

International Labor Organization (ILO)

**International Program on the Elimination of Child Labor
(IPEC)**

Mid-Term Project Review

**Eliminating the worst forms of child labor in Brazil - Support for the
Time Bound Program on the Elimination of the Worst Forms of
Child Labor (Addendum)**

ILO TC Codes:

**BRA/03/P50/USA (Original Project) \$4,288,022
BRA/05/P50/USA (Addendum) \$1,999,980**

Donor Identification Codes:

**03-K110-RWBR-4143-SF601-000 (Original Project)
05-K110-RWBR-4143-SF601-000 (Addendum)**

Date: May, 2007

I. Background and Objectives of Project Review (PR)

The Time Bound Program of Support for the Elimination of the Worst Forms of Child Labor in Brazil officially started in September 2003. It was prepared in consultation with key stakeholders in Brazil and has been supporting national efforts and the implementation of the National Plan of Action (NPA) since then.

The project focuses resources on key national policies, awareness raising strategies, improvement of legislation and law enforcement structures, generation of knowledge base and fostering the National Rights of Children and Adolescents Guarantee System (children's protection safety net).

It promotes state and municipal actions and policies to complement the federal ones, both in terms of political and financial support. In this sense, there is a need to develop state and municipal level strategies, respecting each State's political and financial autonomy (but coordinated with the national policies).

The project prioritized the development of action programs in selected worst forms (informal urban activities, domestic work, family agriculture, drug dealing, and commercial sexual exploitation) in 10 of Brazil's 27 states. The project components at the local level are:

- The withdrawal and prevention of children from work: community, family and social rehabilitation by means of an improved local referral system for boys and girls and their families;
- Foster alternatives to child labor through education, including insertion of withdrawn children in formal education as well as in informal schemes, such as vocational and skills training.
- Develop alternatives to income generation, in parallel to the inclusion of families in governmental cash transfer programs like Family Grant (*Bolsa Familia*) and adult vocational/professional training programs

The project of support to the TBP has foreseen the dissemination of models of intervention and methodologies developed in the initial five pilot states (São Paulo, Rio de Janeiro, Rio Grande do Sul, Paraíba and Maranhão) and corresponding municipalities, especially those activities that have proved to be effective in the integration of the National Plan with State-level initiatives. Currently the project activities are being extended to five new States "sister-states" (Piauí, Alagoas, Distrito Federal, Santa Catarina and Paraná). This extension is the result of the signing of an amendment to the original project document, under which the U.S. Department of Labor provided an additional \$1,988,980 in 2005.

Under the amendment, the strategic elements remained the same as in the original Project document, and were grouped into two main categories:

(1) the creation of an enabling environment

- Knowledge generation and communication
- Awareness-raising and social mobilization
- Education
- Capacity building and legislation

(2) direct action or targeted interventions

- Removal and rehabilitation of children
- Provision of educational alternatives
- Income generation for families

In the TBP project of support and addendum, a total of 4,086 girls and boys are targeted for withdrawal and 2,014 will be prevented from exploitative and/or hazardous work through the provision of educational services following direct action from the project.

In view of the need for ongoing management and implementation review, a project review focusing on the implementation of the project took place in March-May, 2007.

The purposes of the project review as agreed during the preparatory phase are:

- (1) To review the recommendations of the first mid-term evaluation to assess how they are being implemented in the current stage of the project;
- (2) To review progress towards the project objectives in order to determine whether changes to the implementation strategy might be necessary.

Specific purposes include:

Analyze the Project Monitoring Plan, logical framework and the Mercury System, a program management tool.

Review the institutional set-up for project implementation, taking under consideration the adopted strategies and the institutional network that was set, according to the Project Objectives.

Identify key concerns, including key national policies, such as PETI Program and its Extended School Hours Activities (JEA), the monitoring of conditionalities in conditional cash transfer programs such as PETI, legislative adaptation, law enforcement, knowledge base, the improvement of the National Rights of Children and Adolescents Guarantee System, and emerging good practices.

Review the delivery rate of funds and implementation process.

Consider whether changes to the program and project implementation strategy might be necessary.

Assess the process for the identification of beneficiaries for withdrawal and prevention, evaluate the Mercury System.

Discuss the requirements for project tracking system for child beneficiaries and Child labor monitoring system (CLMS), including the design of a system for the Ministry of Labor's Map of Child Labor Indicators and the dissemination of the Mercury System.

II. Methodology

The project staff itself, with support from ILO-IPEC headquarters officials, were responsible for carrying out the mid-term project review and the agenda with constituents in Brasilia and in the field. They planned and implemented each phase of the review and are responsible for the drafting of this report.

The first stage of the mid-term review was a review of relevant documents, including the project documents for BRA/03/P50/USA and BRA/05/P50/USA, Technical Progress Reports, Project Revision Forms, selected Action Program Summary outlines, and the Mid-Term Evaluation of BRA/03/P50/USA.

The Mid-Term Evaluation of BRA/03/P50/USA (henceforth, the First Mid-term Evaluation) was carried out by a team of external consultants in November/December 2005. The evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. All major stakeholders were consulted throughout the evaluation. DED ensured that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards. An analysis of the extent to which the recommendations of the First Mid-Term Evaluation have been implemented has been included in this document.

The second stage of the mid-term review consisted of field visits that took place from April 24-27, 2007. The responsible desk officer for the project from ILO-IPEC HQ joined the project CTA in visiting project sites and partner organizations in Rio de Janeiro and São Paulo (the agenda is attached to this report as Annex 1).

The final stage was a consultation in the ILO Office for Brazil in Brasilia with the members of the National Steering Committee (the agenda and list of attendees is attached to this report as Annex 2).

III. Assessment of Implementation of Recommendations from the first Mid-term Evaluation

Some of the key findings ("lessons learned") and recommendations ("suggestions") the first mid-term evaluation are listed below, followed by the results of the mid-term review's assessment, in bold, of the degree to which they have been implemented in the time since the first mid-term evaluation (Dec. 2005 to March 2007).

A. Program Management

Lessons Learned

Lesson: Key stakeholders stated that the strong focus of the TBP management concentration towards the number of children assisted (prevented or withdrawn) jeopardizes the role of modelling and experimentation given to the TBP, and the fora and organizations involved in the experimentation. Instead of concentrating on producing a model or example that could be translated into upstream public policy, the priority was to assist the identified children.

The active identification of large numbers of child laborers tested by all implementing agencies and monitored and coordinated by the Project staff has in fact been important for pulling together models and for capacity building and policy level “experimentation”. For example, the merging of PETI and *Bolsa Escola* conditional cash transfer program into the *Bolsa Familia* program interfered somewhat in both programs’ monitoring structures, and there are indications that the focus and capacity of the government (especially in the Ministry of Social Development) to develop an efficient mechanism for the active identification of child laborers has been reduced. It is the project’s direct action programs that have provided in-depth knowledge of the impact of the merger that have allowed IPEC to have a prominent role in the debate surrounding the merger.

Lesson: The Mercury management software, which required extra attention by those responsible for inputs, was considered difficult to work with, even among those who declared that the software tool was useful in monitoring expenses and producing reports.

Mercury has evolved since the mid-term evaluation. It is now capable of recording transactions in real time, follow up of beneficiaries and services provided and therefore has become considerably more user friendly. Implementing agencies’ concerns about the time required to use the Mercury system have been largely addressed and they generally view the program as a useful tool instead of a burden.

