activities
	• Work closely with local governments and indigenous organizations to support educational and production services to create a sense of project ownership; scale up services to a national level • Coordinate with employers on efforts to promote corporate social responsibility for the eradication of child labor
5) Awareness	• Conduct cross-strategy awareness activities such as cultural events and fairs with parents, educators, community members and indigenous leaders, with a goal of reversing the positive valuation of child labor • Transmit radio spots on issues of education, production, and other social topics as they relate to child labor • Participate in national campaigns such as June 12 World Day for Eradication of Child Labor
6) Research	• Establish a system for monitoring the work and educational status of beneficiaries • Gather a wide array of baseline information in an effort to measure impact of project activities • Support impact evaluation conducted by outside researchers

The project beneficiaries live in rural, peri-urban, and urban zones within three different departments: Santa Cruz, Chuquisaca, and La Paz. Within these departments, the project is focusing its activities in five different zones: El Alto, Plan 3000, Chaco (Zona Guaraní), San Julian, and Mojocoya. Each of these zones has its own political structure respective of its largely indigenous populations. In the department of Santa Cruz, three areas were targeted: Plan 3000, Chaco Region (Zona Guaraní), and San Julian; in the department of Chuquisaca, the municipality of Mojocoya; and in the department of La Paz, El Alto. Figure 1 offers a description of the geographic zones and population.

FIGURE 1: Description of geographic zones and population targeted by the ÑPKCW project



II. EVALUATION PURPOSE AND METHODOLOGY

2.1 PURPOSE

The present interim evaluation addresses issues of project design, implementation, management, and replicability; identifies promising practices and lessons learned; and provides recommendations for the current project as well as future projects. Within this context, the interim evaluation aims to assess the project's relevance, effectiveness, efficiency, sustainability, and impact on the target population.

Specifically, the interim evaluation process addressed the following:

1) Assess the relevance of the project within a cultural, economic, and political context; determine the extent to which the project supports the priorities and policies of the host country government;

2) Evaluate the relevance of strategies implemented to prevent and eradicate indigenous child labor;

3) Assess progress made by the project toward meeting its stated objectives; identify any challenges encountered;

4) Provide recommendations for overcoming identified challenges, such that the project can meet its objectives and targets by the project completion date;

5) Evaluate the degree to which project educational opportunities address the problems identified in the baseline survey;

6) Assess the effectiveness of project strategies, including strengths and weaknesses in project implementation and areas in need of improvement;

7) Assess whether project activities can be deemed sustainable at the local and national level; identify steps that can be taken to enhance the sustainability of project components and objectives.

In addition, the interim evaluation analyzed specific areas related to the IE (conducted by an outside agency) of the EH program. This included qualitative questions that assessed changes in knowledge, attitude, or practice as a result of this program, community reaction to participating in the IE, and the level of individual and group adherence to assigned control and intervention groups.

2.2 EVALUATOR

An external evaluator with a background in education, labor, and public health conducted the interim evaluation. The evaluator has previous experience conducting multiple evaluations for USDOL projects in Central and South America, and the Caribbean. The external evaluator was responsible for developing the methodology in consultation with ICF Macro, USDOL, and the

project staff; conducting interviews and facilitating other data collection processes; analyzing the data; presenting feedback on initial findings at the stakeholders' meeting; and preparing the evaluation report.

2.3 APPROACH

The methodological approach for data collection was primarily qualitative in nature. Quantitative data were drawn from project documents and reports, to the extent available, and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions in order to bolster the credibility and validity of the results. A set protocol was followed for each person interviewed, with adjustments made for the level of involvement or specific activities conducted. Interviews with children were conducted in accordance with guidelines on research on children in the WFCL set forth by the International Labor Organization-International Program on the Elimination of Child Labor (ILO-IPEC).[6] Project staff members were present during stakeholder interviews for the sole purpose of providing introductions.

2.4 DATA COLLECTION METHODS AND ANALYSIS

The process of collecting the data contained in the evaluation report included a document review, development of data collection tools, field visits, stakeholder interviews, and compilation of the data into a matrix for final analysis.

Document Review: Prior to arriving in Bolivia, the evaluator reviewed and referenced numerous project-related documents. These documents included the project document, three technical progress reports (TPRs), correspondence related to the TPRs, the project work plan, a draft baseline survey report on the EH program, and the independent interim evaluation report on phase 1 of the ÑPK project. During the fieldwork for the present evaluation, information contained within these documents was verified. Additional supporting documents, such as up-to-date W/P status reports, also were collected at that time. (See Annex B for a complete list of documents reviewed.)

Data Collection Tools: A master list of key evaluation questions contained within the Terms of Reference (Annex A) served as the basis for the data collection tools, including the interview guides employed with the diverse stakeholder groups. Stakeholders were assigned an interview guide that was appropriately adapted for their level of involvement or background knowledge. Children were asked questions appropriate to their age level, knowledge, or degree of participation, while government officials were asked questions appropriate to their background and knowledge. A complete set of Spanish interview questions can be found in Annex D.

Field Visits: The evaluator visited four of the five project zones, with the exception of San Julian in the Department of Santa Cruz. Individual or group interviews were conducted with a variety of project stakeholders (defined as those who have an interest in the project such as local partners, direct and indirect beneficiaries, indigenous and community leaders, and government

[6] ILO-IPEC. "Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour." Dec. 2003. http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026.

officials). The evaluator conducted eight observations of education or production strategies: one was pre-intervention and seven were post-intervention (see Table 2).

Table 2: Observations of Education or Production Strategy

Zone	Strategy
Plan 3000	Leveling (*Nivelación*)
Plan 3000	Academic Reinforcement (*Refuerzo Escolar*)
Plan 3000	Extended Hours – primary (*Horario Extendido*)
Zona Guaraní	Extended Hours – secondary (*Horario Extendido*)
Zona Guaraní	Rural production strategies
Mojocoya	Leveling (*Nivelación*)
Mojocoya	Multi-grade Classroom (prior to intervention)
El Alto	Extended Hours – primary (*Horario Extendido*)

Stakeholder Interviews: In total, 273 stakeholders—including project staff, direct beneficiaries, parents of direct beneficiaries, teachers, indigenous and community leaders, nongovernmental organizations (NGOs) working on child labor issues, international organizations, and local and national government officials—were interviewed individually or in groups. Table 3 provides a detailed summary of the stakeholders interviewed, method of the interview (individual or group), sample size, and a description of the stakeholder. Group interviews ranged in size from 6 to 22 people (groups of 5 or less are considered individual interviews). Annex C gives a complete list of persons interviewed (last names of children withheld) by date, project zone, and intervention site.

Table 3: Stakeholders Interviewed During Interim Evaluation Fieldwork

Stakeholder Group	Method of Interview (Individual or Group)	Sample Size (Total number of individuals)	Stakeholder Description
DyA Staff	Individual and Group	36	DyA project staff based in Santa Cruz de la Sierra, Plan 3000, Camiri (Zona Guaraní), Redención Pampa (Mojocoya), El Alto and Quito (Ecuador)
Indigenous and Community Leaders	Individual and Group	17	Guaraní and Quechua leaders (members of the five Guaraní *Capitanes* and members of the Quechua *Subcentral*), as well as community leaders in Plan 3000 and El Alto
Bolivian Government Officials (local or national level)	Individual	11	Government officials representing local municipalities, MINEDU (at district and national level) and MINTRABAJO (national level)
Educators	Individual and Group	57	Teachers, school administrators, and education consultants who participate in or support the education and production strategies
Direct Beneficiaries (children and adolescents)	Individual and Group	74	Children and adolescents who receive the project's direct education or production services

Stakeholder Group	**Method of Interview** (Individual or Group)	**Sample Size** (Total number of individuals)	**Stakeholder Description**
Direct Beneficiaries (adults)	Individual and Group	26	Adult beneficiaries who participate in rural production strategies
Parents of Direct Beneficiaries	Individual and Group	46	Parents of children and adolescents who participate in education or production strategies.
NGOs, International Organizations	Individual	6	Local NGOs and international organizations (ILO-IPEC) that support the eradication of exploitative child labor
TOTAL		**273**	

Stakeholder Meeting: Following the field visits, the evaluator facilitated a meeting that brought together a wide range of stakeholders including project staff, indigenous and community leaders, Bolivian government officials, educators, adolescent beneficiaries, and parents. The meeting served to present major preliminary findings and emerging issues, obtain clarification or additional information from stakeholders (including those not interviewed earlier), and solicit strategies based on key findings. The stakeholder meeting agenda and list of participants can be found in Annex E.

Data Analysis: Stakeholder interviews and document reviews generated a substantial amount of raw qualitative data. The evaluator primarily used matrix analysis to categorize, synthesize, and analyze these data by stakeholder group. The analysis process was driven by the key evaluation questions appearing in the Terms of Reference (TOR).

2.5 LIMITATIONS

It was not possible to visit all of the project zones and sites in the 9 days of evaluation fieldwork, due to the physical distribution of the project's education and production services: 5 different zones in 3 different departments. The remote geography permitted the evaluator to visit a portion of the sites within four of the five zones (San Julian being the exception). All efforts were made to include sites that had performed well, as well as sites that had experienced challenges.

The accuracy and usefulness of the evaluation findings rely on the integrity and relevance of the information provided to the evaluator from interviews with project stakeholders as primary data, and project background documents and reports as secondary data. The determination of project efficiency does not include a comprehensive cost-efficiency analysis using financial records, though it does incorporate information obtained from project administrators regarding selected aspects of the cost effectiveness and efficiency of project education and production services.

III. RELEVANCE

3.1 FINDINGS

3.1.1 Relevance of Project Strategies for Withdrawing/Preventing Children from WFCL

The project is employing a combination of direct educational services and production (or livelihood) strategies to withdraw or prevent children and adolescents from the WFCL. Additional strategies include awareness raising, public policy, and research. Interviews with project stakeholders including staff, community leaders, educators, and parents indicated a consensus that this multi-faceted approach tackles some of the root causes of child labor in Bolivia. According to DyA staff, these root causes include: lack of educational opportunities, family poverty, the positive value placed on teaching formative work skills to children, and lack of formative and attractive educational programs during after-school hours. Table 4 lists project strategies and their relevance to the goal of withdrawing or preventing children from the WFCL.

Table 4: Relevance of Project Strategies for Withdrawing/Preventing Children from WFCL

Project Strategy	Relevance
1) Educational services (nonformal and formal education services)	• Offer children access to formal and nonformal educational programs that can increase school retention and prepare students for future decent work opportunities. • Offer educational programs during after-school hours that can reduce number of working hours, provide support for academic achievement, and introduce content on children's labor and educational rights. • Provide a model for implementation and expansion of existing government-supported initiatives.
2) Rural Productive Strategies (Revolving Loan Funds and Technical High School program)	• Support the technical component (focusing on agriculture and animal husbandry) of high school curriculum that can increase school retention, decrease migration to urban areas, and increase skills leading to greater productivity. • Support activities (e.g., Revolving Loan Funds) that can lead to greater household productivity and less need for supplemental income from child labor.
3) Urban Productive Strategies (technical training and "soft skills" workshops)	• Offer technical skills training to adolescent youth that can be certified by a recognized educational institution, and can increase their ability to obtain future decent work. • Offer workshops that enable participants to develop "soft skills" such as time management and conflict resolution, increasing their ability to obtain decent work.
4) Public Policies in Education and Labor	• Promote children's rights to education and decent work.

Project Strategy	Relevance
5) Awareness-Raising Activities	• Increase awareness of parents, educators, and community leaders in an effort to diminish the positive value placed on child labor. • Increase general awareness of laws that protect children's rights, in an effort to decrease child labor.
6) Research	• Establishes a monitoring system that provides an objective way to measure effectiveness of project interventions, and generates data that can promote sustainability and the ability to leverage additional resources.

3.1.2 Participation of Social/Political Entities

There was a broad base of participation in the design and implementation of the ÑPKCW project strategies from local social/political entities, including indigenous leaders, parent committees, and Ministry of Education (MINEDU) officials. During interim evaluation interviews, leaders and officials expressed a sense of community ownership and an increase in their knowledge and commitment toward eradicating the WFCL.

In the rural areas of the Chaco region (*Zona Guaraní*) and Mojocoya, the project involved indigenous leaders known as *dirigentes*, as well as local MINEDU officials and school directors. In the urban areas of El Alto and Plan 3000, the project worked in alliance with the influential school boards or parent committees known as *juntas escolares*. In all four zones, interviews with indigenous leaders, municipal officials, district-level MINEDU officials, school boards, and school directors confirmed their knowledge, support, and participation in project design and criteria for selecting project beneficiaries. Table 5 outlines the various social and political entities and their involvement in the ÑPKCW project.

Table 5: Participation of Local Social/Political Entities

Zone	Social/Political Entity	Participation in the ÑPKCW Project
Chaco Region/Zona Guaraní	Guaraní communities are divided into *capitanías*; community leaders are *dirigentes*; head leader is the *capitán*	• *Dirigentes* consulted on project design, strategies, and criteria for selecting program intervention sites and subsequent beneficiaries; participated in periodic meetings to provide input as project progressed; expressed interest in establishing and sustaining the technical high school program; increased parent interest and involvement. • Directors of "Educational Unit" (*Unidad Educativa)* provided key input and support of educational services.
Mojocoya	Quechua communities belong to a *subcentralía*; community leaders are *dirigentes*; head leader is the *subcentral*	• *Dirigentes* consulted on project design and selection criteria; expressed interest in the Revolving Loan Funds coordinated by women indigenous leaders. • Local municipality officials consulted and kept apprised of project progress. • Directors of "Educational Unit" (*Unidad Educativa)* provided key input and support of educational services.
Plan 3000	School boards/parent committees known as *juntas escolares*	• School boards/parent committee members consulted on the strategy to implement the Extended Hours program, e.g., the intervention and control groups;

Zone	Social/Political Entity	Participation in the ÑPKCW Project
		parent members helped identify students outside of formal school system who could benefit from Leveling (accelerated) program; parent members interested in trying to sustain Extended Hours program through parent participation. • Directors of "Educational Unit" (*Unidad Educativa)* provided key input and support of educational services.
El Alto	School boards/parent committees known as *juntas escolares*	• School boards/parent committee members consulted on the strategy to implement the Extended Hours program; parent members were very interested in trying to sustain Extended Hours program through parent participation and support from El Alto municipality; parent members helped identify students outside of formal school system; parent members were very interested in helping scale up Leveling program to other students and areas. • Directors of "Educational Unit" (*Unidad Educativa)* provided key input and support of educational services.

