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The Action Programmes executed with the Fundación Quimera (Machala) and the Fundación Nuestros Jóvenes (Quito) have validated a model for the prevention, withdrawal, protection and prosecution of trafficking and Commercial Sexual Exploitation based in the networks on two levels: 1. *Law and rights network*, conformed by DINAPEN, Unit for the protection of the Public Ministry Victims and witnesses, the Unit for Sexual Crimes, that coordinates the withdrawal of the boys, girls and adolescents and gives a legal endorsement to the exploitators; 2. *Service network*, confirmed by the provincial committees of Childhood and Adolescence, Protection Meetings, local INNFA, Sections of health, education and social welfare, amongst others, that give the integral attention to the victims or potential victims of commercial sexual exploitation and trafficking for their protection and restitution of their rights.

The forms of intervention of the implementing agencies or counterparts of the Project regarding to CSEC, have as an objective to achieve the definite withdrawal of minors from commercial sexual exploitation. The actions count with the experiences of the ILO in the different countries: the identification of the victims, the withdrawal of implementing strategies that involve the protection of the people involved, the inter-institutional integral action and the follow up action to the families and the victims. The APs, as shown in previous paragraphs, benefitted an important number of boys, girls and adolescents, especially in the provinces in which the Project has implemented in Ecuador.

In May 2006, following the baseline elaborated by the Fundación Quimera, the commercial sexual exploitation is linked to diverse and multiple situations: social, economic and cultural. Poverty is the factor that facilitates the commercial sexual exploitation of boys, girls and adolescents. Childhood and adolescence is used as “labour force” for the family to increase their income. Other factors that influence are the disintegration of the family by the migration of the father or the mother, domestic violence, amongst others. The boys, girls and adolescents that are involved in commercial sexual exploitation do so by seduction or kidnapping. In the base line, commercial sexual exploitation was recognized as sex industry, in which the exploiters are adults owners of night clubs, gangs, organized networks and in the last years related to sex tourism.

The range of ages in which the adolescents are exploited in Quito is around 15 years; however, a girl of 8 years old was also found. In Machala the age range was from 13 to 17 years old. The adolescents withdrawn, in Quito, Machala and Guayaquil were from other towns. This situation led the Programme to move the prevention techniques to the cities from where the adolescents were coming in order to raise awareness and build capacity related to CSEC amongst the parents and families. The majority of the participants in the prevention programmes, following the survey conducted were from Quito and Machala.

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<sup>38</sup> Fundación Quimera (2006), Base line: prevention and attention to boys, girls and adolescents in risk or victims of commercial sexual exploitation in Machala, unpublished document, ILO-Ecuador.

The economic situation of the families is perceived as regular by 72% of the boys, girls and adolescents that have answered the survey. As shown by the interviewees, the principal source of income for the families are the salaries received as employees, the independent income activities, and for the agricultural commerce.

The adolescents *withdrawn* and *prevented* perceive that the country economic situation has worsened and believe they see more poverty, there are more boys, girls and adolescents working. With regards the health services and education, they considered that there are more services but the quality has not improved. It was shown by the head of families, that since their girls were involved in CSEC they know the existence of the services given by DINAPEN, the Fiscalía and in particular the Foundations of Nuestros Jóvenes and Quimera. Amongst the principal changes referred to the CSEC and that have influenced the life of the *withdrawn* adolescents were: 1. The sensitization of the problem, 2. The confirmation and compromise of the people and institutions that are part of the networks (rights and services).

The CSEC of young male adolescents is more difficult due to false prejudices, linked to the macho view of the society. It is more difficult to have the adolescents denouncing. They are normally hired in the video games rooms.

The *withdrawn* group answered to the question of what other services they would have liked to receive from the APs. The *withdrawn* from Machala, indicated that in the first place they would have liked to be trained in skills (49%) and sexual education (27%). The adolescents *withdrawn* from Machala were between 12 and 18 years old.

From the 14 adolescents that live in Machala, 70% were exploited in regulated premises or had a working dependency with an exploiter or trafficker in streets, parks or rented rooms, controlled by their partners or husbands. The 14 were from the coast region, 12 were single, one lived as a couple and the other one was married, four of them had children. All of the 14 beneficiaries were studying before the AP: 9 were in basic education and 5 were in secondary school. This group of adolescents were satisfied with the services that they had received. The services that were best qualified were the ones given by Social Work (71%), Medical Assistance and Legal Assistance 57%. The changes were manifested by the adolescents after the Programme ended were: seven of them expressed that they were better living. Four of them expressed to have had changes but could not rate them as better or worse and three of them signalled to be living better but still with problems. In general, they all recognized they needed more support.