Indeed, Mercury has become more than just an IPEC project monitoring tool. Numerous other government and non-governmental organizations have adopted it. This promotes a more cohesive approach to tackling child labour and monitoring the effects of various programs on the child labor situation. It also strengthens partner’s ability to account for their activities, improving transparency and public trust in programs to combat child labor.

Suggestions for Action

Suggestion: From a broader perspective, experience has indicated the need to determine the territory where the AP’s actions are to take place within the municipality. The possibilities of strengthening the rights’ defence networks (safety nets), of involving schools, and of committing families and the community tend to increase when all the actions of the AP are concentrated in the same geographic area.

This problem continues, because, as a consequence of the lack of infra-structure and space in public schools, the PETI program still sends children to different

points within the municipality for after school activities. Because the APs are designed to work hand in hand with PETI, they continue to be somewhat dispersed geographically, within target municipalities.

Introducing a full day of school (as opposed to the current half-day) would help this situation by essentially replacing after school activities with more formal school, or reducing the breadth of after-school activities, making them more complementary to formal education, ideally taking place in the same school. IPEC currently is promoting the great potential effect that a full day school schedule would have on the incidence of child labor. At this moment, the Ministry of Education is piloting full day education in selected municipalities, from 8 am to 3 pm, based on existing good experiences such as in the city of Belo Horizonte.

Suggestion:

The idea of the State Fora acting as networking agents of the Direct Intervention Program, supported by an Agency, is still not fully understood by the local social actors. In general, the people involved in the action program (AP) implementation do not understand that the main challenge is to articulate the organizations and agencies which deal with child labor in the municipalities to offer adequate services to the children prevented and withdrawn from work. For that reason, TBP should train the State Fora with regard to this management model, and promote a closer relationship with the managing committees of the APs.

This was a key suggestion for the development of the training strategy and methodology to be applied in the new State Fora covered by the Addendum. First, as part of the old AP's systematization process and good practices identification, the IPEC team held a planning meeting for the new Action Programme design that involved all ten direct intervention action programmes of the ten selected states. Based on the sister-state principle, State fora from the original five states (Sao Paulo, Rio de Janeiro, Paraiba, Rio Grande do Sul, Maranhão) visited the state fora of the second group of states (Piaui, Parana, Santa Catarina, Distrito Federal, Alagoas). Second, a national strategic planning process for the second round of action programs was carried out in Brasília during when the original five state fora shared lessons learned and good practices with state fora of the addendum (see detailed programme and photos below). As part of the programme, the original five invited the new states to participate in systematization of their IPEC action programs. Both sets of state fora participated in the mid-term evaluation. The following are links to the strategic planning meeting agenda and photos from the event:


TBP-AD SPIF
AGENDA


SPIF photos

In all of these activities, the importance of close coordination between implementing agencies and the state fora was stressed, and operational modalities for doing so were shared.

However, not all the institutions involved in TBP, which are therefore also members of the State Forum, have sufficient managerial capacity to effectively play their role in the network. Therefore one of the main objectives of the Project is to strengthen institutional capacity, via training programs and support for monitoring (see link to detailed program below). For that reason, IPEC is a permanent member of the National Forum, where all state fora chairpersons are also part and present in all national meetings.



Training Programme

Another important element of the State Forum capacity building strategy is the IPEC requirement that any TBP Action Program must be approved by the respective State Forum. State Forums are also heavily involved in the design of the APs. This improves the ability of the state to promote consensus on strategies and to expand the network of state level actors combating child labor.

In addition, the strategies to strengthen the institutional capacity are still under execution in TBP work plan. Since April 2006 a series of capacity building and awareness raising seminars for law enforcement actors that deal with children and adolescents and that are members of the State Fora have been held. Key partnerships were established with the National Forum, ANAMATRA (*Associação Nacional dos Magistrados do Trabalho* – National Association of Labor Judges), and ANPT (*Associação Nacional dos Procuradores do Trabalho* – National Association of Labor Attorneys).

Suggestion:

The targeted numbers of children to be withdrawn and prevented from work and the assessment of the socio-economic information of the children identified during the mapping phase should be a starting point to define the action strategy. However, some flexibility should be given to adjust these numbers and the intervention during the Action Program.

Convention 182 and its recommendation 190 indicate that to implement C. 182, member States should develop action programs, with time bound targets already established. Therefore, it is important to develop strategies to identify child labor in its worst forms as a strategy to implement public policies. Thus, before establishing the target number of children to be withdrawn and prevented by state, a study on the child labor situation and its trends was carried out in each state. Thereafter, the target number of children to be withdrawn and prevented by state was established.

The use of base line has proved to be efficient. The states that better developed this strategy (Maranhão and Paraíba) were able to identify a higher numbers of children and adolescents and began the intervention immediately after the identification process.

The experience with Fundação Orsa on applying the Rapid Assessment to trafficking in boys and girls prior to the Action Program helped them to overcome difficulties (data was lost, which delayed by 6 months the proper identification of beneficiaries) and provided inputs on what IPEC management should do to minimize the risks. Deeper monitoring on the part of IPEC during the identification phase of the new APs was done to avoid problems and foresee difficulties during the direct intervention process.

Suggestion:

ILO and organizations/people involved in educational activities could assist the agencies responsible for the direct intervention in defining the pedagogical approach to be adopted by the socio-educational support units.

This is a national level problem that affects the quality of educational services provided in the context of APs; therefore the ILO incorporated a new result in TBP Addendum: to strengthen the pedagogical criteria in the schools, creating a curriculum/protocol for PETI's extended school hours. This curriculum modification has already been approved by the Education Ministry and the National Educational Council's approval is expected soon.

Moreover, the Education Ministry also approved IPEC's proposal to incorporate child labor issues into the teachers and PETI educators training. The Ministry of Education (*SECAD -Complementary Actions Secretariat*) together with the Federal University of Santa Catarina are developing the material for the teachers and PETI educators training. This training has reached 1,258 public schools in 20 states, and more than 7,100 educators from 88 municipalities participated. A second phase, renewed and involving more universities, if the proposed budget is approved by the Congress, will take place in 2008.

In April 2007 a new Program called More Education was established so as to implement full time education of children and adolescents (as opposed to half-day school days). ILO/IPEC is already advocating on this matter so as to contribute to the development of protocols and to discuss ways to embed SCREAM strategies. Therefore, to assist/support the construction of this minimum protocol, the National Forum for the Eradication and Elimination of Child Labor has developed, with the financial support of the TBP, an evaluation of PETI's integration into *Bolsa Familia*.

B. Capacity Building and Direct Action

Lessons Learned

Lesson: The gathering of the socio-economic information of the children identified during the mapping phase should have been carried out along with the teacher training activities in schools, getting them more directly involved in the discussion and helping them understand the situation of their students, as well as the child labor issue and its repercussions with regard to children in school.

The TBP Addendum used SCREAM and the IPEC educational kit to train teachers. Most addendum schools are included in the Brazilian government's Protecting School Program, which addresses child labor and CSEC. By participating in this capacity building, done by universities in partnership with the Ministry of Education, teachers receive credit which can result in increased pay. In this sense, in the addendum phase, increased emphasis on teacher training has been given. This has resulted in teachers becoming more actively involved in the project, including in identifying and referring at-risk or working children to the project.

Lesson: The absence of directives or orientation for the pedagogical approach to be adopted at the socio-educational support units regarding extra-curricular activities does not allow the organization responsible for this support to require a standard of quality from local partners. This leads to a diversity of pedagogical approaches that are frequently contradictory in relation to the directives of the organization or those of the ILO.