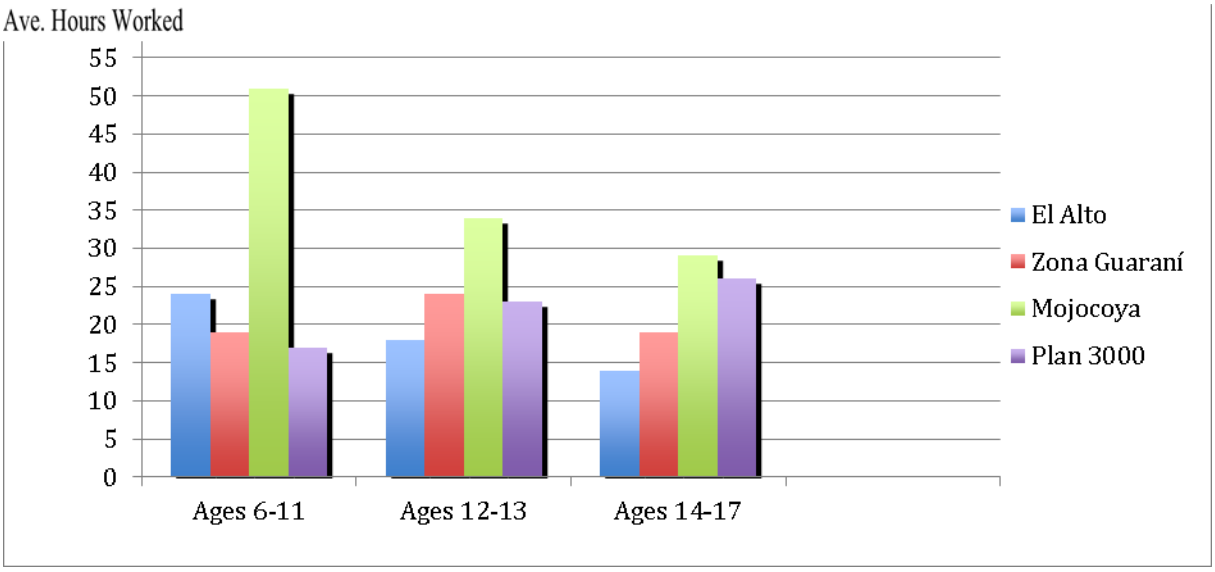
3.1.3 Relevance of Project's Selection Criteria

The project primarily targeted indigenous communities within the five project zones. Selection of child and adolescent participants was based on labor and educational status, as well as the type of work in which they were engaged. Priority was given to children and adolescents engaged in, or at risk of engaging in, exploitative child labor, which according to the project definition included excessive work hours or types of work considered harmful to a child's health or safety.

Working hours: To determine the number of hours worked, DyA staff asked children what activities they did during a typical 24-hour period, e.g., sleep, study, household chores, working in a family business or farm, or working outside of the home. Figure 3 (Section IV) provides a copy of the "clock" intake form used to collect this data. If it was determined that a child worked more than 28 hours per week, the child was designated as engaging in exploitative child labor. Data regarding number of hours worked by project beneficiaries in four of the target zones are presented in Figure 2, and also can be found on the project's web page[7]. These data indicated that children aged 6–11 years often worked as much as, or more than, adolescents aged 14–17 years. In the Mojocoya zone, data showed that these younger children worked an average of 51 hours per week. While interim evaluation interviews conducted with children confirmed a work history in most cases, the evaluator was unable to verify the precise number of work hours, or corroborate the DyA's findings.

[7] ÑPKCW project web page displaying baseline statistics of project beneficiaries. http://www.dyabolivia.org.bo:8000/birt/frameset?__report=beneficiarios_ti.rptdesign&__locale=es_ES.

FIGURE 2: Baseline Data
Average Number of Hours Worked per Week by Selected Project Beneficiaries in Target Zones



Types of work carried out by project beneficiaries: The data were very general with regard to the type of work carried out by children, with only two category designations: "domestic" or "other." Interim evaluation interviews conducted with parents and project beneficiaries provided a more detailed description of the specific tasks. In rural areas, boys most often mentioned agricultural-related work, such as the planting and harvesting of potatoes and wheat in the highlands, and sugar cane in the lowlands. Children carrying out these tasks often handled sharp tools such as the sickle. Girls in the rural areas most often mentioned doing domestic work within the home; the same was true of their urban counterparts. Boys who migrated from rural to urban zones most often worked in construction, transportation, and commercial activities such as street vending. Boys raised within either of the urban project zones, El Alto or Plan 3000, mentioned these same types of work activities. Girls raised in the urban zones carried out a variety of tasks, from commercial activities such as selling food, to working as seamstresses.

Worst forms of child labor: Some of the children and adolescents interviewed during the interim evaluation carried out tasks that would be considered "harmful" to children, and therefore were engaged in the "worst forms of child labor" according to the ILO definition.[8] One group of children in the Chaco region (*Zona Guaraní*) was engaged in particularly exploitative work. Approximately 25 to 30 Guaraní children from the town of Ivamirapinta (7 of whom participated in the interim evaluation) worked in a poultry plant during the night and pre-dawn hours near the city of Camiri. One nine-year-old child described his daily work scenario as follows:

[8] ILO, Convention No. 182, Worst Forms of Child Labour, 1999. http://www.ilo.org/ilolex/cgi-lex/convde.pl?C182.

> The green truck would pick up at least 25 or 30 kids at 7 pm from our school [ranging in age from 6–14]. We would all get in and go to the place where we had to work plucking chickens—about 20 minutes away from our school. But the man and the woman that would pick us up would first let us sleep a while. We all slept on the floor on cardboard. They would wake us up at 1 am by sprinkling us with water. We had to work until 6 am plucking chickens. The bigger kids could pluck up to 30 chickens in one night. The smaller kids might only do 20 chickens. We would start off earning 20 *centavos* per chicken [.03 USD] but with more experience we got up to 1 boliviano [.07 USD] per chicken. Every once in a while we would also get the gizzards to take home. The man and the woman sometimes yelled at us to work faster. We would arrive back home around 6:30 am and then we had to get ready to go to school. 'I usually fell asleep in school.' We are happy that we don't have to work there anymore.

Reported Accident Rates: Baseline information from the project's web page indicates that highest accident rates occur among child program beneficiaries in the two rural zones: Zona Guaraní and Mojocoya, with reported rates of 32% and 37%, respectively. While these accidents are presumed to be agricultural in nature, no further details are provided.

3.1.4 Logical Framework and the Validity of Project Assumptions

A final logical framework, or results framework, describing the project assumptions in relation to the project outputs and outcomes had not been completed at the time of the interim evaluation. However, DyA staff identified four general assumptions for implementing their strategies. At this early stage of project implementation, it may be too early to assess the validity of these assumptions. Findings regarding the validity of the assumptions outlined in Table 6, therefore, may only be considered preliminary.

Table 6: Preliminary Project Assumptions and Their Validity

Project Assumptions	Validity
1) Local and national governments will adopt educational programs.	**Valid**: With the exception of the Extended Hours educational program, it is possible that local and national governments will adopt educational programs being implemented in the project.
2) Productive packages will be integrated into national training, financial and employment services.	**Too early to assess validity**: Currently there are no data available to assess this assumption.
3) Indigenous organizations in targeted regions will promote and support efforts to eradicate and prevent child labor.	**Valid**: The indigenous leaders interviewed offered their full support of project efforts to eradicate *exploitative* child labor, by promoting educational alternatives and strategies to increase family productivity.
4) Results of monitoring and evaluation will be used by ministries and indigenous organizations for the purposes of planning, decision making, and the formulation of policies.	**Too early to assess validity**: Although it is too early to assess monitoring results, particularly given the absence of a finalized CMEP, the project is working with MINEDU to integrate a system for tracking the educational and work status of students enrolled in the Leveling (accelerated) program.

3.1.5 Contribution to Government Education Initiatives

Provision of direct educational services is one of the main project strategies for withdrawing or preventing children from exploitative child labor. Three of the project's educational services offer key support to the new Bolivian government education law known as ***Avelino Siñani***.[9] While the evaluator did not conduct a detailed analysis of the new education law, interviews with DyA education specialists and MINEDU officials indicated that the law contains a number of positive changes but fails to provide details as to how this change should be accomplished. This has resulted in a delay in the law's implementation until further details are provided. According to DyA staff and MINEDU officials, the ÑPKCW project's educational services are aligned with a number of strategies promoted by the new education law: (1) the promotion of a high school curriculum that is both academic and technical (*bachillerato técnico humanístico*); (2) the promotion of quality multi-grade classrooms, and (3) the promotion of a Leveling (accelerated) program for children and adolescents lagging behind in two or more years of school work.

The educational program known as the Leveling (accelerated) program, or *Nivelación*, was part of the project's first phase (2007–2010) and has been part of the second phase since the beginning of the 2011 school year. According to MINEDU officials interviewed, the ÑPKCW Leveling program served as a model of success and played a role in the passing of the MINEDU Resolution N° 001/2012, Article 105 that establishes the Leveling program as a regular part of educational services for children and adolescents 15 years of age or younger, who are lagging behind in two or more years of school.[10] Prior to this, the MINEDU only offered an accelerated program to adolescents who were 15 years of age and older. Thus, the ÑPKCW project has provided a model for implementing a Leveling program curriculum for these younger students within the existing high school system.

3.1.6 Project Design and its Support of USDOL Goals

ÑPKCW was designed to support the five major goals of USDOL's Child Labor Elimination projects. This design aims to reduce exploitative child labor through the provision of educational services and production (livelihood) strategies. USDOL goals also focus on strengthening national labor and education policies, increasing awareness on child labor issues, supporting research on child labor, and ensuring the long-term sustainability of project efforts. Table 7 summarizes ÑPKCW project strategies as they relate to the five USDOL Child Labor Elimination project goals.

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[9] Ministerio de Educación del Estado Plurinacional de Bolivia, Ley N° 070, "Avelino Siñani-Elizardo Perez," 20 December 2010. (http://www.minedu.gob.bo/index.php?option=com_content&view=article&id=87&Itemid=119)

[10] Ministerio de Educación del Estado Plurinacional de Bolivia, Resolución Ministerial 001/2012, Artículo 105, 3 January 2012. (http://www.minedu.gob.bo/index.php?option=com_content&view=article&id=242:resolucion-ministerial-001-2012&catid=36:ministerio)

Table 7: Key Project Strategies/Activities of ÑPKCW Project in Support of USDOL's Child Labor Elimination Project Goals

USDOL Child Labor Elimination Project Goals	ÑPKCW Project Strategies/Activities in Support of USDOL Goals
1) Reduce exploitative child labor, especially the worst forms, through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods in target households.	**Educational Services** • Formal educational services in direct support of Bolivian educational system goals, including the Leveling (accelerated) program, Multi-grade Classroom and Technical High School • Nonformal educational services, including the Extended Hours program for primary and secondary students, and the Academic Reinforcement program **Rural Production Strategies** • Technical training of rural youth in agricultural and business skills • Revolving loan funds for families (provision of supplies, materials, and technical assistance) **Urban Production Strategies** • Technical training for adolescent youth, certified by a recognized educational institution, to increase future opportunities for obtaining decent work
2) Strengthen policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, nonformal, and vocational education opportunities to provide children with alternatives to child labor.	**Public Policy** • Labor initiatives supported by the Government of Bolivia that contribute to the eradication of child labor • Corporate social responsibility strategies that contribute to the eradication of child labor
3) Raise awareness of the importance of education for all children, and mobilize a wide array of actors to improve and expand education infrastructures.	**Awareness-Raising Activities** • Awareness-raising events with parents, educators, community members, and indigenous leaders regarding children's rights (see Section IV, Effectiveness)
4) Support research and the collection of reliable data on child labor.	**Monitoring and Evaluation System** • Reliable monitoring system for tracking the education and work status of beneficiary children • System for monitoring the productivity of families • Impact Evaluation to provide objective data on the results of the Extended Hours program
5) Ensure the long-term sustainability of these efforts.	**Educational Services** • Educational programs aligned with those promoted by the Bolivian Government under the new education law • Commitment by the Bolivian Government toward sustainability of these programs **Rural Production Strategies** • Revolving Loan Funds (in the form of supplies, materials and technical assistance) managed by women leaders of

USDOL Child Labor Elimination Project Goals	ÑPKCW Project Strategies/Activities in Support of USDOL Goals
	local indigenous groups. **Urban Production Strategies** • Technical skills training for youth within established vocational institutions. **Policy Strategies** • MINEDU resolution to institutionalize and scale up Leveling (accelerated) program as part of the regular school programs, within the existing education budget. • Meetings to strengthen the Inter-institutional Committee for the Eradication of Child Labor **Monitoring Strategies** • Technical assistance for creating a permanent monitoring system within the MINEDU to track the educational and work status of students enrolled in the Leveling program.

3.1.7 Progress in Replicating the Project Interventions in El Alto

During the ÑPKCW project's second year, services were extended to El Alto, near the capital city of La Paz. The urban El Alto zone was most similar to the Plan 3000 zone, and many of the same programs or strategies that were implemented at Plan 3000 during Year 1 (2011) were replicated in El Alto in Year 2 (2012). These strategies included:

- EH program for primary school
- Academic Reinforcement
- Urban Production strategy
- Awareness-raising activities

At the time of the interim evaluation, both Plan 3000 and El Alto were successfully implementing their respective educational interventions. Both, however, experienced challenges with regard to the planning and implementation of an appropriate urban production strategy. Specifically, each zone had difficulty in recruiting adolescents with the greatest need for urban production services, and also struggled with the actual program content. Both zones found that they could achieve greater success with their recruitment process by forming alliances with existing organizations or night schools serving working teens.