The adolescents *withdrawn* in Quito were in their majority between 12 and 17 years old. These girls came from Santo Domingo from the SÁCHILAS, Quevedo and Buena Fe. Most of them are single. Amongst the services received, the ones highlighted were: the reception in the crisis moment, in which they were given attention from social workers, physicians and psychologists. This helped them to uplift their self esteem, their self support and recover lost dreams to keep on living. They added that the only thing they would take away from the PoS TBP was the police vigilance, since that made them feel bad, taking them away from the possibility of acting like young adolescents. The parents and other relatives participated in the activities of the APs, this group was informed about the ways that the networks of sexual exploitation work and how to identify and defend themselves from exploiters and learn ways to denounce them.

The group of adolescents *prevented* that were interviewed, participated in the prevention activities even at

the age of 11 years old, but priority was given to the ones between 16 and 18 years old, as they were the ones that had the greatest risk. The participation of men (46%) was similar to those of women (54%). It is important to note that the families of this group of *prevented* boys, girls and adolescents; did not participate in the APs. The television (72%) is the most used communication media, followed by the radio (44%) and the newspapers (11%). The boys, girls and adolescents that participated in the prevention workshops remember to have received the following services: sexual education (36%), vocational training (26%), workshops and talks (10%), scholarships (0.8%). Their perception towards the services was very positive and 71% considered them good and 20% regular.

#### *a Child Labour*

The group of *withdrawn* had not been consulted through the survey, hence the lack of information within this section.

The group of *prevented* adolescents shows that 29 % of the boys work, that 13 % of the girls also work. In general only 21% of the total of the interviewees work. The reason why they do not work is their dedication to their studies. It indicates the high dedication to studying. The majority of the children working do it in the commercial sector. Of the ones that work through the whole year (65%), 23% do it in their holidays. 65% work in the afternoons, with working hours that vary from 1 to 3 or 7 to 8 hours per day. The majority work three days a week, but two important groups work between five to seven days. It is evident from the answers from the ones that work that they do so to support the family economic needs. The money owned is used for their personal expenditures and to cover the household needs. 80% indicated to be well treated at work.

#### *b Education*

The group of adolescents *withdrawn* was not consulted through the survey. Hence, no information is reported in this section.

Of the 124 *prevented* boys, girls and adolescents that were interviewed, in only one study, the majority has reached 3rd year of high school (88.5%). The EI indicates that induction into the labour market can be done only after concluding high school. The girls are the ones that attend schools (100%), compared to 98% of the boys. 99% indicates that they are now studying for the past three years. There are high expectations that their studies will allow them to get a job, take care of their families and become a professional. Out of the 124 people interviewed, 14% assists to some informal education course. The majority goes to vocational courses and other short courses. 63% assists to other courses and indicates that they do this to prepare themselves to the future. The added value to follow the courses is improving their role in the world of work.

#### *c Health*

The group of *withdrawn* was not consulted through the survey. Hence, no information is reported in this section.

The interviewees perceived that they have better health than what they had before. 69% have good health, while 24% added that their health status has improved in the past two years, 4% reported that their health has worsened and 67% were said to be the same. Only one of the children working reported that health has been affected for labour reasons, specifically because of the use of chemicals.

#### *d Free Time*

The group of *withdrawn* children was not consulted through the survey. Hence, no information is reported



in this section.

For the group of *prevented* boys, girls and adolescents, spare time is important in their lives. Both in the present like in the past, they love playing. A high percentage, 38% reports to have very little free time. In general after school they do domestic work, like cleaning, washing clothes, cooking, taking care of their brothers and sisters, amongst others. Only 4% points out to have not assisted to school to be able to carry out domestic work.

#### 4. RELEVANCE

While all two sectors selected for the Action Programmes respond to social situations affecting children and adolescents, the choice of the flower and banana industries took advantage of a national and international context<sup>39</sup> (2002-2003) in which various public and private stakeholders were interested in signing a free trade agreement with the United States and the consequent need to adjust regulations and labour procedures to that country's parameters. The role played by current events, however, does not minimize the importance of having chosen the banana and flower sectors; nevertheless, the fact that the programme took advantage of those circumstances meant that there was a lack of installed capacity for covering other areas of the economy mentioned in the ENEMDUR results<sup>40</sup> (2001), which showed a high proportion of working children and adolescents in agriculture, livestock, commerce, manufacturing industries and domestic labour in private homes. These sectors should be considered in future cooperation projects.