The Ministry of Social Development is still in charge of monitoring and financing PETI after school activities. Resources go directly to municipalities, and local authorities may or may not follow existing basic guidelines for after-school programs. However, a sounder pedagogical methodology that is in line with Ministry of Education guidelines is necessary.

The MSD recently created referral centres (CRAS and CREAS, specialised for assisting CSEC victims – see figure below) which are intended to be at the core of the provision of all social services, including after school activities. However, since the creation of the *Bolsa Familia* (Family Grant Programme - PBF), these centres are not yet fully equipped nor prepared to play this core role effectively. In other words, they are not operational; therefore they have not been able to fully monitor PETI beneficiaries/services and indicators such as after school attendance, curriculum contents, as well as if all child beneficiaries are out of work, since the coordination among all agencies in charge of following up on and inspecting compliance with these conditionalities is still being structured.

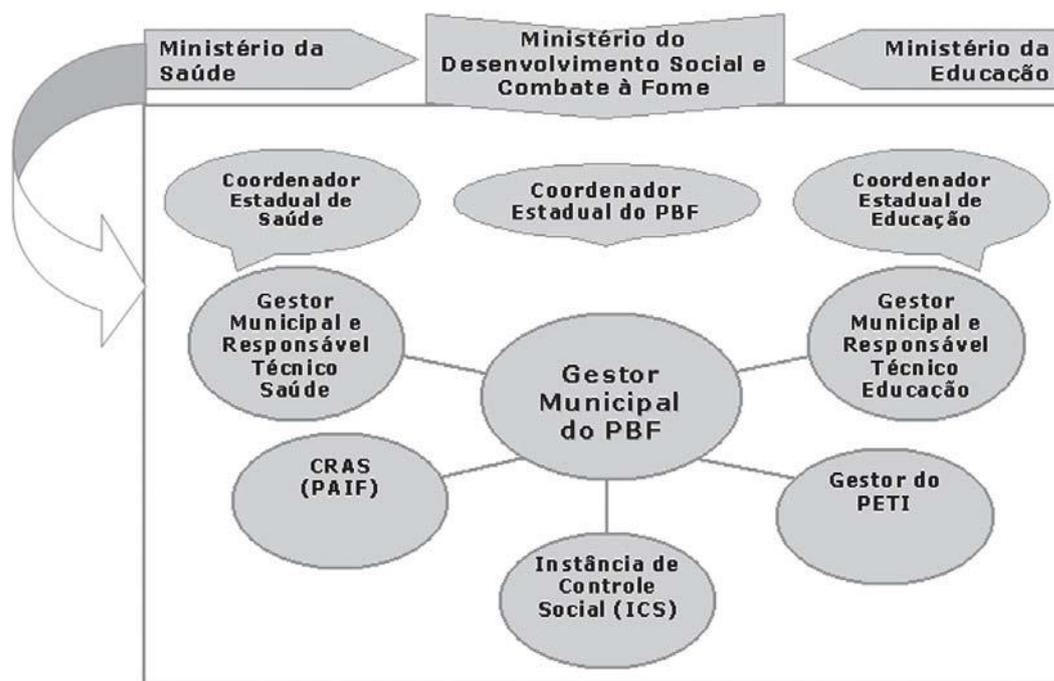
The agencies in charge are: (I) the Ministry of Health, who is in charge of aspects related to assisting children in their development, prenatal care, and immunization, as well as of food and nutrition surveillance actions for children less than seven years old; (II) the Ministry of Education is in charge of ensuring the required school attendance of children/ adolescents aged from 6 to 15 years old, who must attend at least 85% of all classes provided by the regular school system every month.

Among other things, it is up to the Ministry of Health to act as the technical unit in charge of assisting, at the federal level, compliance with the health-related conditionalities imposed on the beneficiary families. In connection with the Family Grant program, the Ministry of Education is in charge of, at the federal level, the system through which the school attendance of the students is checked.

According to the rules of the Program, the states, the Federal District and municipalities are provided with the required technical and operational capacity for managing compliance with the PBF conditionalities.

Unfortunately, as a consequence of the integration of PETI into *Bolsa Familia*, the original PETI's local child labor steering committees have been dismantled and a new institutional arrangement for managing actions to follow up on the conditionalities imposed the Family Grant Program has been developed (see figure below). These changes occurred in 2006 and will require more time to become fully operational.

Last but not least, *Bolsa Familia*'s present capacity to monitor school attendance is lower than before (PETI's beneficiaries had been monitored on a monthly basis) and only on a quarterly basis does the Ministry of Education send attendance reports to Ministry of Social Development. Therefore, significant challenges still remain in this area.



English translation of graphic:

| | | |
|--|--|---|
| Ministry of Health | Ministry of Social Development and Hunger Combat | Ministry of Education |
| State-Level Health Care Coordinator | State-Level PBF Coordinator | State-Level Education Coordinator |
| Municipal Manager and Technical Expert for Health Care Matters | BPF Municipal Manager | Municipal Manager and Technical Expert in Charge of Education Matters |
| CRAS (PAIF) | Social Control Body (ICS) | PETI Manager |

If families covered by the PBF program fail to comply with its conditionalities, the grant is interrupted or suspended. These decisions are based on information provided by municipalities to the Ministry of Health or to the Ministry of Education. Families which fail to comply with the conditionalities imposed by the program when the respective service is not available or by reason of *force majeure* or act of God cannot have their grant suspended or cancelled.

Chart 1 - Non-compliance with conditionalities

| NON-COMPLIANCE | SANCTION | NOTIFICATION | NOTE |
|------------------------|--------------------------|--------------|--|
| 1st Occurrence | No | Yes | No effect on the grant |
| 2nd Occurrence | Interruption for 30 days | Yes | Subsequent lifting of the interruption |
| 3rd and 4th Occurrence | Suspension for 60 days | Yes | No payment of the grant |
| 5th Occurrence | Cancellation | Yes | Removal of the family from the program |

Source: Administrative Ruling n. 551 of November 9, 2005

Families assisted by the PBF program whose children are found to be working will have their grant interrupted until the child labor situation is eliminated.

Table 1: Notification of non-compliance with conditionalities, Brazil, August and September 2006 – absolute figures

| | MUNICIPALITIES | WARNINGS | INTERRUPTIONS |
|--------|----------------|----------|---------------|
| Brazil | 3,410 | 172,268 | 219 |

Source: SENARC/MDS

Suggestions for Action

Suggestion:

The number of goals and the economic activity must be the starting point for the action strategy. However, they should oblige the project to grant flexibility to adjust the interventions. In extreme cases, the issue should be taken up again at the Forum to discuss changing the municipality where the AP should be implemented.

In the TBP Addendum some flexibility has been granted. When other forms of child labor are encountered they can still be included in the AP, on a case-by-case basis. It has not been necessary to change the geographic areas of intervention that were established by the addendum.

Suggestion:

The ILO and the organizations involved in educational activities could support the responsible organizations in defining minimum parameters, and in providing orientation regarding how to implement the pedagogical construction processes in the support units.

This was implemented via SCREAM and education kit and by assisting Ministry of Education in developing the contents and training material of the Protecting School Program.

Suggestion:

In the socio-educational activities as well as in the teacher training activities, a series of new ideas and innovative proposals has raised. Financial resources should be planned to develop and disseminate these experiences

After a final monitoring visit to Save the Children (the agency responsible for managing the Education Action Program in the TBP's first phase) and capacity building sessions with all implementing agencies (from the TBP's first phase and as well as from the Addendum), a new strategy was established that allocated increased resources for after school activities and for the development of a sustainability strategy with local education authorities. These initiatives were guided by the experience and lessons learned during the first half of the project.