3.1.8 Obstacles to Addressing Child Labor in Bolivia, and the ÑPKCW Project Response

As mentioned in Section I, Project Background and Description, many indigenous families do not consider child labor to be inappropriate, and place a high value on teaching their children formative work skills at an early age. This represents the biggest challenge to child labor elimination projects: clarifying the meaning of "formative labor" versus "child labor" within the

indigenous context, while simultaneously changing attitudes and practices such that they conform to Bolivian laws and international conventions (Bolivia is a signatory of ILO Conventions 138 and 182 regarding minimum work age and the elimination of the WFCL). The project response to this complex cultural issue has been two-fold. First, the ÑPKCW project is working in close alliance with indigenous and community leaders so that they can plan and execute appropriate project strategies together. Second, the project is conducting awareness-raising activities with parents, children, and members of the larger community. The effectiveness of these activities will be discussed further in Section IV, Effectiveness.

3.1.9 Other Issues Related to the Design or Implementation of the Project

DyA staff mentioned several issues affecting the design or implementation of project strategies. These included:

- *Educational Strategies*: There has been a delay in the full implementation of the *Avelino Siñani* education law and the educational programs that fall within its scope. While this delay could continue indefinitely, the ÑPKCW project must proceed with its development of several educational services that support key components of the law: the Leveling program, Multi-grade Classroom and Technical High School program. The project staff is confident that ÑPKCW programs will serve as models for forthcoming curriculum standards under the *Avelino Siñani* education law.

- *Rural Production Strategy*: Families must have working children in order to be eligible for the Revolving Loan Funds program. This has created a perception, in some cases, that families with working children are being "rewarded." Program staff has had to establish a clear requirement that participating families must commit to withdrawing their children from exploitative child labor and ensuring that their children are going to school.

- *Urban Production Strategy*: Project staff has had a difficult time identifying an appropriate recruitment and training strategy. After several dead ends, the staff currently is collaborating with existing organizations that target working youth in an effort to bolster project participation. Project staff now is faced with the challenge of developing a program that will allow sufficient contact time with urban adolescents, in order to increase the likelihood of a lasting impact on knowledge, attitudes, and practices.

- *Awareness Activities*: A systematic awareness-raising strategy was not developed at the project onset. The lack of a standardized strategy has resulted in each project zone designing and carrying out distinct awareness-raising events. The effectiveness of each zone's approach is discussed further in Section IV, Effectiveness.

3.2 LESSONS LEARNED/PROMISING PRACTICES: RELEVANCE

Lessons learned and promising practices that have emerged pertaining to the relevance of project strategies include the following:

- Involving and building the capacity of indigenous and other community leaders from the very start of the project design phase is key to ensuring the successful implementation and sustainability of project activities.

- Working adolescents can be reached most effectively through coordination with existing organizations currently working in larger urban areas.

- Assessing the interests of potential adolescent beneficiaries allows for the planning and implementation of relevant training programs that can increase their ability to obtain future decent work.

IV. EFFECTIVENESS

4.1 FINDINGS

4.1.1 Effectiveness in Achieving Beneficiary Target Numbers

At the end of 4 years, the ÑPKCW project intends to provide direct educational services to 3,100 children and adolescents less than 18 years of age. At the time of the interim evaluation, a total of 3,086 children and adolescent beneficiaries were receiving educational services, representing close to **100%** of the target number. In addition, the project intends to provide production (livelihood) services in rural and urban settings to a total of 1,200 households made up of children, adolescents, and their parents. At the time of the interim evaluation, 403 households were benefitting from production (livelihood) services, representing **34%** of the target number. Since production services were just beginning, full achievement of the target number was expected.

4.1.2 Effectiveness of Educational Strategies for W/P from WFCL

Through the provision of direct formal and nonformal educational services, the project reported the successful withdrawal of 467 children from exploitative child labor, the prevention of another 1,461 children, and the ongoing withdrawal of an additional 462 children. The W/P numbers achieved at the time of the interim evaluation—1,928 children and adolescents—represents **62%** of the total beneficiaries receiving educational services, with the potential to increase that percentage based on the withdrawal in process.

The following are some key characteristics of the six educational services aimed at withdrawing or preventing children and adolescents from exploitative child labor, as well as additional findings gleaned from interviews with the beneficiaries.

Leveling (accelerated) program: This educational service is offered to children or adolescents who have been outside of the educational system and are lagging behind by two or more grades. It has been documented that children who lag behind in school are at a greater risk of dropping out of school and engaging in child labor.[11] Participants in the Leveling program are given an opportunity to complete 2 years of schooling within just one year. This is done within the regular school setting, with opportunities to take "mainstream" classes with other students. For the interim evaluation, 16 Leveling program students were interviewed in two different project sites. These students expressed enthusiasm, interest, and commitment to completing the Leveling program. When asked about child labor issues, they had some difficulty identifying at least one child labor law or hazardous type of work.

Multi-grade Classroom: This educational service is still in the planning phase; key intervention activities will include curriculum development and teacher training. According to one Multi-grade Classroom consultant, 75% of rural students in Bolivia attend a Multi-grade Classroom, yet the available curriculum and teacher training is weak. The consultant stated: "The Multi-

[11] Flores, E. La Problemática del Trabajo Infantil en los Pueblos Indígenas de Bolivia: Estudio Preliminar. Lima, Peru: Centro de Estudios Juridicos e Investigación Social. March 2008. http://www.oit.org.pe/ipec/documentos/bo_estudio_preliminar_cejis_tii.pdf.

grade Classrooms offer no opportunity for students to develop critical thinking skills. Rather, students are usually kept occupied by copying sentences from a book for which they have very little understanding." As a result, students frequently lose interest in school and enter the workforce at a very early age. During the interim evaluation fieldwork, the evaluator was able to observe a Multi-grade Classroom in the Mojocoya zone *prior* to any project intervention. The evaluator observed a scenario similar to that described by the Multi-grade Classroom consultant, validating her statement. The new education law, *Avelino Siñani*, emphasizes a quality Multi-grade Classroom curriculum but does not provide details regarding its content or implementation.

Academic Reinforcement: This 3-month educational service aims to reinforce basic academic skills obtained by primary school-age children in the Leveling program, as they transition to mainstream high school classrooms. According to the ÑPKCW project education coordinator, a significant percentage of students who drop out of school to begin work do so during the first year of high school. It is critically important, therefore, to provide extra academic support during the transition from elementary to high school. Interviews with Academic Reinforcement teachers pointed out that this service also supports the new Bolivian education law, *Avelino Siñani*. These teachers plan to develop a curriculum guide that can serve as a model for scaling up the Academic Reinforcement program to the national level.

EH–Primary: This after-school program offers students an attractive educational alternative to work. Classes begin after the regular school program, 4 days per week, 3.5 hours per day. Students are provided with a nutritious lunch each day. The program offers homework help to students, but otherwise does not necessarily support the school curriculum directly. Mainstream educators interviewed for this evaluation viewed the program as more "recreational," yet most recognized its value for providing an education-based option for working children or those at risk of working. During the evaluation fieldwork, group interviews were conducted with 27 EH primary students, 26 parents of beneficiaries, and 7 teachers. In addition, two observations of classroom activities were made. During both the interviews and observations, students expressed a high degree of enthusiasm for their teachers and the activities. They also were able to articulate their right to an education, their career goals, and their desire to stay in school. Parents spoke of the difference that the program had made in their child's self esteem and academic success. While most parents strongly supported their child's education, many still felt it also was important that children learn how to work from a young age. At least two parents mentioned that their children now have more time to help out at home due to the program's assistance with homework completion. In one case, a parent whose child had participated in exploitative child labor mentioned that they "miss" the income that this child used to bring home.

EH–Secondary: This after-school program is designed to offer an educational option to high school-aged adolescents. Classes meet twice per week, 3.5 hours per session. While the program has carried out a number of interesting after-school activities such as theatre productions and radio shows, it has been difficult to maintain consistent attendance and retention in the program. One reason might be the challenges associated with creating a uniform curriculum, according to the ÑPKCW project education official. In the Guaraní zone, the EH program for adolescents is implementing a course focusing on business skills based on interests expressed by the adolescent participants.

Technical High School: The full implementation of the Technical High School program curriculum was delayed in anticipation of forthcoming MINEDU guidelines for the new education law *Avelino Siñani*. In view of these delays, the project chose to go forward with an ambitious plan to develop and pilot a model Technical High School program focusing on the areas of agriculture and livestock. While it will not fully implement until February 2013, some preliminary classroom and production activities have already begun. Community leaders, educators, parents, students and DyA staff have expressed high expectations that this educational service will be a highly effective program for providing relevant and effective curricula that will increase high school retention, decrease migration to urban areas, and increase family production.

4.1.3 Effectiveness of Production (Livelihood) Strategies in Contributing Toward the W/P from WFCL

Both the urban and rural production (livelihood) strategies aim to increase the productivity of families that in turn makes possible an increase in household income. This, theoretically, could decrease the need for child labor supporting a family's livelihood. While participation in the production services does not necessarily result in the W/P of children and adolescents from WFCL, it is designed to contribute to this end. A description of each production strategy and its effectiveness follows. (Note: The Technical High School program is both an educational strategy and a production strategy.)

Rural Production Strategy: The main rural production strategy is the Revolving Loan Funds program. This program targets poor rural families who have children participating in child labor. It offers parents an opportunity to secure a loan in the form of supplies and materials, including seeds, fertilizer, and pesticides. Participating families receive technical assistance from agronomists and agronomy students over a period of 9–12 months. The goal of the program is to maximize a family's agricultural production and decrease the need to supplement their income with child labor. Families must commit to withdrawing or preventing the participation of their children in exploitative child labor and ensuring their enrollment in school.

The Revolving Loan Funds' strategy began its implementation near the time of the interim evaluation; any findings are therefore preliminary. In a group interview, beneficiaries (heads of household) expressed the need for a revolving loan program. When asked about the purpose of the Revolving Loan Funds program, beneficiaries did not mention the ultimate program goal of withdrawing and preventing children from exploitative child labor. They did, however, clearly articulate some of their concerns with the program. One main concern expressed by 6 of the 20 beneficiaries focused on the inferior quality of the seeds received through the program that had resulted in a lower production cycle. Revolving Loan Funds Credit Committee members who were present (made up of local indigenous women leaders who receive technical oversight from the DyA project staff) recognized the gravity of the problem and discussed the possibility of a loan extension, but did not offer a loan forgiveness option. At least half of the beneficiaries present stated that they had never received an individual technical assistance visit from DyA staff; this was countered later by DyA staff who said that each beneficiary in both project sites had received at least two visits from technical staff.

Urban Production Strategy: This strategy provides technical and soft skills training to working adolescents aged 14–17 through a series of workshops aimed at preparing participants for future decent work. An agreement is pending with the MINTRABAJO to certify technical training for youth. The training lasts 3 months (8 hours per week), with an additional 2-month practicum involving the parents—the shortest intervention time of any project service or strategy. DyA project staff emphasized that the family unit is often the employer; therefore, it is important to target the entire family in order to withdraw and prevent adolescents from exploitative child labor. At the same time, project staff openly discussed the difficulty of recruiting project participants. Both urban sites tried to recruit young workers directly, but found it more efficient and effective to collaborate with night schools and existing organizations that also target working teens.

Most educational experts, including DyA's education coordinator, agree that education and training intervention strategies of less than one year offer too short a period of time to reinforce newly formed values or attitudes among children and their parents. Nick Mills, the project director for a USDOL child labor elimination project from 2004 to 2009, stated in his research on the subject, "Time is a factor in retention, and retention is a factor in withdrawal…the longer we can maintain children in quality educational programs, the greater likelihood of saving them from child labor."[12] The DyA project staff recognized that the Urban Production intervention time was short, but felt that a longer strategy would be difficult to accomplish with a highly active urban population.

Interviews were conducted with Urban Production Strategy beneficiaries in El Alto and Plan 3000. While Plan 3000 participants recently had begun to take part in soft-skills training workshops, the El Alto students were in their second month of technical training. Students from El Alto expressed the need for training that offers a certificate that could increase their chances of getting future decent work. All seven adolescents interviewed currently worked, and most had entered the workforce from as early as age seven. None were able to state the legal working age limit in Bolivia. Several mentioned hazardous work tasks such as working on scaffolds and using power tools, but none openly recognized these tasks as being dangerous. (See Table 8 for a list of dangerous work types or conditions for children and adolescents.). Some of the interviewees expressed pride at having started work at such a young age. One teen stated, "Bolivians are the hardest working people in the world." Other teens expressed that they had started working at a young age due to poverty.

Table 8: **The 23 Dangerous Types of Work for Children and Adolescents, According to the Bolivian Ministry of Labor**

Types of Work Considered Dangerous	Types of Work Considered Dangerous, Depending on Work Conditions or Tasks
Cutting or harvesting of sugar cane	Agricultural labor
Harvesting of nuts	Livestock handling on extensive ranches
Mining such as excavation or drilling	Working in tree orchard
Fishing in rivers or lakes	Commercial or informal sales at night
Brick fabrication	Modeling, e.g., for erotic images

[12] Mills, Nick. (2008). *La erradicación del trabajo infantil a través de la educación: Mito o realidad.* [Serie de investigaciones aplicadas por el proyecto Primero Aprendo], p. 18.

Types of Work Considered Dangerous	Types of Work Considered Dangerous, Depending on Work Conditions or Tasks
Distribution of alcoholic beverages	Housekeeping (not live in)
Garbage collection	Attending public bathrooms
Hospital janitorial work	Cutting stones
Security and protection services	Working with sound equipment
Live-in housekeeping	Working with power tools, e.g., carpentry
Public transportation	Bricklaying
	Night security work in car garages

Source: ILO-IPEC publication for the 2012 World Day Against Child Labor campaign.

4.1.4 Effectiveness of Awareness-Raising Activities

At the time of the interim evaluation, the project had not developed a centralized plan for carrying out awareness-raising activities, nor was a specific person designated to coordinate such activities in either the central office or project zone office. Instead, each zone office was responsible for planning and executing its own awareness-raising activities. Despite the various approaches, some common activities emerged:

School- or community-wide events: Each of the zones visited had carried out at least one school or community-wide event. These often targeted parents and children of the project's educational services, although at smaller sites it could include the entire community. These events took place at the school site and were organized with the help of indigenous leaders and parent committees. Key dates for these school- or community-wide events included the end of the school year, June 12 (World Day Against Child Labor), and April 12 (Children's Day). These events offered strategic venues for sharing information with large numbers of parents and children regarding project accomplishments and child labor issues. Parents with children in the EH program who were interviewed usually mentioned attending one of these school-wide events, but it was not clear whether they had received any specific information on child labor.

Radio programs: Three project sites mentioned using monthly or weekly radio programs to transmit information regarding education, agricultural production, child labor issues, and upcoming project events or workshops. These radio programs were transmitted in the local indigenous languages of Aymara, Guaraní or Quechua. In interviews with parents, however, radio was not mentioned as one of the awareness-raising strategies used by the project.

Parent meetings: At least two school administrators in both Plan 3000 and Mojocoya stated that monthly parent meetings should form part of the project's regular outreach. Parent school committee members, when interviewed, expressed mixed feelings on this approach due to problems with low attendance. DyA staff in El Alto also recognized this as a challenge. One parent committee member in El Alto suggested using incentives to increase attendance. Several parents stated that they might attend meetings if the topics were interesting and held at a convenient time.

One-on-one discussions with parents: The project's main method of contact with parent beneficiaries centered on one-on-one communication. The first opportunity for this individual contact occurred during the intake interview, when parents answered questions regarding their child's education and labor status. DyA project staff also conducted home visits if a child was

not regularly attending the educational service. Individual contact also was possible through the Revolving Loans Funds program, when beneficiaries received their program supplies and materials and also during follow-up visits by technical staff. DyA staff explained that they had a much greater opportunity to discuss child labor issues during these individual contacts. Parents who were interviewed mentioned the initial contact at the intake interview, but could not recall any follow-up visits by Rural Production staff.

4.1.5 Effectiveness of Policy Strategies

The ÑPKCW policy strategies focus on two aspects: 1) promoting educational services within the MINEDU that contribute to the W/P of children from exploitative labor, and 2) promotion of Corporate Social Responsibility within business associations and chambers.

Promotion of MINEDU Policies: As a result of phase I efforts and the ample timeframe involved (2007-2010), the project provided evidence for the effectiveness of the Leveling program and its ability to retain program participants. This same evidence was used to support the passage of MINEDU Resolution N° 001/2012, Article 105, establishing the Leveling program as a regular part of school services for children 15 years of age or younger who are lagging behind in two or more years of school (see Section III, Relevance). Currently, the project is promoting the institutionalization of a monitoring system so that Ministry officials can continue to track Leveling students' educational and work status.

Corporate Social Responsibility: Urban Production staff, when interviewed, described preliminary discussions that they had carried out with business associations and associated chambers to promote Corporate Social Responsibility with regard to child labor. At the time of the interim evaluation, Urban Production staff was in the process of establishing an approach or strategy for the adoption of policies that demonstrate Corporate Social Responsibility. The interest of the employer groups in adopting such policies could not be verified.

4.1.6 Effectiveness of the System to Monitor Work Status

The ÑPKCW project provides regular and systematic monitoring of the education and work status of the child and adolescent beneficiaries. This includes children who are enrolled in its educational services, children of families who participate in the Rotating Loan Funds program, and children participating in the Urban Production Strategy training. Each of the five project zone offices is responsible for the collection of comprehensive baseline data, as well as follow-up data twice annually that centers on information related to beneficiary work and labor status. All data collected in each project zone are entered electronically into a centralized database. The raw data is then sent to the central office in Santa Cruz, where it is verified and cross-referenced by monitoring staff. Central office staff communicates with project zone office staff to clarify any discrepancies.

Baseline Survey: Baseline information is collected through a fairly extensive interview process. The information captured includes the following:

- Education and labor information of the child beneficiary
- Education and labor information of other members of the family
- Perceptions/attitudes of the head of household regarding child labor
- Estimates of daily or monthly costs for basic necessities such as food, clothes and education
- Activities carried out by the child beneficiary in a typical 24-hour period such as going to school, working, sleeping, or eating.

Instrument to determine W/P status: The activities of project beneficiaries are documented in a form referred to as the "activities clock" (Figure 3). This form is administered six months after the initial intake, and then every 6 months thereafter and/or at the end of the specific program. The activities clock monitors the child's educational and work activities in a 24-hour period, for use in determining W/P numbers. However, the "activities clock" form does not distinguish between activities occurring on regular school days as opposed to vacation days or holidays. A child is designated as participating in child labor if he/she is engaged in at least 28 hours of work per week; the project defines a child as being withdrawn if he or she works less than 27 hours per week, and this work is not considered worst forms of child labor.

FIGURE 3: "Activities clock" form used by ÑPKCW monitoring staff to collect periodic information on activities for determining educational and work status of child and adolescent beneficiaries.

Horas	De Lunes a Viernes	Sábado	Domingo
6 a 7			
7 a 8			
8 a 9			
9 a 10			
10 a 11			
11 a 12			
12 a 1			
1 a 2			
2 a 3			
3 a 4			
4 a 5			
5 a 6			
6 a 7			
7 a 8			
8 a 9			
9 a 10			
10 a 11			
11 a 12			
12 a 1			
1 a 2			
2 a 3			
3 a 4			
4 a 5			
5 a 6			

Códigos del Reloj	
Estudiar en la escuela	1
Estudiar en la casa (hacer tarea, etc.)	2
Trabajo por el cual recibe pago	3
Trabajo agropecuario por cuenta propia	4
Trabajo en negocio familiar. No agropecuario	5
Tareas domésticas	6
Transporte de un lugar a otro (escuela, trabajo)	7
Jugar, ver TV	8
Alimentarse (desayuno, almuerzo, té, cena)	9
Dormir	10
Otro (especificar)	11

4.1.7 Management Structure and Communication

Structure: The ÑPKCW project staff is divided between the central office staff in Santa Cruz, and staff in each of the five project zones. The central office team includes the project director and four specialists/officials in education, rural production, urban production, and monitoring. Similarly, each of the zone offices has a coordinator, education specialist/technician, and urban or rural production specialist/technician. The specialists/technicians are responsible for supporting the teachers or agronomists who work directly with the child beneficiaries or their families. They also are responsible for collecting and entering the monitoring data. Local university students also provide support to project office staff in the area of education and agronomy. Student interns were present in three of the zone sites visited are considered an important part of the project staff.

Communication: All of the zone office coordinators reported that there are open lines of communication and a high level of coordination with the central office staff. This communication and coordination is carried out primarily by email and telephone. Due to the remoteness of some zone offices, personal visits from central office officials are limited to once every one or two months, often for several days at a time. Increasing the frequency of these visits was suggested in order to improve communication and coordination between central office and project zone staff, and to increase first-hand knowledge of some of the challenges facing the zone office staff.

Opportunities for Exchanging Information or Experiences: Visits to each of the zones offices offered the evaluator first-hand knowledge regarding the inherent communication barriers between the Santa Cruz central office and between the five zone offices. Opportunities did exist for the zone office coordinators to periodically meet in Santa Cruz, but this was not the case for other project staff. In addition, there was not a built-in mechanism for exchanging ideas, successes, or challenges with regard to data collection between those directly responsible for the collection of data.

4.2 LESSONS LEARNED/PROMISING PRACTICES: EFFECTIVENESS

Lessons learned and promising practices that have emerged pertaining to the effectiveness of project strategies include the following:

- A multi-faceted project design for child labor elimination addresses several of the root causes of child labor in Bolivia: lack of educational opportunities, family poverty, and the positive cultural value placed on teaching children a formative work skill from a very young age. Such an approach includes a combination of direct formal and nonformal educational services, urban and rural production (livelihood) strategies, individual and community-based awareness-raising activities, public policy support and promotion, and research-based monitoring.

- Forge relationships with local universities to provide internship opportunities for students in education and agronomy. This provides a venue for increasing local capacity and long-term commitment to project efforts.

V. EFFICIENCY

5.1 FINDINGS

5.1.1 Cost Efficiency of the Project Strategies

In order to determine the cost efficiency of each project strategy, it is necessary to consider the respective cost per beneficiary to achieve the desired result within the projected timeframe (see Table 9). It also is important to take into account the degree to which each program contributes toward the permanent W/P of child labor, as well as its potential for sustainability.

Costs per beneficiary: The Technical High School program, which involves a 3-year technical and academic curriculum for adolescents, incurs the highest cost per beneficiary. The 9–12 month Rural Production Strategy (Revolving Loan Funds) incurs the second highest program cost per beneficiary—in this case the family household. The least expensive program is the Academic Reinforcement program, which is a 3-month extension of the longer Leveling program.

Table 9: Program Strategies, Cost per Beneficiary and Duration of Program

Education or Production Strategy	Total Cost per Beneficiary in US $ (for duration of program, unless otherwise specified)	Duration of Program
1) Leveling	272.38 per year of program	1–4 years
2) Multi-grade Classroom	400 (projected)	2 years
3) Academic Reinforcement (extension of Leveling program)	8.87	3 months
4) Extended Hours, Primary	343.15	2 years
5) Extended Hours, Secondary	223.28	2 years
6) Technical High School	620.66	3 years
7) Rural Production (Revolving Loan Funds)	417.74 (per household)	9–12 months
8) Urban Production	271.83 (per household)	3–5 months

Source: DyA, May 2012

Sustainability: The cost efficiency of each of the project strategies can be analyzed in terms of its prospect for long-term sustainability, particularly with regard to its potential for institutionalization within Bolivian civil society. The educational services that are promoted under the new Bolivian education law *Avelino Siñani*—Leveling, Multi-grade Classroom, and Technical High School—are the most likely to become institutionalized within the existing educational structure. Interviews with project staff indicated that the EH programs had little hope for sustainability since it did not directly support any of the services being promoted by the Bolivian government. They expressed specific concern over the potential dependence on external funding sources. While parent and educational leaders agreed on the benefits of the EH programs, there were no concrete plans for sustaining the services once project funding ended. The sustainability of the Production Strategies was difficult to assess, since they were in their early stages of design and implementation. However, both project staff and beneficiaries commented that the Revolving Loan Funds would likely be sustainable if beneficiaries could

continue to see positive production results and if the administrators of the funds held the beneficiaries accountable for their commitments. As reported in Section IV, Effectiveness, the sustainability of the Urban Production Strategy may prove to be difficult due to its short duration.

5.1.2 Efficiency of Monitoring Systems

Monitoring system for tracking work and educational status: As reported, the ÑPKCW project established a monitoring and reporting system to collect baseline data and track the labor and educational status of its beneficiaries. Evidence of the efficiency of this system includes the following:

- Preparation of appropriate data collection instruments to capture baseline information from project beneficiaries;
- Consistent training of project staff who are responsible for data collection;
- Periodic visits to zone offices by the project's central office monitoring officer to ensure quality control of data collection methodology;
- Design and construction of a database system that can be accessed online;
- Cross-verification by central office monitoring staff of all data collected in project zones to ensure accuracy of reported data; as well as implementation of database alert system to note any inconsistencies.

Comprehensive monitoring and evaluation plan: At the time of the interim evaluation, a CMEP had yet to be finalized. Such a plan is expected to establish a framework for objectively measuring project outcomes and impact. In accordance with the guidelines issued by USDOL in its Solicitation for Grants Application (SGA 11-03), "Monitoring and evaluation plans must be incorporated at the project design phase to produce useful results, and must consider all levels of results, from outputs to impact."[13] Throughout the interim evaluation fieldwork, communication with DyA project staff and USDOL representatives offered possible reasons for the delays faced in completing the plan. Among these are the following:

- *Delays in the planning process*: This may be due, in part, to logistical and staffing issues that were faced during the initial planning of the CMEP by project staff as well as the international evaluation consulting firm.
- *Communication or language barriers*: Conference calls between U.S. and Bolivian stakeholders were held in English; gaps in technical English ability among Bolivian stakeholders often resulted in missed key words and an inability to offer specific feedback.

[13]USDOL, ILAB, Global Evaluation and Monitoring Project, SGA 11-03, July 14, 2011. *www.dol.gov/ilab/grants/SGA11-03.pdf*

- *Disagreement with indicators proposed in the initial drafts*: Initial drafts of the CMEP included indicators that neither the DyA project staff nor USDOL officials supported. The reasons cited include the lack of impact indicators, and the fact that the proposed indicators did not adequately address all of the major components of the project. Also, there was disagreement on appropriate indicators for measuring the effectiveness of the Rural Production (Livelihood) Strategy. These differences further delayed the finalization of the CMEP.

USDOL officials expect the plan to be finalized during an upcoming face-to-face retreat meeting of outside monitoring specialists, DyA staff, and USDOL Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) staff. This retreat approach has been used for other USDOL Bureau of International Labor Affairs (ILAB) projects evaluated by the present evaluator and is being used by OCFT with its projects funded in Fiscal Year 2011.

5.2 LESSONS LEARNED/PROMISING PRACTICES: EFFICIENCY

Lessons learned and promising practices that have emerged pertaining to project efficiency are as follows:

- Factors should be considered in an integrated context when assessing the potential benefits of project services or strategies: cost, length of program implementation, W/P rates, the potential for institutionalizing or sustaining the program, and the potential for sustaining newly acquired attitudes or behaviors that lead to a decrease in exploitative child labor.

- Creation of an efficient and effective monitoring system for tracking beneficiaries' work and educational status should include the development of appropriate data collection instruments, provision of training and follow up for project field staff responsible for data collection, and the development of a system that enables the cross-verifying of the collected data.

- Creation of a project's CMEP should begin as close to the project start date as possible, and be completed before critical data-generating activities take place. This process can be accelerated through face-to-face meetings between outside monitoring consultants, project staff, and USDOL officials over ample periods of time, until an initial draft of an outcome-oriented CMEP is completed.

VI. IMPACT

6.1 FINDINGS

To measure impact—the significant and lasting changes of project interventions—it is necessary to establish a CMEP at the beginning of the project design phase. Such a plan would include clearly defined results- and impact-level indicators for objectively measuring progress toward project objectives, and a clearly articulated data collection strategy. While the ÑPKCW project staff did collect intake data at the onset of the project as a potential baseline data source, it is unclear whether this data corresponds to results- or impact-based indicators since these indicators have yet to be established. As a result, a current discussion of the project's impact is limited to the reported W/P numbers (indicating progress toward impact), and the qualitative findings gathered during the interim evaluation fieldwork. As the W/P numbers are discussed in Section IV, Effectiveness, the following discussion highlights the qualitative findings.