In this context, the TBP established three strategies to ensure optimum use of resources, disseminate good practices and maximize expected impact:

- 1. Partnership with the University of Brasilia to mobilize extra resources to develop the SCREAM distance learning platform that trained trainers in the 10 TBP states on SCREAM. Amongst these trainers there were teachers, PETI After School educators/monitors and Tutelary counselors of the municipalities of the direct interventions.**
- 2. Partnerships with the Ministry of Education (SECAD) to, in the framework of the Protecting School Programme, mainstream the issue of child labor in the agenda of the National Counselors of Education and in the extension of the National Plan for Education. To pursue this strategy, the TBP organized a working group composed of UNICEF, UNESCO, National Coordination of Public Universities, Partners of America, Save the Children UK and National Forum. As a consequence of this action, the TBP managed to technically contribute to the development of the contents (pedagogical material: books, video and syllabus), whose printings and dissemination were financed by the Ministry of Education- 7 thousand kits of this materials were used by 17 universities in the training and capacity building of all school teachers covered by the Protecting School Programme throughout the country.**
- 3. The Brazilian experience in the first part of the TBP in education informed the capacity building and training strategies as well as the design of the APs in Alagoas, Piaui, Santa Catarina, Paraná and Brasilia – DF). This knowledge transmission was done in four phases: 1st) the new implementing agencies staff participated as external evaluators of the re-**

programming and evaluation of the original state's AP's; 2nd) The original five states helped the new ones develop their AP's; 3^a) educators/teachers of the new states participated in the SCREAM distance learning capacity building organized by the Project in partnership with the University of Brasília; and 4th) the TBP staff widened the capacity building approach during monitoring missions to the field to other social actors such as tutelary counsellors, municipal civil servants, PETI monitors, and workers and employers organizations.

Suggestion:

The role of the Action Program related to the business and employers activities (Abrinq Foundation) should be re-discussed, considering the interests and needs of agencies involved as well as the institutional profile of the Abrinq Foundation. There is a lack of harmony between the role expected by IPEC and other agencies and Abrinq Foundation.

Abrinq Foundation, comprised mostly of large corporations, was not capable of going down to grass roots level and providing apprenticeships for the TBP target group, and empowering local enterprises and private sector. One exception to this occurred in Sao Paulo, where a member company of the Foundation from the health care industry (Sancil) joined the network of AP partners and in coordination with the Ministry of Health, provided health care, diagnosis, and laboratory exams to all AP beneficiaries in the city of São Paulo for free. Sancil also made referrals to the public health system for follow up. 120 health professionals were involved.

Due to this situation, ILO coordinated with the Abrinq Foundation to revise the AP. In this reprogramming, new strategies were agreed upon. As a consequence, Abrinq Foundation worked with the NGOs responsible for the Education and Direct Intervention Action Programs to strengthen the participation of private sector and public servants, in order to promote the sustainability of the Direct Intervention Action Programs. Several meetings were held locally with private and public sectors (in Rio de Janeiro/RJ – March 16 and 17, 2006; Porto Alegre/RS – March 21 and 22, 2006; São Paulo/SP – March 23 and 24, 2006; João Pessoa/PB – March 27 and 28, 2006; São Luís/MA – March 30 and 31, 2006. Around 50 persons participated in these meeting and it was in these meetings that Sancil (see above) became active in the Action Program in São Paulo.

On the other hand, the component related to the strengthening of the civil society organization has been fortified as the monitoring and advocacy of the public policy related to child and adolescent has become more intense. Therefore, although the original goals of the AP were not fully met, by revising the AP following the mid-term evaluation some important achievements were produced.

IV. Review of Progress Toward Project Objectives

A. Analysis of the Monitoring Plan

In the preparatory phase of the review it was determined that the project review should look at progress toward accomplishing the project's immediate objectives. These objectives were not changed with the approval of the Addendum in 2005. The following table provides an assessment of the project's progress toward achieving the five Immediate Objectives:

| Immediate Objective 1. At the end of the project, the knowledge base on CL in Brazil has been enhanced | |
|---|--|
| Planned / July 2005 | Actual /March 2007 |
| 17 RAS on WFCL | 10 pilot RAS on CSE 1 study of health impact on CL - elaborated 1 study of health impact of CL in family agriculture elaborated Results of the RAs disseminated 1 study of health impact on CL urban activities (Maranhão, Paraíba, Rio Grande do Sul and São Paulo) and disseminated. 2 studies disseminated. Agriculture and CDW in Paraíba – elaborated and disseminated. 3 studies elaborated. 1 on CDW in 4 States, 1 on informal CL activities in 4 States and 1 CSE National 1 study disseminated on CL urban activities in the State of Paraíba 5 unedited thesis done on CL |
| 27 States Reports and 1 Country report and At least 5 reports on WFCL produced | 1 Map of Indicators study 5 dissertations on CDW and 1 dissertation on CL <i>MSD</i> issued the National Colloquium of Assistance Network to Children and Adolescents and to Families in the Situation of Sexual Violence 1 Country Report on the situation of CL in the country and in the 27 states produced by MDS 10 Reports 27 States Reports and Statistics elaborated |
| 10 good practices identified and disseminated | 12 good practices identified and disseminated |

The project review revealed that the project has been generally effective in enhancing the knowledge base in Brazil. Accomplishments in this area include the creation of 10 Rapid Assessments (RAs) on Commercial Sexual Exploitation (CSEC), in child labor in agriculture, child domestic work, urban work, data and case studies of the health impact of child labor, CSEC, illicit activities, CDW, urban activities and family agriculture, pharmaceutical, construction, and a study on the health impact of child labor in family agriculture. All these studies have been important in the discussion of the revision of the List of WFCL that is required by C. 182.

The project has also conducted timely research and analysis on Brazilian policy toward child labor. For example, the project analyzed the merging of various cash transfer programs into *Bolsa Familia*, and its impact on PETI and child labor in general. Another important study produced by the project is an assessment of the planning, implementation and evaluation of child labor Plan of Action. The latter was discussed and distributed in a Public Hearing in the Senate House in the framework of the 2007 World Day against Child Labour (WDACL) edition. The first document was fully analysed during a FNPETI General Assembly meeting and disseminated in the Portal (www.fnpeti.org.br). A translation into English has been made.

While the project has produced less RAs than originally anticipated (10 vs 17), the investigations into child labor-related policy, which are not called for in the Project Monitoring Plan (PMP), have contributed significantly to building the knowledge base on child labor in Brazil. In addition, the Distance Learning Platform (discussed further below) installed with the Ministry of Health is an important tool that will generate information on the health impact of child labor long after the project ends. This has resulted in a significant increase in referrals of child labor from the Health system.

These studies and their dissemination have contributed to greater ownership of the problem among social actors (government, workers, employers, civil society, law enforcement agencies). This in turn has contributed to the expansion of major social programs of the Ministry of Social Development, both at the state and federal level; the target setting of labour inspection of the Ministry of Labour; and the strengthening of the social dialogue promoted and provoked by the press (the studies spurred a series of journalistic reports and documentaries). Three key achievements indicate the sustainability of the strategies under this Immediate Objective: 1) federal and state governments fund data gathering exercises that previously were generated by or with the strong support of the TBP and other IPEC statistical-related projects; 2) monitoring of the financial and technical implementation programs related to child labour by the Brazilian Auditing Court (IPEC's projects and studies were used as references guided the qualitative evaluation of all public policies related to children) 3) CONAETI's meetings, discussions and resolutions on the revision of the List of the WFCL were based on the studies and rapid assessments generated by the Project.

Immediate Objective 2: At the end of the project, key sectors and the Brazilian society at large are aware of the negative consequences of the WFCL.

| Planned / July 2005 | Actual /March 2007 |
|---|--|
| 1 KAB survey applied prior to AP and 1 KAB survey applied post AP | 1 KAB survey applied prior to AP 6 th Media analysis report done and |

| | |
|--|--|
| <p>6th Media analysis report done and disseminated 1 KAB survey applied post AP 1 KAB survey applied with Law Enforcement Officers Perception of child labour in key sectors of the society and in the public opinion</p> | <p>disseminated 1 KAB survey applied post AP 1 KAB survey applied with Law Enforcement Officers</p> |
| <p>1 KAB survey applied prior to AP 70 newspapers and 10 magazines 1.000 community radios 100 professionals of the media qualified 1 KAB survey applied post AP At least 25 key media representatives and communication officers with increased knowledge on child labour</p> | <p>A first draft of a opinion/attitude survey instrument has been done 1.680 articles in 140 news papers and magazines 5 trainings to 212 journalists and sources of information Since the APSO with ANDI began there has been an increase of 28,5% of articles on the WFCL. 80,000 issues of the magazine <i>Carnaval PORTELA</i> 1,500 community radios received qualified CL information - Done 1,525 articles in 70 news papers and 10 magazines 2 special TV Documentary – <i>TV Globo Reporter</i> Programme TV Record Programme on CL - <i>Domingo Espetacular</i> Radiobrás <i>Voz do Brasil</i> (Voice of Brazil daily radio programme) special inserts Dissertation 286 journalists and sources of information trained 1081 News report about CL; 80 about Urban Informal Labour; 70 about drug trafficking; 20 about Child Domestic Work; 13 about Agriculture and 440 about CSE 58 Electronic reports regarding Children’s and Adolescent’s Rights sent to 7,713 e-mail accounts Weekly reports sent to 382 partners Radio and TV spots disseminated to 500 broadcast and media agencies, with estimated of almost 14 million viewers/listeners 6th Media analysis report done and disseminated 1 KAB survey applied post AP For the period 775 news reports; 373 about CSEC; 81 on Drug trafficking; 54 on Informal Urban Activities</p> |

| | |
|--|---|
| | <p>Total of 2,469 on CSEC; 319 on Drug Trafficking; 256 on Informal Urban Activities; 76 on CDW; 68 on Agriculture adding up to 3,188 news on WFCL from the total of 5,689 news on CL related issues</p> <p>Reports regarding CL and the media sent to 327 reports and partners</p> <p>WDACL media report.</p> <p>1 KAB survey applied post AP</p> <p>7th Media analysis report done</p> <p>WDACL media report done</p> <p>150 key media representatives and communication officers with increased knowledge on child labour</p> |
| <p>Within key sectors such as child domestic work and agriculture, the project's awareness raising activities have been accompanied by the mobilization of civil society, under the auspices of the CONAETI. The project ensured that representatives from these sectors, particularly trade unions, were heavily involved in consultations leading up to the proposed List of WFCL. This has produced gradual changes in the social perceptions of child labor in these areas, and trade unions such as the agricultural union CONTAG are actively involved in finding alternatives for child laborers in agriculture.</p> <p>Another clear qualitative change has been the nature of the media's coverage of the problem. Over the course of the project there has been a noticeable shift away from a sensationalistic approach to the subject to a more investigative and informed one. It is also important to note that the sources of information on child labor, including statistics, have increased greatly, partly as a result of IPEC's capacity building strategies. IPEC is therefore less often the main source for media coverage of child labor. This media strategy has been disseminated to other Latin American countries by means of the Latin American ANDI Network for the rights of children and other UN agencies.</p> <p>The national dialogue on child labor has evolved and moved beyond a simple focus on whether the numbers of child laborers are increasing or decreasing. Today, media and social actors probe more deeply into the causes, consequences and responses to the problem. They also are more likely to hold policy makers responsible for addressing it, particularly in the education and health sectors. Civil society, in its social control role during political campaigns, has integrated a great deal of ILO's Conventions 138 and 182 in its discourse, and has developed monitoring instruments and indicators to monitor commitments made on child labor issues after elections are held.</p> <p>Another interesting development has been increased focus on child labor in companies' supply chains, and more interest in tackling the problem in the context of Corporate Social Responsibility programs. Companies have become more engaged in state and regional fora and have implemented strategies to eliminate child labor in their supply chains.</p> | |

The KAB conducted by ILO/IPEC to evaluate the impact of CL sensitization activities among law enforcement actors (Judges, Public Prosecutors, Attorneys, Public Defendants, members of the System of Guarantee of Rights of Children and Adolescents (SGR), Tutelary Councils, Police Officers and others) showed the positive impact of the initiatives and validated the approach, which has generated more demands to enlarge the scope of the activities.

Both the National Day Against CSEC and the WDACL (which is now also a National Day) has proved to be very effective in not only in mobilizing social actors and stakeholders but in renewing approaches and coverage by the Brazilian media. The Government has expressed its intent to institutionalize the coordination and organization of the WDACL activities.

Immediate Objective 3: At the end of the project, the educational system is more responsive to the needs of the project's target group

| Planned / July 2005 | Actual /March 2007 |
|--|---|
| At least 45 schools applying modified curricula and methodologies 1 KAB survey applied post AP | 1 National KAB applied 36 schools staff trained 1 KAB survey applied post AP 104 schools 2,000 schools 250 teachers from 10 TBP States trained |
| Girls and boys in 30 targeted schools have improved their perception on CL issues 1 KAB applied | 36 schools staff trained and 1 National KAB applied 25 public schools in the metropolitan area of Porto Alegre. |
| Impact of SCREAM on the perception of child labour among girls and boys | <i>"PETI helps to withdraw children from the streets, to avoid them from doing foolish things and from going into prostitution at an early age. The Bolsa Escola helps to by school materials and food" (10 years old Student, Santa Inês - Maranhão)</i> |
| 10 schools adopting new <i>PETI</i> protocols | 1 KAB survey applied prior AP 1 KAB survey applied post AP 45 schools that adopted the JEA <i>PETI</i> protocol. |
| Number of boys and girls participating in JEA | AP Direct Action 4,174 girls and boys |

The project has made considerable progress in this area, most notably with the wide introduction of the SCREAM (Supporting Children's Rights through Education, Arts and the Media) methodology developed by IPEC which has been supported by the Ministry of Education and introduced in some 2,000 schools. Mainstreaming child labor into Brazilian educational system programs has enabled the project to surpass the targets set for this objective. Of particular importance has been the Protecting Schools Program (*Escola que Protege*); the project successfully integrated CSEC into the Program. The Ministry of Education has prepared an internal assessment report

and based on it, the Ministry has developed the strategy and earmarked resources for expanding activities in 2008. This depends on Congressional approval of the overall Governmental budget for next fiscal year.

Despite difficulties detailed in Technical Progress Reports related to changes in the Ministries of Education and Social Development, the targets have been achieved. KABs have been applied and in the process of the expansion of the National Education Plan (PNE), the Project successfully negotiated the inclusion of child labor-related issues in the framework of the institutional agenda of the Ministry of Education. Tackling CSEC and child labour has been included in the PNE, which resulted in concrete actions and programs such as Protecting School. However, for the PNE and the elements regarding child labor to have an impact in the country's 300,000 public schools, local (municipal) technical and financial capacity must be increased, including the training of current teachers, the hiring of a substantial number of new ones, as well as building and maintaining schools.