6.1.1 Impact on Children, Adolescents, and Parents

Child beneficiaries: The primary school-age children interviewed were enrolled in the EH program. Many mentioned "helping" their parents with specific tasks related to agriculture, domestic, or commercial work. At one site, all of the 7 children interviewed mentioned engaging in WFCL (see Section III, Relevance). In this specific case, their immediate withdrawal was primarily a result of action taken by local authorities. The EH program gave these children support with their academic and psychosocial needs following their withdrawal from WFCL. Other children participating in the project who were not engaged in WFCL mentioned working less during the week and more during the weekend. Parents who were interviewed oftentimes supported their child's right to an education, but also stated the importance of children learning to help out at home. It was difficult to assess whether the EH program had any impact on the attitudes or behavior of child beneficiaries or parents toward child labor.

Adolescent beneficiaries: All of the adolescent beneficiaries interviewed mentioned working or having worked; most began by "helping" their parents at a young age (6–8 years old). In the urban areas, where youth were receiving training as part of the Urban Production Strategy, interviewees mentioned that they did not necessarily have a choice regarding their type of work, even if it was dangerous. However, they clearly articulated the hope of obtaining future decent work as a result of their participation in the project. In the rural areas, youth taking part in the educational services mentioned the importance of education in helping them to achieve their personal goals. Parents mentioned the importance of education and its role in obtaining future decent work, but pointed out the frank necessity of their child working.

6.1.2 Impact on Local Indigenous Organizations

Indigenous leaders expressed their support of project goals and the contributions of program services toward raising their own awareness of the exploitative child labor occurring within their communities. One indigenous leader in the Zona Guaraní mentioned a particular interest in following data-based evidence that could measure the effect of project efforts on decreasing exploitative child labor. The indigenous leaders in this zone were committed to raising the

awareness of parents in their respective communities regarding child labor and the importance of education in obtaining future decent work. Indigenous leaders interviewed from the Quechua communities (Mojocoya zone) also demonstrated commitment by their participation in project activities such as administering funds for the Revolving Loan Funds Committee. Discussions with the women leaders administering the funds showed their commitment to the process and an understanding of its contribution in decreasing exploitative child labor.

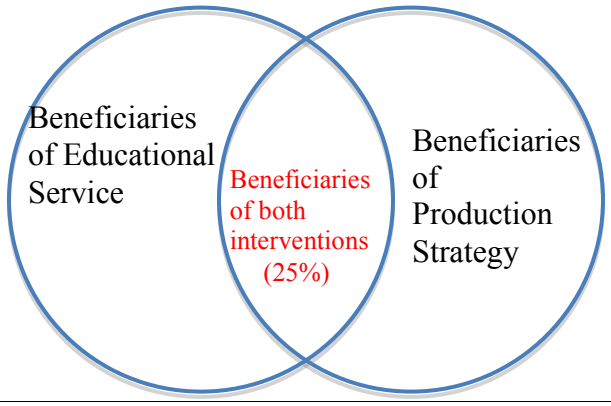
6.1.3 Emerging Opportunities for Measuring Impact

During the interim evaluation fieldwork, discussions were held with DyA management staff (project director; officials in monitoring, rural production, urban production, and education) in Santa Cruz regarding specific efforts that they have made to measure the impact of key program strategies or interventions. These include the following:

- Comparison of program impact on beneficiaries who simultaneously participate in two intervention strategies, for example an educational service and a production strategy (25% of total participants), to that of beneficiaries participating in only one service or strategy (see Fig. 4).

- Collection of baseline data to measure the impact of the Multi-grade Classroom program, still in its design phase. Quantitative data have included information on school retention and academic progress; qualitative data have focused on changes in attitudes or behaviors of participating children, parents, and teachers.

FIGURE 4: Comparing the impact of one project intervention versus two



6.2 LESSONS LEARNED/PROMISING PRACTICES: IMPACT

Preliminary lessons learned and promising practices pertinent to project impact include the following:

- To measure project impact, a clearly articulated CMEP must be in place at the beginning of the implementation period in order to guide the collection of baseline data and subsequent results-oriented data.

- Indigenous leaders should be involved in the project design and implementation phases, in order to: (1) increase their awareness and support for project goals and activities; (2) gain valuable insight into local factors that can facilitate or delay program implementation; and (3) increase the likelihood of achieving significant and lasting change through project interventions.

VII. IMPACT EVALUATION

7.1 FINDINGS

The TOR for the interim evaluation included a series of questions regarding the IE study of the EH program currently underway in four project zones, three of which received a site visit by the evaluator: El Alto, Plan 3000, and Zona Guaraní (San Julian not visited). The purpose of these questions was to gather supplemental information during the interim evaluation that could help explain the quantitative results of the IE study. As part of the interim evaluation fieldwork, group interviews were conducted with 27 EH primary students, 5 EH secondary students, 26 parents of EH primary program beneficiaries, 7 EH program teachers, and ÑPKCW project zone staff. The supplemental TOR questions were dovetailed onto these interviews. In addition, two observations of classroom activities were conducted: one at the primary school level and one at the secondary school level.

General Parent Opinions: Parents of EH beneficiaries at the primary school level commented on the positive changes in their children brought about by the program. Comments ranged from the difference in a child's academic or social development, to changes in physical development. Some of these comments included the following:

- "My child used to be shy, but now she feels good about herself."
- "The program has really helped my child with math and reading."
- "My child has grown and gained weight because of the nutritious food."
- "My child used to not like school, but the program has helped him to like school."

Assignment of Intervention (Treatment) and Control Groups: Parents, teachers, and ÑPKCW project zone staff were asked in separate group interviews about the process used to assign children to either an intervention (treatment) or control group. All described this process as random, similar to that of a lottery system. Parents of children selected for the intervention group stated that all parents received an explanation prior to the group assignments. They also noted that the control group parents seemed satisfied with their group designation, the backpack, and school supplies that they would receive, although this could not be verified. Project staff and teachers stated that the initial group assignments went smoothly.

Program Attrition Rates:
Project staff implementing the Extended Hours program at each of the zones visited stated that some children or adolescents who had started the program were no longer attending. Precise attrition rates were not available, although El Alto offered a rough estimate of 35% attrition. In general, the EH program at the primary school level experienced less attrition than the EH program at the secondary school level. Parents or children who dropped out of the EH program could not be interviewed; some reasons for program attrition provided by project staff and families still in attendance included the following:

- Migration of families or adolescents in search of work
- Change of school for reasons pertaining to family dynamics
- Change of school for children in grades 7–8 as a result of the new education law transitioning these grades into high school (only mentioned in El Alto)
- Illness affecting the student or parent (requiring more help from the child)
- Competing interests for the secondary students.

Control Group and "Spillover": Interviews with parents, teachers, and project staff confirmed that, over time, children in the control group had "spilled into," or received the same benefits as, children in the intervention (treatment) group due to the difficulty of keeping the two groups separate. This was especially true in the rural areas, where teachers stated they simply had to let some of the control group children and even nonprogram children into EH activities:

> "Students would be peering into the window or come to the program with their cousin, and it was simply impossible to tell them 'no.' When a spot would open up in the program, parents would approach us and ask to please let their child in. Parents observed the benefits and results of children's participation and they wanted the same for their child, as well."

Project staff pointed out the ethical dilemma inherent in assigning students within the same community to control versus intervention groups: "It is socially and culturally unacceptable to deny students within the same community the same positive benefits."

Differences between urban and rural sites: The urban site of El Alto reported fewer difficulties with spillover. This may be due, in part, to the fact that the nonbeneficiary children in urban areas were less likely to remain at the school site after classes had ended. This was in contrast to the rural site of Zona Guaraní, or the peri-urban site of Plan 3000.

7.2 LESSONS LEARNED

Following are the lessons learned based on qualitative information from the interim evaluation as it relates to the IE:

- A study design that includes both a control and an intervention group within the same rural community might create logistical difficulties for project staff in terms of separating members of the same family or relatives into control and intervention groups, and maintaining these groups as separate throughout the IE study.
- Some of the aforementioned difficulties associated with the IE may have been avoided had there been an established communication process in place that could have identified the problems early on and provided potential solutions.

VIII. SUSTAINABILITY

8.1 FINDINGS

8.1.1 Exit Strategy

The ÑPKCW project document outlines a preliminary exit strategy. This strategy promotes a capacity-building process for the progressive transfer of knowledge and management of project activities to indigenous organizations and local or national government entities. A sustainability plan to guide specific project efforts, however, has not been developed. Even without such a sustainability plan, there is evidence of progress toward the sustainability strategies identified in the original project document (see Table 10).

Table 10: Exit Strategy Actions Contained in ÑPKCW Project Document and Evidence of Progress

Exit Strategy Actions	Evidence of Progress
• Develop official instruments (decrees, ordinances) that commit the Bolivian government to implementation of services.	• MINEDU Resolution N° 001/2012, Article 105 establishes the Leveling program as a regular part of educational services for children and adolescents 15 years of age or younger, who are lagging behind in two or more years of school. • Cooperative agreement developed with Ministry of Labor promotes policies and activities that protect adolescent workers.
• Delegate MINEDU teams to receive technical training from DyA staff.	• DyA staff works closely with local MINEDU officials on the implementation of the Leveling program and a national monitoring system of Leveling students.
• Pilot test and validate curricula with technical teams from the ministries.	• Leveling program curriculum pilot tested and validated. Plans underway to pilot test and validate Technical High School and Multi-grade Classroom curricula, and Urban Production training strategy.
• Develop regulations and ordinances at the municipal level that support sustainability of services.	• No evidence provided.
• Incorporate services into annual municipal plans and budgets.	• No evidence provided.
• Co-execute project components with indigenous organizations and provide training opportunities.	• Indigenous and/or community leaders actively involved in planning and executing both educational services and production strategies.
• Incorporate a concern for child labor into indigenous internal rules and regulations to guarantee continuation of these initiatives in the future.	• No evidence provided.

8.1.2 Leveraging of Nonproject Funds

There was no evidence presented at the time of the interim evaluation for the leveraging of outside resources to sustain specific programs or activities. Rather, efforts to ensure continuation of services are focused on those that fall within existing national or local initiatives, such as the

educational services aligned with the new education law and the Revolving Loan Funds program. One service whose long-term sustainability hinges on outside funding is the EH program, due to its extra-curricular focus. Parent committees spoke of their interest in organizing parental support for maintaining this program. Project staff currently is exploring the possibility of obtaining outside funding from the international NGO "Terre des Hommes" in order to replicate the EH program in other school sites. Most DyA staff viewed the EH program as being the most difficult educational service to sustain due to its dependence on outside resources; they proposed focusing project efforts on programs that have the greatest possibility of sustainability within the existing governmental initiatives.

8.1.3 Challenges and Opportunities for Sustainability

Working with MINEDU Officials: Interviews with DyA central office staff and MINEDU officials indicated high expectations for the piloting and validation of the Multi-grade Classroom and Technical High School program curricula. The opportunity for project staff to work in close alliance with local MINEDU officials and educators during the design phase helped create a strong sense of ownership. The district-level MINEDU officials fully expect to take the lead in promoting these curricula at the national level, once they are fully developed, piloted and validated. At the time of the interviews, the program cost figures were not available; therefore, discussions with ministry officials did not include the feasibility of their institutionalization with cost as a factor.

Working with Ministry of Labor Officials: Collaboration opportunities exist with the MINTRABAJO with regard to sustaining project programs targeting working adolescents; currently, MINTRABAJO officials are making a concerted effort to work with the same target group. The ÑPKCW project offers MINTRABAJO the opportunity to learn more about the working conditions of working teens. MINTRABAJO officials hope to make specific improvements to their own inspection protocols, and train their inspectors on issues directly affecting working teens. MINTRABAJO officials described how the project's Urban Production training program for urban youth could be scaled up as a model under MINTRABAJO's Decent Work initiatives, as well as other initiatives focusing on child labor. Their involvement in the certification of ÑPKCW's training for urban youth provides evidence of their sincere commitment and interest.

Working with ILO-IPEC: Interviews with ILO-IPEC officials suggested a successful collaboration between ILO-IPEC and ÑPKCW project staff with regard to awareness-raising events and joint work within the child labor committees in both Santa Cruz and La Paz. At the time of the interim evaluation, DyA and ILO-IPEC staff were actively discussing how they could coordinate efforts to reach working adolescents in urban areas.

Working with Indigenous Organizations: Indigenous leaders expressed interest and commitment to the project's educational and production strategies, as well as its overarching goal of eradicating the WFCL. The project strategy of transferring knowledge and management skills to these leaders, therefore, offers a key sustainability approach. During the field interviews, leaders also emphasized the challenge posed by trying to change the culturally engrained attitudes and practices of indigenous families toward child labor.

8.2 LESSONS LEARNED/PROMISING PRACTICES

Lessons learned and promising practices that have emerged pertaining to the sustainability of project strategies include the following:

- Creation of a clear sustainability plan during the project design phase can serve as a roadmap for the development of specific strategies and activities that support long-term sustainability. This plan should represent a working document, to be refined and discussed as project implementation proceeds.

- Collaboration with both local and national government entities during the project design and implementation phases offers an important opportunity to gain buy-in and sense of ownership for project educational and production services targeting exploitative child labor. This, in turn, can lead to expansion of these services and the possibility of eventual institutionalization for greater sustainability.

- Coordination with indigenous organizations from the project design phase through its implementation is an important and necessary strategy toward achieving program sustainability within the indigenous communities. Clarification of the meaning of "formative labor" versus "child labor" can help to ensure that changes made in attitudes and practices conform to both Bolivian laws and international convention.

IX. CONCLUSIONS

Based on the specific findings outlined in Sections III–VIII, the following conclusions can be made regarding the ÑPKCW project's relevance, effectiveness, efficiency, impact, and sustainability.

9.1 RELEVANCE

Relevance of Project Strategies for Withdrawing and Preventing Children from WFCL: The ÑPKCW project has successfully designed a relevant approach to withdrawing or preventing children and adolescents from the WFCL. This multi-faceted approach employs a combination of direct educational services and production (or livelihood) strategies, in addition to awareness-raising activities, public policy, and research. The project approach and strategies directly support the five major goals of USDOL's Child Labor Elimination projects.

Participation of Social/Political Entities: A broad base of participation from local social/political entities (i.e., indigenous leaders, parent committees, educators, and government officials) has resulted in increased local capacity-building and community ownership toward efforts aimed at eradicating WFCL. This support and participation from government officials and community leaders are essential to achieving long-term change in the culturally engrained attitudes and behaviors that perpetuate child labor.