In this context, the TBP efforts in the final phase of the Addendum should be focused on intensifying its collaboration with the National Confederation of Teachers (CNTE) and with the Ministry of Education, particularly by facilitating the dialogue with Ministry of Social Development in the formulation of integrated actions (education and social welfare) in the context of the after school activities and the full day education program. Moreover, the Project should find ways, under the CSR approach, to foster the involvement of the private sector in participating and contributing to the provision of physical infrastructure for the education system.

The teacher training initiatives within target schools facilitated the introduction of CSEC and child labor issues into the curriculum. The trainings were in general considered to be valuable and relevant to teachers, as evidenced in the following quotations:

“The training changed my views about child labour, since before I was convinced that child labour was an enriching process for children and the earlier the better for the building of character. Today, I don't think this way anymore” (Teacher in São Mateus, São Paulo)

“I learnt that a child should live like one and that I am also responsible for this)” (Teacher in Santa Inês, Maranhão)

“In my opinion, instead of them sending stipends, they should foster work generation to parents – reference to the governmental policies).” (PETI Educator in São Luís, Maranhão)

Immediate Objective 4: At the end of the project, the capacity of key national and local institutions for enforcing legislation and coordinating policies and programs has been strengthened

| Planned / July 2005 | Actual /March 2007 |
|--|---|
| (1) National, (5) state and (49) local plans and budgetary Programmes addressing child | 27 State Fora trained for the elaboration of the State Plans and Monitoring the |

| | |
|---|---|
| labour | <p>Plan “President Friend of a Child” under execution</p> <p>27 State <i>PETI</i> Plans have been approved with appropriate budget together with 2795 municipal plans addressing CL</p> <p>1 National Budgetary Plan, that will contemplate 27 states and 3,212 municipalities</p> <p>1 State plan designed</p> <p>3 State Plans under construction</p> <p>81 municipal plans under construction</p> |
| 1 Country and 27 States Monitoring systems and interface with policy planners | <p>13 States Monitoring systems established</p> <p>1.008 people have been trained</p> <p>1 Country Monitoring system reaching 5,547 municipalities in the 27 states</p> <p>27 States <i>PETI</i> Monitoring System</p> |
| <p>1 training and 1 system proposal</p> <p>The legal framework dealing with WFCL and the responsibilities of different enforcement agents will be defined and agreed upon</p> <p>Definition of legal framework and responsibilities in law enforcement system</p> | <p>2 trainings done and 5 draft bills approved in the Senate and</p> <p>3 Ministerial Ordinances issued</p> <p>1 Monitoring system in the State of Maranhão has been prepared and is under execution</p> <p>3 Penal Processes</p> <p>1,136 child labor Inspection Actions carried out by labor inspectors</p> <p>Memorandum of Agreement with <i>MSD</i> that will allow the Monitoring of all <i>PETI</i> beneficiaries and the evaluation of <i>PETI</i>’s merger with Family Grant</p> |
| 125 health professionals and 125 educations professionals trained | <p>The initial stage will train approximately 50 professionals in the Modules methodology. These professionals will return to their original Municipalities and disseminate this knowledge to at least other 50 professionals from the public health system and the children’s safety net who will receive certificates by the municipal Health Centers. Later the originally trained professionals will confirm the activities held by them in the municipalities and receive a certificate as trainers from the MH:</p> <p>total 2.500</p> <p>The ME and ILO/IPEC have developed a joint strategy for the sensitization of educators from public schools. Within</p> |

| | |
|--|--|
| | the context of the Protecting School Project, which is coordinated by the ME and targets violence against children in the schooling environment, especially sexual violence, commercial sexual exploitation and child labour, the ILO Educational Kit and SCREAM methodology will be used as a sensitization and working tool for public school teachers: 250 teachers from 10 TBP States trained |
| 15 Health centers and schools that adopted the child labour active identification system. for march 2008 | 186,200 schools with identification and monitoring system adopted 2.500 Health Centers of 700 Municipalities |
| 100 children participate in the construction and validation of strategies | It is foreseen that 2,000 public schools will receive the training material of the Protecting School Project; 7,000 professors and 900 people from the protecting network will be trained; it expected that 600,000 students will be reached. |
| 16 municipalities having included child labour actions in their budget | 17 State Parliamentary Fronts installed 1 Manual elaborated by Senator Patrícia Saboya 2,263 municipalities <i>Friend of a Child Programme</i> 3 State Plans under construction 81 municipal plans under construction |
| <p>The major achievements foreseen under this Immediate Objective have been in the health and education sectors and more recently the labour inspectors. Additionally, in this period other sectors joined more actively the network: culture, sports, planning, agrarian development, environment, tourism and gender/racial issues agencies, which have been most active regarding the child domestic labor issue. As a consequence of a joint strategy with UNICEF, UNDP, and UNESCO, executed by Abrinq Foundation in the framework of the Action Programme “Social Responsibility and Public Policy”, the Project established a monitoring group in charge of the dialogue with public authorities on public resource planning and execution related to rights of children and adolescents. This strategy is expected to contribute to the sustainability of the project’s outcomes and the strengthening of a broad alliance against child labor that goes well beyond the government sphere.</p> <p>In this context, although the project has mainstreamed child labor into the institutional and professional agenda of the major public sectors, it is still necessary to consolidate a monitoring network capable of intervening at the federal, state and municipal, levels, even when political changes occur due to elections. For this reason, and considering that reaching all 5,645 Brazilian municipalities would be impossible for the project, it should focus on strengthening both federal and state structures so as to generate spill over effects on the policies at the local level. In the coming period, the</p> | |

Project should maintain its coordination role with key institutions such as the National Forum, CONAETI, CONANDA, the Parliamentary Fronts for the Defense of the Rights of Children, as well as the President Friend of a Child Monitoring Network. These are the principle mechanisms by which the project will achieve sustainability and the replication of its pilot interventions.

ILO/IPEC's continuous participation in all FNPETI and CONAETI meetings, including sub-commissions (such as the one charged with reviewing the list of hazardous occupations for children, and the Inter-sectoral Commission to strengthen laws against CSEC and child labor-related activities) and in CONANDA has improved the quality of the discussions as well as the terms of reference for studies and surveys that are carried out by various social actors.

7 State Governments (Ceará, Federal District, Maranhão, Pará, Pernambuco, Rio de Janeiro and Roraima) have signed Commitments for the implementation of actions against child labor in their states. Mayors of 34 Municipalities from the state of Minas Gerais have done the same.

The partnership with National and State Parliamentary Fronts has been crucial, not only in submitting amendments to the State legislative houses, but in enabling the Project to set the stage for a sustainable partnership to launch the Guide for Designing Plans of Action against Child Labor. This strategy has contributed to the setting up of eleven state plans with time bound targets, actions, and earmarked budgets (Alagoas, Amazonas, Amapá, Ceará, Federal District, Minas Gerais, Mato Grosso, Paraíba, Paraná, and Rondonia).

Also, IPEC supported the construction of a CL monitoring tool for the MLE's Inspection Unit based on the Map of Indicators will be an important nation wide instrument to be used in 2008.

Immediate Objective 5: At the end of the project, girls and boys have been withdrawn and prevented from entering selected hazardous and exploitative forms of child labor.

| Planned / July 2005 | Actual /March 2007 |
|---|--|
| 2.966 working girls and boys withdrawn from work and rehabilitated by the project through educational and social care | AP Direct Action Total – 4,174 <i>Other TBP actions 3,526</i> withdrawn by inspection actions a consequence of project's influence |
| Enrolment, drop-out and attendance rates for 4.100 girls and boys targeted and for total child population in selected districts | 4.140 girls and boys |
| 1.224 families benefiting from training and income generation Programmes and activities | 2491 families benefiting |
| 14 NGOs and public institutions that adopt the Mercury System to monitor the child labour dimension of social programmes | 13 institutions adopting Mercury |

Given the substantial progress made to date in achieving this immediate objective, the project review team found that no major adjustments to project strategy were required. The review focussed on ways that the direct action programs are integrated into existing social service networks such as PETI, Bolsa Escola, and the activities of the labor inspectorate. Regarding PETI, one of the first steps taken by the project has been to ensure that target municipalities benefit from this program. Because PETI requires significant financial and other contributions from municipalities, this has not always been a simple negotiation. Nevertheless it is critical to ensure not only that the AP children have access to PETI services, but that all child laborers can benefit from the program. The goal is that services and child labor monitoring will continue indefinitely after project's end, both for target children and other at-risk and child laborers living in the municipality.

One of the keys ways that the project promotes sustainability is to integrate its direct action and capacity building components. For example, the project conducted a far-reaching train-the-trainers initiative with the labor inspectorate of the Ministry of Labor. Inspectors were provided training and protocols for referring child laborers to the PETI and other government programs, which would then ensure their removal from child labor and the provision of education and other critical social services. The inspectors compile reports on the child laborers they encounter, and once they are registered in PETI or other government programs their school attendance is monitored. These children, some 3,526 as of the project review exercise, have not been counted as direct beneficiaries of the project because IPEC is not able to provide monitoring or services in addition to that done by government programs. However, it is fair to state that these children were removed from child labor as a result of the project's mobilization and capacity building provided to the labor inspectorate. Considering that one basic assumption of the original project (the active role of the special child labor inspection Group -GECTIPA) did not come to pass, the project's contribution to the re-definition of the role of the labor inspectorate is perhaps the project's most significant accomplishment. It is much clearer how labor inspectors will continue to refer child laborers to state services and publish regular statistical reports on the child laborers they encounter.

The pilot experience at the local level in the active identification, withdrawal and prevention of child laborers has provided the project valuable insights into the bottlenecks that can occur in coordinating various government programs, stipends, etc. The direct intervention experience has allowed the project to provide advisory services and technical expertise to state and municipal actors, as they implement policies and programs that undergo continual change and improvement.

However, local networks are still weak and need more assistance to consolidate local children's safety networks. This is especially true in municipalities with high numbers of working children; these tend to be resource poor and highly dependant on federal funds to provide basic social services. On the other hand, better performance was found in the major cities where the revenue base is sound and where actions against child labor are increasing.

In this context, the federal system has not yet been able to fully establish the assistance network and the monitoring system foreseen by the new scheme, under

which all social actors would have a role to play in sustaining the situation of withdrawn and prevented children from child labor.

To improve this situation, the TBP developed the Mercury System, which is used by stakeholders and state partners to monitor actions and services provided to all children and families who are beneficiaries of social programs. The Mercury System has been technically analyzed by public authorities, private institutes that coordinate and finance social programs and NGOs. Telefonica Foundation and the Ministry of Social Development have based the development of their monitoring systems on the possibilities, indicators and tools offered by Mercury System

In the case of the Federal Government, the Project supported the creation of the Special Human Rights Secretariat, in the framework of the President Friend of a Child Monitoring Network, coordinated by Abrinq Foundation. The Ministry of Labour and Employment Map of Indicators and CL Monitoring Tool has been developed in this context.

Through March 2007, the date of the most recent Technical Progress Report, 4,174 children had been withdrawn from work rehabilitated by the project through educational and social care. The target up until March 2007 was 2.966; having surpassed the target for this indicator the project shows signs of being quite efficient and effective. Likewise, for the number of families benefiting from training and income generation Programs and activities, the project has surpassed by far the established targets.

B. Trends in National Policy and Key Concerns

From the beginning of the TBP up to the present Addendum phase, an outsized number of governmental initiatives, translated into Programmes, Projects, Ordinances etc have been put into place by several ministries in areas closely linked to child labor: social welfare, education, health, youth employment, agriculture, labour inspection and human rights. There has not been a single reporting period that a new initiative was not launched by Government that impacted social actors at all levels (federal, state and municipal). These constant changes mobilized and stimulated social dialogue fora (CONAETI, CONANDA and FNPETI).

The Project had to constantly not only follow-up and participate in the national discussions of the new policies and programs, but also assess the impact of each of them on the national efforts to combat child labor, as well as their impact on the project's direct action programs. This required the Project staff to be fully informed and positioned to provide timely policy advice. The way to achieve this was by participating actively in CONAETI and FNPETI meetings; networking with major social actors (mainly governmental); undertaking studies, evaluations and producing relevant papers; through trainings and capacity building exercises, and by having field monitoring missions and conference calls with implementing agencies.

One recent, potentially problematic development is related to the convergence of social programs, including various cash transfer programs. A Single Registry System has been created, and it is the responsibility of municipal agencies, using a set of questionnaires, to record and enter data for the Single Registry System.

The three sets of tools lack an explicit question on whether there are working children or adolescents in the family. The interviewee is requested to report whether he or she is being assisted by any program of the Federal Government or if he or she is receiving any social benefit, including the "PETI" with date of admission, type of benefit (rural or urban), and amount of the benefit. The inadequate data raises the very real danger that, if children work within the family environment, the parents receive the grant while their children continue to work.

Also, child labor is under-reported because municipal authorities have not developed a consensus understanding of the concept, and the criteria applied by them are not uniform.

A series of changes implemented during 2006 shows that the government has actually replaced the child labor criterion with the income criterion in its cash transfer policy. This is not consistent with the efforts being made to fight child labor, which is known to be a complex phenomenon involving poverty and family income aspects and also cultural elements and market-related components, among others.

Key concerns:

Efficacy: doubts remain as to the contribution of the merging of PETI into the Family Grant; as detailed above, the incentives for avoiding child labor seem to have been weakened.

Efficiency: it seems that the merger enhanced efficiency, as problems related to duplicate records were identified through the Single Registry System, which have since been corrected.

No conclusive data are available on the expansion and assurance of access to socio-educational services such as the Extended School Hours Activities (JEA) and relationship-building activities for former child laborers assisted by the PETI and PBF programs.

Effectiveness: the time was too short to check the effectiveness of the measures taken to integrate the Programs. Data from the 2005 PNAD show that child labor rates increased, but this cannot be blamed on the integration, which began in March 2006.

However, because it provides an equal treatment to families with and without working children/adolescents, the integration eliminates incentives for the families to remove their children/adolescents from work. If the situation remains the same, child labor rates may rise.

Equity: the main strategy for promoting equity was one of using income as the key criterion both in the PBF program and in the PETI/PBF integration. However, strictly adopting this criterion decreases the focus on child labor and its specificities.

Transparency: There is no doubt that the Single Registry System led to greater transparency and that it can contribute toward improving the management of the Programs. On the other hand, despite its potential contribution to ensuring greater transparency in public actions, the Single Registry System still has received some criticism for as under-registration, and more needs to be done to avoid the duplication of records.