Relevance of Project's Selection Criteria: The ÑPKCW project primarily targets indigenous communities within the five project zones. At its onset, the project appropriately selected project beneficiaries based on labor and educational status, as well as the type of work in which they were engaged. Priority was properly given to children and adolescents engaged in, or at risk of engaging in, exploitative child labor.

Contribution to Government Education Initiatives: Three of the project's educational services—Leveling program, Multi-grade Classroom, Technical High School program—offer key support to the new Bolivian government education law *Avelino Siñani*. This alignment with current governmental programs and initiatives has increased the project's relevance and subsequent support from ministry officials.

9.2 EFFECTIVENESS

Achieving Target Numbers: The ÑPKCW project is on track to achieve its total educational services beneficiary target number of 3,100 children and adolescents, having reached close to 100% of the total at the time of the interim evaluation. The production services also are on track to meet their total beneficiary target number, currently at 34% in the early stages of implementation.

Effectiveness of Project Strategies for Withdrawal or Prevention from WFCL: The four educational services in full operation (Leveling program, EH primary and secondary, and Academic Reinforcement) have successfully withdrawn or prevented approximately **62%** of the total beneficiaries receiving educational services, suggesting that they are effective strategies for the W/P of children from the WFCL. Preliminary data for the rural production strategies

demonstrate effectiveness in contributing to the W/P of children and adolescents from the WFCL by increasing household productivity. Qualitative data gathered during the interim evaluation interviews, however, indicate educational and production strategies are less effective in changing the culturally engrained attitudes and behaviors of parents and children toward child labor.

Effectiveness of Awareness-Raising Activities: The responsibility of designing and carrying out project awareness-raising activities has fallen on each individual zone office, resulting in a series of isolated events with no central driving force or mechanism to coordinate their various efforts. Interviews with parents highlighted their limited knowledge of child labor laws, dangerous or inappropriate work tasks, or even the principle objective of ÑPKCW project activities. There remains a need to develop a more strategic and coordinated approach to increasing the awareness of parents within all project services.

Effectiveness of Policy Strategies: The success of the Leveling program during phase I of the project and its subsequent institutionalization as a MINEDU resolution during phase II highlights the ability of an educational strategy to become part of a long-term solution toward ending exploitative child labor. The successful model now in place can serve to facilitate the promotion of other project educational services aligned with the new Bolivian education law *Avelino Siñani*, specifically the Technical High School program and Multi-grade Classroom, and the development of systems to monitor them.

System to Monitor Work Status: The ÑPKCW project has established an effective monitoring system for providing regular and systematic reporting of educational and work status information on child and adolescent project beneficiaries. Baseline information collected during the intake interview on parental attitudes regarding child labor permits the potential measurement of impact on this important facet, provided that follow-up data of the same type are collected. A thorough cross-referencing system currently in place contributes to the reliability of the reported W/P data.

Management Structure: The ÑPKCW project has established an effective, decentralized management structure that has enabled zone offices to independently carry out project work with technical oversight from central office staff. Central office DyA staff has provided sufficient technical support to zone office staff; however, there are limited opportunities for the exchange of information between the office staff of the five zones due to their remote locations and lack of basic technological resources.

9.3 EFFICIENCY

Cost efficiency of Project Strategies: In order to determine the cost efficiency of each project strategy, it is necessary to consider the respective cost per beneficiary to achieve the desired result within the projected timeframe; the potential for institutionalizing or sustaining the program; and the potential for sustaining newly acquired attitudes or behaviors that lead to a decrease in exploitative child labor. Based on these factors, the educational services promoted under the new Bolivian education law *Avelino Siñani*—Leveling, Multi-grade Classroom, and Technical High School program—are most efficient, particularly given that they have the greatest potential for institutionalization. At the same time, their relatively high costs may present a barrier in achieving such institutionalization. Short-term programs (those with less than one year of project implementation time) are less likely to achieve permanent changes in

attitudes and behaviors. However, in population subgroups that show persistent issues with recruitment and retention, such as the project's urban adolescent target group, it is appropriate to consider programs of shorter duration.

Monitoring and Reporting Systems: The ÑPKCW project established an efficient monitoring and reporting system at the initiation of project implementation, for the purpose of collecting baseline data and tracking the labor and educational status of its beneficiaries. Since then, however, the project has not been able to finalize a CMEP for the measurement of project progress toward potential outcomes. This has been due to inefficiencies and delays that have occurred during the initial implementation phase; however, they were not the direct responsibility of the DyA project staff.

9.4 IMPACT

Evidence of Impact: Evidence of progress toward impact is limited to the reported W/P numbers, and the qualitative data collected during the interim evaluation. The lack of a comprehensive monitoring and evaluation plan precluded the collection of additional data that could measure progress toward impact. Based purely on qualitative evidence, the project has had some impact on the knowledge and attitudes of indigenous and other community leaders as well as local and national government officials. At the early interim, however, there appears to be less progress toward significant and lasting change in the attitudes and practices of project beneficiaries and their parents regarding child labor.

Emerging Opportunities to Measure Impact: The DyA project staff has identified a potentially useful research methodology for measuring impact within the current project, as well as future USDOL-funded projects: comparing program beneficiaries who simultaneously participate in two intervention strategies to beneficiaries who participate in only one service or strategy.

9.5 IMPACT EVALUATION

Impact Evaluation of the EH Program: Based on the qualitative findings collected during the interim evaluation fieldwork, the integrity of the intervention group data versus that of the control group is questionable. It is likely that the "spillover" of some control group children as well as nonprogram children into EH program activities in the rural zones has confounded the control group data to the extent that it no longer provides a valid reference for the purpose of determining program results or impact.

9.6 SUSTAINABILITY

Exit Strategy and Sustainability Plan: A preliminary exit strategy was defined in the original project document that described a capacity-building process for the progressive transfer of knowledge and management of project activities to indigenous organizations and local or national government entities. A plan to guide these sustainability efforts, however, has not been developed. Even so, there is sufficient evidence of progress toward achieving sustainability goals in the form of collaboration between DyA staff and ministry officials, and active involvement by indigenous and community leaders in the program planning and execution. These represent promising opportunities for the eradication of exploitative child labor.

Leveraging Outside Resources: Efforts to ensure continuation of project services have been focused on those programs that correspond to existing national or local initiatives, for example, the alignment of educational services with the new education law. Efforts to leverage outside resources as a sustainability strategy have been minimal, however, as services that depend on outside funding—such as the after-school EH program—are least likely to achieve long-term sustainability.

Challenges for Sustainability: The culturally engrained attitudes and practices of indigenous families toward child labor poses one of the biggest challenges to sustaining project efforts toward the permanent W/P of exploitative child labor. Clarification of the meaning of "formative labor" versus "child labor" can help to ensure that changes made in attitudes and practices conform to both Bolivian laws and international convention.

X. RECOMMENDATIONS

Complete the CMEP process early in the project design phase: Project stakeholders and outside consultants should begin developing a CMEP as close to the project start date as possible, and complete it before critical data-generating activities take place. This process can be accelerated through face-to-face meetings between outside monitoring consultants, project staff, and USDOL officials over ample periods of time, until an initial draft of an outcome-oriented CMEP is completed. Outside consultants should *facilitate* a CMEP process by which project staff has a more autonomous role in creating a results framework of performance indicators at the output, outcome, and impact levels as well as other key elements of the CMEP.

Strengthen the participation of local social/political leaders: ÑPKCW project staff should continue their efforts to strengthen the participation and know-how of the social and political leaders collaborating with the project: indigenous leaders, parent committees, educators, and government officials. This can build local capacity and increase the degree of community ownership of project services. Provide the social/political leaders with necessary information, tools, and training to sustain project efforts; strengthen relationships with local universities to facilitate these efforts.

Pursue the establishment of local policies: Under the direction of local zone office coordinators, pursue additional local policy strategies that can increase the sustainability of project efforts. This could include the signing of formal agreements by municipal governments or indigenous leaders in order to institutionalize project services or program strategies.

Develop and implement a strategic parent education program: Under the leadership of the project education official (central DyA office), and with support from the zone office education specialists, develop and implement a strategic parent education program. Such a program could complement existing educational and production strategies targeting children, and directly impact parents' knowledge, attitudes, and practices regarding education and child labor. Program developers should take into account existing resources developed by organizations such as ILO/IPEC and UNICEF. An incentive program for rewarding parental involvement and attendance also should be considered.

Strengthen awareness-raising efforts: Under the leadership of the project director and with direct support from zone office coordinators, create a strategic plan for carrying out effective and periodic awareness-raising activities that target parents, children, and members of the larger community. Provide clear meaning for the term "formative labor" versus "child labor" within the context of Bolivian law and international convention. Incorporate activities to raise awareness of the MINTRABAJO's list of 23 dangerous tasks for children and adolescents.

Provide more opportunity for the exchange of information among project staff: Under the direction of the central office project officials, facilitate a process by which project staff in each of the zone offices can share promising practices and troubleshoot any challenges that emerge. Informational exchanges could occur between those responsible for implementing educational services or production strategies, as well as those responsible for data collection.

Develop a sustainability plan: Under the leadership of the project director, create a sustainability plan that identifies strategies for the sustainability of core project outputs and outcomes within the project timeframe. Prioritize the sustainable actions and closely monitor their progress to allow for early identification of any barriers or challenges. Adjust or add to these sustainability strategies as needed.

Examine the validity of the IE data of the EH program: Those responsible for overseeing the IE study should closely examine the control group data of the rural zones for inaccuracies or potential contamination brought about by "spillover" of this cohort, as well as nonprogram children, into EH program activities (during which time they may have received program benefits). Intervention group data also should be checked in order to rule out any effect on its validity by this spillover.

ANNEXES

Annex A: TOR/Evaluation Questions

Annex B: List of Documents Reviewed

Annex C: List of Persons Interviewed

Annex D: Interview Tools

Annex E: Stakeholder Meeting Agenda and Participants

ANNEX A: TOR/EVALUATION QUESTIONS

T E R M S O F R E F E R E N C E
for the
Independent Midterm Evaluation of
Desarrollo y Autogestión's (DyA's) Ñaupaqman Puriy Kereimba (ÑPK):
Combating Exploitive Child Labor in Bolivia

Cooperative Agreement Number:	IL -21193-11-75K
Financing Agency:	U.S. Department of Labor
Grantee Organization:	Desarrollo y Autogestión
Dates of Project Implementation:	December 31, 2010- December 31, 2014
Type of Evaluation:	Independent Midterm Evaluation
Evaluation Field Work Dates:	May 21-June 3
Preparation Date of TOR:	3/8/2012
Total Project Funds from USDOL Based on Cooperative Agreement:	US $6,000,000
Vendor for Evaluation Contract:	**ICF** Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

I. BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over $840 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

In the appropriations to USDOL for international child labor technical cooperation, while the US Congress has in the past directed a sizable portion of the international child labor technical cooperation funding to the International Labor Organization (through an earmark), the remaining funds were awarded through a competitive bidding process. Following is a summary of the two funding streams:

1. *International Labour Organization's International Programme on the Elimination of*

Child Labor (ILO-IPEC)

Since 1995, the US Congress has appropriated some $450 million to support the International Labor Organization's International Program on the Elimination of Child Labor (ILO/IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national programs to eliminate child labor in a set time frame; less comprehensive country programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include "direct action" components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies used by IPEC projects is to increase children's access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assist in building a strong enabling environment for the long-term elimination of exploitive child labor. While the majority of funds obligated to ILO/IPEC were through an earmark, ILO/IPEC has successfully competed for some projects.

2. *Competitively Awarded Projects*

Since 2001, the US Congress has provided some $390 million to USDOL to support competitively-bid projects that focus on the elimination of child labor through the provision of education and training services. These projects, awarded in the form of a cooperative agreement, are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms.

DOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The funds available to ILAB may be used to administer or operate international labor activities, bilateral and multilateral technical assistance, and microfinance programs, by or through contracts, grants, sub grants and other arrangements.

Project Context

Children's involvement in employment remains very common in Bolivia. Based on a household survey data from the 2005 *Encuesta de Hogares*, an estimated 22 percent of

children aged 7-14 years old are engaged in some form of employment. [1] Employment for children tends to increase with age. An estimated 33 percent of children aged 15-17 years old are engaged in work. Children's employment is largely a rural sector phenomenon for all ages as well as for both sexes. The percentage of rural children in employment is about nine times higher than children in urban areas. [2]Approximately 27,000 7-year-olds are already engaged in employment; these young children are at risk of work-related damage to their health and development. Employment for children is generally time intensive: children aged 7-14 years old tend to log an average of 20 working hours each week, more specifically, children who do not attend school work an average of 44 hours per week. Further, children of the same age group who both work and attend school, tend to log an average of 18 hours a week. [3]

Although child labor is illegal in Bolivia, it is estimated that approximately 320,000 or one third of the country's children work in harsh conditions such as mines, nut plantations, and sugar cane fields. [4] Children working on sugar cane production are commonly required to use potentially dangerous tools such as machetes, carry heavy loads, work long hours, and apply harmful pesticides. [5] Children in Bolivia are also vulnerable to the worst forms of labor in mining, construction, and street vending sectors. [6] Specifically, children can be found working in gold, silver, tin and zinc mines, such work generally requires them to work long hours in enclosed spaces and exposes them to dangerous tools and chemicals. [7] Underage children working in the construction industry tend to face many of the same dangers as children working in mines, such as long work hours and exposure to hazardous tools and machinery.[8] Children that undertake work in the streets are exposed to physical as well as psychological dangers, particularly traffic accidents, severe weather, sexual abuse, and criminal elements such as street fights, alcohol and drug abuse. [9]

Many parts of Bolivia are still facing the problem of *criaditos*, which are indigenous children around the age of 10 to 12, whose parents have arranged for them to work as domestic servants for middle to upper class families. [10]These children are forced to perform household chores and in exchange for their services they are supposed to receive an education, clothing, a room, and board. Unfortunately, there is very little if any control over these arrangements, leaving these children at risk of indentured service for the remaining period of their contract. [11]

USDOL has provided US $ 22 million to combat exploitive child labor in Bolivia through

[1] Country Report for Bolivia, 2010
[2] Country Report for Bolivia, 2010
[3] Country Report for Bolivia, 2010
[4] Bitter lives of Bolivia's child workers, 2009)
[5] Baas, Child Labour on Sugar Cane Plantations in Bolivia: A Worst Form of Child Labour, 2009)
[6] Magnitud y Características del Trabajo Infantil en Bolivia – Informe nacional , 2010
[7] Trabajo Infantil en Bolivia, 2004
[8] Trabajo Infantil en Bolivia, 2004
[9] Magnitud y Características del Trabajo Infantil en Bolivia – Informe nacional , 2010
[10] Child Labour in the Sugar Cane Harvest in Bolivia, 2008
[11] Baas, Child Labour in the Sugar Cane Harvest in Bolivia, 2008

both regional and country specific projects.[12] In addition to the Combating Exploitive Child Labor project that is the subject of this evaluation, USDOL has funded a number of other projects in Bolivia. These include the following: a 3-year $3.4 million project to improve access to basic education for working children in Bolivia; a 4-year USDOL-funded $6.75 million regional project to promote collaboration across four countries (Bolivia, Brazil, Ecuador and Paraguay) to combat the worst forms of child labor among the most socially excluded populations, including children of indigenous and Afro-descent; and a 4-year, $8.4 million regional project to eradicate child labor in Latin America, funded by the Government of Spain.[13]

USDOL-FUNDED PROJECTS In Bolivia			
YEARS	**Grantee**	**PROJECT**	**AMOUNT**
2002-2006	CARE	Education Initiative: Education Component of Timebound Program	$1,500,000
2003-2005	ILO-IPEC	South America: Bolivia, Ecuador, Peru: Sector Program (Phases 1–2): Small-scale mining	$ 4,480,000
2007-2010	Desarrollo y Autogestion	Combating the Worst Forms of Child Labor	$3,344,000
2009-2013	ILO-IPEC	South America: (Bolivia, Brazil, Ecuador, and Paraguay) Combating the Worst Forms of Child Labor	$ 6,750,000
2010-2014	Desarrollo y Autogestion	Combating the Worst Forms of Child Labor	$6,000,000
		TOTAL Bolivia and Regional	**$ 22,074,000**
		Bolivia Only Total	**$ 10,844,000**
		***Regional Total**	**$ 11, 230,000**

The Government of Bolivia has ratified ILO Conventions 182 and 138 and is an ILO-IPEC participating country. The Child and Adolescent law sets the minimum age for employment at age 14. The law prohibits children under the age of 17 from working in hazardous conditions or taking part in hazardous activities such as carrying excessive loads, working underground, working with pesticides and other chemicals, working at night and working in the harvesting of cotton, Brazil nuts, or sugarcane. The law also requires employers to provide time off to adolescent workers who still need to complete their schooling so that they can attend school during normal hours. On November 8, 2010, the Bolivian Parliament passed a new Law for the Legal Protection of Children and Adolescents. This law modified several articles of the Criminal Code and increased sanctions for child labor and trafficking offenses.

The Government of Bolivia's policy framework to address child labor was the National Plan for the Progressive Eradication of Child Labor (2000-2010). This plan identified mining, sugarcane harvesting, commercial sexual exploitation, and domestic service as its priority areas in combating exploitative child labor. Nonetheless, a new plan has not been

[12] USDOL, "Project Status–Americas," http://www.dol.gov/ilab/projects/americas/project-americas.htm.
[13] USDOL, "U.S. Department of Labor's 2010 Findings on the Worst Forms of Child Labor," Bolivia country report, p. 85

established. However, Bolivia's National Development Plan (2006-2010) and poverty reduction strategy supported the goals and implementation of the National Plan for the Progressive Eradication of Child Labor by coordination of government agencies and projects. Further, the strategies outlined in Bolivia and the UN Development Assistance Framework (2008-2012) supports the elimination of the worst forms of child labor and works to reduce poverty. The Government of Bolivia and other MERCOSUR countries are carrying out the Southern Child initiative, which defends the rights of children and adolescents in the region. This initiative includes a public awareness campaign against child labor, commercial sexual exploitation, and trafficking as well as provides mutual technical assistance in raising domestic legal frameworks to international standards on these issues. Additionally, the Government of Bolivia has a bilateral agreement with Chile to combat the worst forms of child labor, focusing particularly on trafficking in the border areas. However, similar agreements have not been made with the Governments of Argentina, Paraguay, and Peru.

Combating Exploitive Child Labor in Bolivia

On December 31, 2010, Desarrollo y Autogestión received a 4-year Cooperative Agreement worth $6 million from USDOL to implement an EI project in Bolivia, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the original four goals of the USDOL project as outlined above. Desarrollo y Autogestión was awarded the project through a competitive bid process. As stipulated in the Cooperative Agreement, the project aims to withdraw 2,900 working children and prevent labor participation of 2,900 more that are at risk of falling into the worst forms of child labor in Santa Cruz and Chuquisaca. Many of the beneficiaries are children belonging to ethnic Quechua and Guarani who migrate in search of work in the plantations of sugar cane and soy, while others migrate to urban areas for work. Other beneficiaries are working long hours on family farms or in domestic chores within the family home. Also included as beneficiaries are children that are forced to work in the agricultural industry.

The project aims to reduce the number of children working in sweatshop conditions in Bolivia by increasing enrollment in educational activities, reducing their working hours, or eliminating their participation in exploitative work. The approaches used include the following: direct provision of education services, strengthening education policy and child labor, organization of activities related to youth employment and alternative income generation, vocational training and continuing education, awareness and collaboration with parents, teachers, municipal officials and national indigenous organizations.

II. PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to mid-term and final evaluations. The Combating Exploitive Child Labor project in Bolivia went into implementation in December 2010 and is due for mid-term evaluation in 2012.

Scope of Evaluation

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Desarrollo y Autogestión. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document. The evaluation should also complement the ongoing impact evaluation of the Extended Hours program.

The evaluation should address issues of project design, implementation, management, lessons learned, and replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

The evaluation should also address questions related to the study that is currently underway to estimate the impact of the Extended Hours school program. In particular, it is important to understand families' reactions to the randomized experiment that was undertaken and to elicit information on how their household economic strategies may have changed in response.

Mid-term Evaluation Purpose

The purpose of the mid-term evaluation is to:

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government;
2. Evaluate the relevance of the strategies implemented to prevent and eradicate indigenous child labor;
3. Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so;
4. Provide recommendations toward how the project can successfully overcome challenges to meet its objectives and targets by the time of project end;
5. Evaluate the pertinence and relevance of the project's educational opportunities in relation to the problems identified in the baseline;
6. Evaluate the quality of theoretical and methodological design and the approach of the educational opportunities, focusing on the Leveling program and the After School Support program;
7. Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identify areas in need of improvement; and
8. Assess whether project activities can be deemed sustainable at the local and

national level and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.

9. Assess how families' household economic decisions might have changed in response to various program interventions, especially the Extended Hours program.
10. Assess community reactions to the impact evaluation and likely magnitude of bleedover effects
11. Identify possible reasons for poor individual and group adherence to treatment assignments.

The evaluation should also identify emerging lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Bolivia and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and Desarrollo y Autogestion and provide direction in making any revisions to workplans, strategies, objectives, partnership arrangements, and resource allocations that may be needed in order for the project to increase its effectiveness and meet its objectives. Recommendations should focus on ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities. The evaluation should also assess government involvement and commitment in its recommendations for sustainability.

Intended Users

This mid-term evaluation should provide USDOL, Desarrollo y Autogestión, and other project stakeholders an assessment of the project's experience in implementation and, to a limited extent, its impact on project beneficiaries. USDOL/OCFT and Desarrollo y Autogestión management will use the evaluation results as a learning tool regarding the relevance of the approach and strategy being used by the project. The evaluation results should also be used by Desarrollo y Autogestión, the Government of Bolivia and other current or potential partners to enhance effectiveness in the implementation. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated.

The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

Specific questions that the evaluation should seek to answer are found below, according to five categories of issues. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF Macro.

Relevance

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Have the project assumptions been accurate and realistic? How, if applicable, have critical assumptions been changed?
2. Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?
3. What are the project's main strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e. poverty, lack of educational infrastructure, lack of demand for education, etc) Has the project been successful in addressing these obstacles?
5. Is the project design appropriate for the cultural, economic, and political context in which it works?
6. How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?
7. What kind of progress has the project made in replicating the interventions in other geographic and cultural areas such as El Alto?
8. Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.
9. What other major design and/or implementation issues should be brought to the attention of the grantee and DOL?

Effectiveness

The evaluation should assess the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. At mid-term, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they in terms of target numbers and objectives?
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (i.e. non-formal education, vocational training, and the provision of formal school supplies and scholarship program). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?
3. Assess the project's effectiveness at creating community ownership, increasing community capacity to address child labor, and awareness of the dangers of child labor.
4. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (mining, sugarcane harvesting, commercial sexual exploitation, and domestic service)?

5. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?
6. Are the monitoring systems that the project uses for tracking the work status of children feasible and effective? Why or why not? How does the project monitor work status after school and during holidays?
7. What are the management strengths, including technical and financial (controls), of this project?
8. What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?

Efficiency

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address:

1. Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Were the monitoring and reporting system designed efficiently to meet the needs and requirements of the project?

Impact

8. Does the project appear to have had an impact on local stakeholders' (i.e., parents and community leaders) attitudes regarding education and child labor?
9. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact of the project? Are there any emerging opportunities to have further/greater impact?
10. At early mid-term, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?
11. At early mid-term, does the project's direct services interventions (i.e., education and livelihood services) appear to have made an impact on the situation of children and their families with regard to child labor?

Impact Evaluation Questions

The implementation evaluation should provide information to supplement the findings of the Impact Evaluation that is underway to estimate the effects of the Extended Hours program. The following questions are key:

1. Do families feel that the Extended Hours program reduced the number of hours that enrolled children worked?
2. How did families, schools and communities decide which children to enroll in the direct services programs who were originally assigned to the control group?

3. What sociodemographic or other variables might be important predictors of persistence in the Extended Hours program that should be collected in the follow-up survey? In other words, what variables predict whether a child stays with the Extended Hours program?
12. Do you like the Extended Hours program? What are the things that are good about it? Is there anything you don't like about it?
13. Are you or your children doing anything differently because of the Extended Hours program?

For families of children that have dropped out:

14. Why isn't your child still participating in the Extended Hours program? Did you think it was a worthwhile program? What did you like and dislike about it?
15. (if they moved) Why did you move this year? Was it for work, to find a better home, to get more help from family, or for other reasons?
16. Are your children going to school regularly? Have they had any problems making the transition to a new school?

Sustainability

The evaluation should assess whether the project has taken steps to ensure the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in initiating and maintaining partnerships in support of the project, including with other USDOL-funded projects?
4. Assess the level of involvement of local/national government in the project and how this involvement has built government capacity and commitment to work on child labor elimination.
5. What have been the major challenges and opportunities, if any, of initiating and maintaining coordination with the host country government, particularly (Ministry of Education and Ministry of Labor), as well as other government agencies active in addressing related children's issues?
6. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO/IPEC?
7. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
8. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
9. What additional steps need to be taken in order to promote the sustainability of project components?

III. EVALUATION METHODOLOGY AND TIMEFRAME

The evaluation methodology will consist of the following activities and approaches:

A. Approach

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data will be drawn from project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments to the made for the different actors involved and activities conducted and the progress of implementation in each locality.

B. Mid Term Evaluation Team

An international evaluator who is fluent in both Spanish and English will carry out the evaluation. One member of the project staff may travel with the evaluator to make introductions, but this person will not be present during the interviews. A national interpreter(s) will also be used to conduct meetings in Guarani or Quechua indigenous languages.

The international evaluator is Michele González Arroyo. She will be responsible for developing the methodology in consultation with ICF Macro and the project staff; assigning the tasks of the interpreter(s) for the field work; directly conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered;

presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

C. Data Collection Methodology

1. Document Review
   - Pre-field visit preparation includes extensive review of relevant documents
   - During fieldwork, documentation will be verified and additional documents may be collected
   - Documents may include:
     - Project document and revisions,
     - Cooperative Agreement,
     - Technical Progress and Status Reports,
     - Project Logical Frameworks and Monitoring Plans,
     - Work plans,
     - Correspondence related to Technical Progress Reports,
     - Management Procedures and Guidelines,
     - Research or other reports undertaken (baseline studies, etc.), and
     - Project files (including school records) as appropriate.

2. Question Matrix

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how to allocate the time in the field. It will also help the evaluator to ensure that all possible avenues are being explored for data triangulation and to clearly note the source of the evaluation findings.

3. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representatives

4. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be

visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

D. Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

E. Stakeholder Meeting

Following the field visits, a stakeholders' meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality
4. Possible SWOT exercise on the project's performance
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

F. Limitations

Fieldwork for the evaluation will last two weeks, on average, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take

all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

G. Timetable and Workplan

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Activity	Responsible Party	Proposed Date(s)
Phone interview with DOL and Grantee Staff/Headquarters	ICF Macro, DOL, Grantee, Evaluator	
Desk Review	Evaluator	March-May
Question Matrix and Instruments due to ICF Macro / DOL	Evaluator	4/21/2012
Finalize TOR and submit to Grantee and DOL	DOL / ICF Macro/Evaluator	3/30/2012
Introductory Meetings with Project Staff and Board of Education in Santa Cruz	Evaluator	5/21/2012
Field Site Visits	Evaluator	5/21/2012-6/3/2012
National Stakeholder Meeting		6/4/2012
Post-evaluation debrief call with DOL		6/7/2012
Draft report to ICF Macro for QC review	Evaluator	6/21/2012
Draft report to DOL & Grantee for 48 hour review	ICF	6/25/2012
Comments due to ICF	USDOL & Grantee	6/26/2012
Draft report released to stakeholders	ICF	7/2/2012
Second draft of report to USDOL	ICF	7/19/2012
Second Review of report	USDOL	7/20/2012
Final Report to USDOL	ICF	7/27/2012
Final approval of report	USDOL	8/3/2012
Finalization & distribution of report	ICF	8/27/2012

IV. EXPECTED OUTPUTS/DELIVERABLES

Twelve working days following the evaluator's return from fieldwork, a first draft evaluation report will be submitted to ICF Macro. The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to ICF Macro on 6/21/2012, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on 7/27/2012, as indicated in the above timetable. All reports including drafts will be written in English.