Social participation: since the first audits of the PETI and PBF programs, shortcomings in the mechanisms for social participation were detected. Apparently, the integration of the two programs has not reduced these difficulties significantly.

As for child labor, although the public inspection network is likely to improve the processes for inspecting, monitoring and evaluating the PBF program, the Remaining Programs, and the Single Registry System, its contribution to fighting child labor is not clear.

Sustainability: unfortunately, the analysis of the PETI/PBF integration strongly suggests that the sustainability of the policy adopted to fight child labor decreased. The lack of a clear-cut and agreed definition of child labor and of socio-educational and relationship-building actions, the absence of parameters for carrying out these actions based on sound pedagogic practices, the lack of vocational training and job placement services for beneficiary families, and the loss of incentives for removing children/adolescents from work situations have all reduced the sustainability of governmental actions in this area.

The Project's response

In response to these concerns, the project has developed initiatives in order to: 1) better integrate PETI Extended School Hours Activities with the formal school educational programs; 2) more fully engage the Health and Education Systems in identifying and referring child labor cases to the competent authorities or programs; 3) provide instruments to civil society organizations to participate in the elaboration, approval and monitoring of public budgets on child labor related issues, and 4) unify criteria between government agencies and civil society organizations so that child labor monitoring systems could be created or strengthened. To this end the Project collaborated with the following entities:

- the Ministry of Education (ME)' Secretariat of Distance Learning and Diversity, for the consolidation of SCREAM methodology;
- the Ministry of Labour and Employment, to provide support for the construction of a child labor monitoring tool for the labor inspectorate, under the Map of Indicators initiative;
- the Ministry of Social Development, to boost its capacity to monitor the after school activities and improve pedagogical approaches;
- CONAETI' sub-Commission meetings, for the revision of the list of the WFCL and the discussion of the execution of the NPA;
- the National Forum, to help strengthen its core role in the national child labour network and the social control and to co-produce a guide for the elaboration of Municipal and State Plans of Action for the elimination and prevention of CL;
- State For a, for increasing their role in promoting the design of State Plans of Action;
- CONANDA meetings, for the improvement of social, health and educational policies intended for children and adolescents;
- the National Congress, in the public hearings and sectoral discussions on legislation adaptation (which included the Parliamentary Front for the Defense of the Rights of Children and Adolescents);
- major social actors such as Abrinq Foundation, in the development of a Manual for the assessment of Municipal Budgets concerning the rights of children and adolescents and on a Study on the formal engagement of State Governments in the the fight against child labor in connection with the President Friend of Child Plan;
- National Association of the Labour Attorneys in developing sensitization materials and providing capacity building to law enforcement agents (Judges, Public Prosecutors, Attorneys, Public Defendants, members of the System of Guarantee of Rights of Children and Adolescents (SGR), of Tutelary Councils, Police Officers and others);
- Implementing agencies for the systematization of good practices such as interventions related to illicit activities (drug trafficking); up-streaming spill over effects on local and regional plans as a consequence of the Project's direct intervention (São Paulo); and in communication and awareness raising.

The TPR's have provided exhaustive detail on all of the activities and interventions done by the Project to address the concerns listed above. It is worth mentioning that several activities, therefore, a number of results that were achieved during the

Addendum phase happened as a consequence of initiatives begun by the Project during its initial phase and that needed to mature so as to impact on national policies. The ones with the Ministries of Education and Health are good examples of a positive, continuous and sound strategy of the Project towards achieving the objectives.

V. Conclusions and Recommendations

The Project Review found that the project is well on its way to achieving the immediate objectives established. In some cases, results have not been the ones originally foreseen at the time of the project's design. In others progress needs to be accelerated. However for the majority of indicators identified to assess the project's progress, the project surpasses the goals established.

In general, the project has used its limited resources efficiently. At the local level, it has overcome the significant logistical difficulties associated with operating in a large and diverse country such as Brazil to establish effective action programs that identify, withdrawn and prevent child laborers and provide close monitoring thereafter. This emphasis on major action programs at the local level is relatively new for IPEC in Brazil; indeed key actors have questioned whether this is the most appropriate role for IPEC in the Brazilian context. The Project Review has found, however, that the local action did not necessarily come at the expense of social mobilization, support to policy making, the mainstreaming of child labor concerns and a general advisory function at the national level that has been the hallmark of IPEC efforts in Brazil since 1992. Such initiatives as the Distance Learning Platform for health workers, the train-the-trainers program for labor inspectors, and the introduction of the SCREAM methodology in over 2,000 schools are some of the most important achievements in this area. They speak to the project's ability to balance the demands of ensuring high quality grass roots intervention across more than a third of the stated of Brazil with the need to support Brazilian policy makers as they continue to innovate and deepen the national efforts to eliminate child labor.

With regards to the enabling environment, the unification of the PETI and Family Grant Programs presents some significant challenges to the creation of a national child labor monitoring system. IPEC has responded to recent developments with timely policy analyses and targeted awareness raising, so that the implications of this and other policy changes for the child labor situation are more fully understood. In general, the project has made important progress in mainstreaming child labor concerns into education and health policy and programs.

As the project moves into its final stage of implementation, the Project Review would recommend the following:

- Ensure that all beneficiary children have access to critical government programs such as PETI/Family Grant. In those target municipalities where PETI has not yet been introduced, support implementing agency personnel in their advocacy efforts with local governments to request the federal

government to introduce the program locally. Existing structures such as the National Committee against Child Labor, the National Forum and CONANDA should be engaged in this effort if necessary.

- Disseminate and publicize IPEC's analysis of the implications of the merger of PETI into the Family Grant Program. Resources permitting, and if sufficient data is available, a quantitative analysis of the merger's impact on child labor rates could be carried out. Continue to advocate for protecting PETI's emphasis on child labor monitoring and promote that proper incentives to keep children out of work are in place.
- There is an impression among some important actors that IPEC's role in providing policy advice and strengthening capacity at the national level has been to some extent diminished due to the heavy emphasis placed on direct action in the 10 target states. Although the Project Review has found that IPEC's policy advice has benefited considerably from in-depth, first hand knowledge of the various worst forms of child labor, more should be done to document this experience and use it to promote more effective public policy. Effort should also be made to bring key social actors to the direct intervention sites, to demonstrate the models being developed. This could have an important effect on the project's success in bringing to scale project interventions.
- Brazil has developed a wide array of innovative programs and policies to tackle child labor. IPEC has participated in the creation or implementation of many of these but not all. A valuable opportunity exists to promote the replication of some of these ground breaking approaches not just within Brazil but internationally as well. The project is encouraged to strengthen its efforts to document the good practices emerging in Brazil and to foster the sharing of these through such initiatives as the forthcoming Study Tour on Child Labor, in which Portuguese speaking countries in Africa will visit Brazil to learn from the experience there.
- In addition to conducting research and providing policy advice to actors at the national level such as the Ministry for Social Development, it is important that the project enhance capacity at the state level as well. Given the decentralized nature of Brazil's federal system, states can play a critical role in ensuring that the country's rapid progress against child labor does not stall. States should be prepared to more actively engage federal programs to improve targeting and their effectiveness in reducing the incidence of child labor. The project has strengthened the State Fora in the 10 states in which it carries out direct action; however, a model for a state-led program campaign against child labor that can be replicated across the country still must be created.
- Take precautions against the valuation of the Brazilian real versus the U.S. dollar. This valuation could very well continue and even accelerate, and could exceed the provision for cost increases that remains in the project. This would

have a real impact on the project's financial situation and ability to achieve the objectives established.