The report should have the following structure and content:

I. Table of Contents

II. List of Acronyms

III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)

IV. Evaluation Objectives and Methodology

V. Project Description

VI. Relevance

   A. Findings - answering the TOR questions
   B. Lessons Learned/Good Practices

VII. Effectiveness

   A. Findings – answering the TOR questions
   B. Lessons Learned/Good Practices

VIII. Efficiency

   A. Findings – answering the TOR questions
   B. Lessons Learned/Good Practices

IX. Impact

A. Findings – answering the TOR questions
B. Lessons Learned/Good Practices

X. Sustainability

A. Findings – answering the TOR questions
B. Lessons Learned/Good Practices

XI. Impact Evaluation

A. Findings – answering the TOR questions

XII. Recommendations and Conclusions

A. Key Recommendations - critical for successfully meeting project objectives
B. Other Recommendations – as needed
   1. Relevance
   2. Effectiveness
   3. Efficiency
   4. Impact
   5. Sustainability

XIII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

V. EVALUATION MANAGEMENT AND SUPPORT

ICF Macro has contracted with Michele González Arroyo to conduct this evaluation. Michele González Arroyo has more than ten years' experience conducting international evaluations for projects focusing on child labor, labor capacity-building, and public health. She has more than twenty years of practical experience planning, implementing and evaluating formal and non-formal education and training programs. Ms. Arroyo is bicultural and bilingual in English and Spanish, including speaking, reading and writing.

Ms. Arroyo has conducted a wide-range of project evaluations including the following: a comprehensive evaluation of a representative sample of labor capacity-building projects funded by USAID, USDOL, and USDOS as part of the CAFTA-DR trade agreement; an analysis of 88 USDOL-funded child labor elimination project evaluations carried out from 2005 – 2010 in four worldwide regions; nine midterm and final evaluations on USDOL-funded projects focusing on child labor, labor rights, and occupational health and safety; and a global ILO-Sweden partnership project focusing on labor rights in the rural and export processing sectors.

The contractor/evaluator will work with OCFT, ICF Macro, and relevant Desarrollo y Autogestion staff to evaluate this project.

ICF Macro will provide all logistical and administrative support for their staff and sub-contractors, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables. ICF Macro will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

ANNEX B: LIST OF DOCUMENTS REVIEWED

1. *Convenio de cooperación interinstitucional entre el Ministerio de Trabajo, Empleo y Previsión Social y la Fundación Desarrollo y Autogestión—Bolivia DyA*

2. *Criterios erradicación y prevención y otros USDOL 2011*

3. *Documento evaluación general*

4. *Informe de evaluación, programa de nivelación escolar*

5. Annex 1: Logical Framework - *Proyecto de Erradicación del Trabajo Infantil en Bolivia, Fase II*

6. Project Document under USDOL and Desarrollo y Autogestión Cooperative Agreement, Final Version, 31 January 2011

7. Response to Comments First Report Phase II, July 2011

8. Technical Progress Report, May 2011

9. Technical Progress Report, October 2011

10. Technical Progress Report, April 2012

11. USDOL, OCFT - Technical Progress Report Comments and Request for Additional Information, June 2011

12. USDOL Indicator Tables, April 2012

13. Project Workplan, Phase II

14. Midterm Evaluation for Phase I

ANNEX D: INTERVIEW TOOLS

Parents of Beneficiaries

1. Preguntas generales: ¿Cuáles metas tienen para sus hijos? ¿Cómo las van a lograr? ¿Qué les gustó más o cómo les ayudó más el proyecto? ¿Por qué?
2. Selección:¿Por qué creen que sus hijos/as fueron seleccionados para participar en este programa? ¿Querían participar? ¿Creen que la selección de participantes fue justo o hay niños/as que no deben o deben estar en el programa?
3. Trabajo:¿Cómo les ayuda su hijo/a con los oficios o trabajo fuera de casa? ¿Qué tipo de trabajo hacen? ¿Dónde? ¿Cuándo? ¿Cuántas horas por semana? ¿A qué edad empezaron a ayudarles o trabajar? ¿Todavía están trabajando o ayudándoles?
4. Riesgo/Peligro: ¿Piensan ustedes que hay algún riesgo o peligro asociado con el tipo de trabajo que hacen tus hijos? ¿Hay algún efecto en los estudios de su hijo/a?
5. Sensibilización: ¿Cuáles fueron los mejores medios de alcance (sensibilización) para padres y madres – reuniones, tele, radio? Explique porque fueron eficaz.
6. Eficacia: ¿Cómo ayudó el proyecto para prevenir y retirar a los niños/niñas del TI o para que los NNA continuaran con su educación?
7. ¿Impacto
   - Cómo está ayudando el proyecto a sus hijos para lograr cambios en el trabajo o en la escuela? ¿Tienen más ganas/interés en los estudios?
   - ¿Cuáles son las metas educativas que tienen sus hijos? ¿Cómo ayudó el proyecto para fomentar esas metas?
   - ¿Tienen alguna sugerencia para que el proyecto tenga mayor impacto en las vidas de sus hijos/as?
8. Sostenibilidad: ¿Qué aspecto del proyecto cree que va a ser sostenible/permanente cuando ya se acaban los fondos?
9. Lecciones aprendidas: ¿Cuáles son algunas lecciones aprendidas o buenas prácticas del proyecto hasta la fecha? ¿Tiene alguna sugerencia para mejorar estos esfuerzos?

Children and Adolescents

1. ¿Qué quiere ser cuando sea más grandes? Cómo les está ayudando el proyecto para lograr esa meta?
2. ¿Qué les gusta más del proyecto? ¿Por qué?
3. ¿Qué hace en las actividades del proyecto? ¿Le gusta las actividades y tareas? ¿Cuáles les gusta más/menos? ¿Por qué?
4. ¿Por qué cree que fue seleccionado para participar en este programa? ¿Quería participar? ¿Cree que la selección de participantes fue justo o hay niños que no deben o deben estar en el programa?
5. ¿Qué oficios o trabajo hace para su mamá/papá? ¿Para otros? ¿Dónde? ¿Cuándo? ¿Cuántas horas por semana?
6. ¿A qué edad empezó a trabajar/ayudar? ¿Todavía está trabajando/ayudando?
7. ¿Trabaja más horas, menos horas, o dejó de trabajar después de su participación en el programa?
8. ¿Piensan ustedes que hay algún riesgo o peligro asociado con el tipo de trabajo que hacen? ¿Cómo afecta su trabajo a sus estudios?
9. ¿Me pueden decir por lo menos un derecho laboral que tienen como niños/as trabajadores? Por ejemplo: ¿cuándo pueden empezar a trabajar legalmente? ¿cuántas horas máximo pueden trabajar?
10. ¿Cómo está ayudando el proyecto para que puedan continuar con sus estudios y no tener que trabajar?
11. ¿Qué hizo el proyecto para sensibilizar a sus madres y padres, empleadores, maestros, otros niños? ¿Fueron eficaces estos esfuerzos?
12. ¿Cómo podría mejorar el proyecto para ayudar a otros NNA y eliminar el trabajo infantil?

Families participating in Extended Hours program

1. ¿Sienten las familias que el programa de Horario Extendido ayudó a reducir el número de horas que

los niños/as participantes trabajaron?
2. ¿Cuál fue el proceso entre familias, escuelas y comunidades para decidir cuáles niños/niñas iban a participar en los programas educativos después de que habían sido asignados originalmente al grupo de control?
3. ¿Cuáles variables sociodemográficos u otros podrían ser importantes indicadores de permanencia en el programa de Horario extendido que deben ser recogidos en la encuesta de seguimiento? ¿O sea, cuáles variables indican si un niño/a va a permanecer en el programa de Horario extendido?
4. ¿Qué es lo que más les gusta del programa de Horario Extendido? ¿Qué es lo que menos les gusta?
5. ¿Existe algo qué están haciendo diferente debido al programa de Horario Extendido

Families who have dropped out of Horario Extendido

1. ¿Por qué es que su niño/a ya no está participando en el programa de Horario extendido? ¿Qué es lo que más le gustó? ¿Qué es lo que menos le gustó? ¿Vale la pena seguir ofreciendo el programa? ¿Por qué?
2. (si es que mudaron)¿Por cuál razón tuvo que mudarse este año? ¿Fue por el trabajo, encontrar mejores condiciones de vivienda, obtener más ayuda de familiares, u otras razones?
3. ¿Están asistiendo sus niños a la escuela regularmente? ¿Han tenido algunos problemas con la transición a una escuela nueva?

General Questions Based on the Terms of Reference

Pertinencia

1. ¿Han sido precisas y realistas las suposiciones iniciales del proyecto? ¿Cómo han cambiado?
2. ¿Cómo está apoyando el proyecto las cinco metas de USDOL para intervenciones educativas? ¿Cuáles metas no están apoyando y por qué?
3. ¿Cuáles son las principales estrategias diseñadas para lograr los objetivos y retirar/prevenir las PFTI? ¿Son pertinentes estas estrategias en el contexto boliviano?
4. ¿Cuáles son los mayores obstáculos del proyecto para enfrentar las causas del trabajo infantil en Bolivia (ej. pobreza, falta de una infraestructura educativa, falta de demanda para la educación, etc.)? ¿Ha tenido éxito el proyecto para superar estas barreras?
5. ¿Es apropiado el diseño del proyecto dentro del contexto cultural, económico y político de Bolivia?
6. ¿Cómo complementa el diseño del proyecto a iniciativas del gobierno u otras organizaciones para erradicar la explotación laboral infantil?
7. ¿Cómo está progresando el proyecto para reproducir las intervenciones del proyecto en otras zonas geográficas y culturales como El Alto?
8. ¿Es pertinente el criterio utilizado por el proyecto para seleccionar las regiones, sectores y los beneficiarios del proyecto?
9. ¿Cuáles otros aspectos del diseño y/o la implementación deben tomar en cuenta el proyecto o USDOL?

Eficacia

1. ¿A medio término, está logrando el proyecto sus números meta de retiro y prevención? ¿Si no es así, ¿cuáles son los factores que contribuyeron a las demoras y qué tan atrasados están para lograr los números meta y objetivos?
2. ¿Qué tan eficaz fueron las intervenciones de "acción directa", incluyendo los programas educativos para los NNA (ej. educación no formal, capacitación vocacional y el suministro de útiles escolares? ¿Resultaron estos servicios en el retiro/prevención de las PFTI y ayudaron a asegurarse de que ellos estaban involucrados en programas educativos pertinentes?
3. ¿Involucró el proyecto a las comunidades de una manera eficaz para dirigirse al problema de trabajo infantil? ¿Ha creado un sentido de pertenencia?

4. ¿Ha identificado con precisión el proyecto a aquellos NNA que trabajan o que están en riesgo de trabajar en las PFTI?
5. ¿Hay algunas lecciones aprendidas para algún sector específico con respecto a los tipos y la eficacia de los servicios proporcionados?
6. ¿Es el sistema de monitoreo práctico y eficaz para dar seguimiento al estatus laboral de los niños y niñas? ¿Por qué sí o por qué no? ¿Qué tipo de seguimiento se les da sobre el estatus laboral después de las horas escolares o durante los feriados?
7. ¿Cuáles son las fortalezas administrativas de este proyecto, incluyendo aspectos técnicos y financieros?
8. ¿Cuáles son las áreas administrativas, incluyendo aspectos técnicos y financieros, que se debe mejorar para promover el éxito de lograr los objetivos del proyecto?

Eficiencia

1. ¿Es el proyecto costo-eficiente con respecto al alcance de las intervenciones y el impacto directo o de largo plazo que se espera? Explique.
2. ¿Fueron eficientes de los recursos financieros para lograr los resultados? ¿Cuáles otras alternativas existen?
3. ¿Fue diseñado eficientemente el sistema de monitoreo e información para lograr las necesidades y requisitos del proyecto?

Impacto

1. ¿Va a tener el proyecto un impacto en las actitudes de las contrapartes locales (ej. padres de familia y líderes comunitarios)? ¿Cómo se va a traducir ese impacto en las actitudes sobre la educación y el trabajo infantil?
2. ¿Existen algunos aspectos o tendencias del proyecto que pueden resultar en mayor impacto o pertinencia? ¿Puede identificar otras oportunidades para tener aun más impacto?
3. ¿Hasta la fecha, existen algunas buenas prácticas del proyecto que podrían ser replicadas en otras áreas, o sirven como ejemplos de soluciones innovadoras para la situación actual?
4. ¿Hasta la fecha, parece que los servicios directos del proyecto (ej. intervenciones educativas y de productividad) pareciera haber tenido un impacto en la situación de los niños/as y sus familias con respecto al trabajo infantil?

Sostenibilidad

1. Se ha integrado al diseño del proyecto una estrategia de salida y un plan de sostenibilidad? ¿Va a ser eficaz?
2. ¿Cuánto éxito ha tenido el proyecto para logar una palanca financiera de otras fuentes? ¿Existe la posibilidad de un financiamiento sostenible?
3. ¿Cuáles han sido los mayores retos y oportunidades de implementar alianzas que apoyan el proyecto, incluyendo otros proyectos financiados por USDOL?
4. ¿Cuál ha sido el nivel de involucramiento del gobierno local/nacional en el proyecto y cómo ha ayudado para fortalecer la capacidad gubernamental y compromiso para trabajar hacia la eliminación del trabajo infantil?
5. ¿Cuáles han sido los mayores retos y oportunidades, si existen, de mantener la coordinación con el gobierno de Bolivia, en particular el Ministerio de Educación y el Ministerio de Trabajo y otras agencias gubernamentales que son activos para dirigirse a asuntos relacionados a niños y niñas?
6. ¿Cuáles han sido los mayores retos y oportunidades, si existen, de coordinar con OIT/IPEC?
7. ¿Cuáles han sido los mayores retos y oportunidades de trabajar con organizaciones internacionales y/o multilaterales?
8. ¿Cuáles han sido algunos de los retos y oportunidades de trabajar con otras ONGs nacionales y/o organizaciones comunitarias presentes en Bolivia?

9. ¿Cuáles pasos adicionales deben tomar para promover la sostenibilidad de los componentes del proyecto?