Apart from this, the decision to implement an Action Programme in the flower sector was important for two reasons. Since flower production is one of the most important economic activities in the country (flowers are currently the fifth-largest export), there is a clear need to maintain appropriate labour standards and quality production processes so as not to affect the positive impact of this activity on the economy in terms of creating jobs and generating revenue. Besides this pragmatic reason, the choice of the flower sector was also relevant because of the characteristics of its production process. Because flower production uses a large amount of chemical inputs, there is a broad risk threshold for workers' health, especially for children and adolescents whose development could be affected. Combating child and adolescent labour cannot be limited to quantitative factors; it also involves another series of variables, such as strengthening workers' organizations so that workers take ownership of and demand their rights. This issue was placed on the agenda of Expoflores through coordination and recent negotiations with FENACLE. Since the appearance of the flower sector in the country, no workers association have been established. The constitution of a workers association is one of the achievements of the TBP and the work of ILO/IPEC has facilitated the development.

The results achieved in the prevention and elimination of child labour in flower and banana production by far justify the costs incurred by the project, not only because of the improvement in the direct beneficiary children and adolescents and their families, but also because of the value of the models, methodologies, tools, commitments and capacities that are taking hold in public agencies, organizations of employers and workers, and other social stakeholders involved in the action programs, which has made it possible to

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<sup>39</sup> This was also a conclusion of the impact study.

<sup>40</sup> Survey of Employment, Unemployment and Underemployment in Urban and Rural Areas (*Encuesta de Empleo, Desempleo y Subempleo en el Área Urbana y Rural*), carried out in 2001, which includes a module on child and adolescent labour in Ecuador.

multiply resources and will enable continuation of the actions after the project's support ends.

Thanks to the project, it was possible to develop awareness-raising processes<sup>41</sup> within the trade unions. Child labour is now one focus of their training activities. There is interest in working with youth,<sup>42</sup> but actions are still incipient. The possibility of addressing the situation of youth more effectively also implies a critical review of how trade unionism has functioned in the country. For CEDOC-CLAT, addressing child labour and its consequences implies strengthening the fight for decent employment.<sup>43</sup> Workers must also be trained so that they can report cases of child labour in their workplaces. Social dialogue and the forging of a new social contract are valid options. They realize, however, that businesses are not always willing to participate. The trade unions feel that in the future the ILO should strengthen campaigns to publicize the content of agreements such as the ones on free association and collective bargaining.

Justification of the project's investment is especially visible in efforts to create a national climate conducive to combating the WFCL. The results achieved during this period, such as inclusion of the issue in the report of the MDGs, the National Development Plan, and proposals formulated by social stakeholders for the Constituent Assembly, as well as the strengthening of CONEPTI and the impetus given to the National Plan for the Elimination of Child Labour, are good examples of the commitment and national capacity developed to address child labour, including key stakeholders such as organizations of workers and employers that previously were not included in either the debate or the solutions.

As the project nears its end, data indicate that it will achieve its goals and meet its targets with significant success. In the area of creating a climate conducive to combating the WFCL, the accomplishments noted above are good examples of its effectiveness. In the area of reducing the incidence of the WFCL, the targets for prevention and withdrawal have already been exceeded.

Political, institutional and legislative changes that have occurred in Ecuador since the new administration took office confirm the relevance of the programme's contribution, both in creating a climate conducive to combating the WFCL and in reducing the magnitude of the problem. In particular, the inclusion of goals and targets for elimination of the WFCL in the National Development Plan (especially hazardous child labor, trafficking and CSE of children and adolescents) shows that the programme's contribution responds entirely to the country's needs and priorities.

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<sup>41</sup> **Training for trade unions in methodologies for the elimination of child labor:**

During this period, the model workshop for raising awareness about the elimination of child labour for unions associated with FENACLE was validated with 21 union activists. In addition, 16 awareness-raising workshops on child labour were planned and held in conjunction with FENACLE and its affiliated union organizations and workers. Approximately 210 people participated and made an active commitment to the elimination of child labour in workshops held in Los Ríos (Ventanas, Catarama, Pueblo Viejo, Baba and Babahoyo), Guayas (Triunfo, Milagro, Recinto Jaime Roldós, Villa Nueva and Tenguel) and El Oro (Río Bonito, Barbones, Pasaje, La Peaña and La Iberia).

<sup>42</sup> Organization of youths is a concern of CEDOC-CLAT. Work has begun this year with youth (ages 15 to 18), and alternatives are being sought for individual affiliation, especially for urban youths on the coast and in the highlands. FENACLE adds that this is a shortcoming in its work. Actions are still largely one-shot efforts. The Youth Secretariat is concerned about developing training processes for young people. About 800 to 1,000 youths are currently being trained.

<sup>43</sup> In the FUT's view, resolving the problem of child labour requires ensuring decent work for adults. "Without decent work, there will only be obstacles to the elimination of child labor."

## **5. LOGROS EN FLORES, BANANO Y ESCI**

### **5.1 Flower industry**

The first Action Programme for prevention and elimination of child labor in the flower sector was implemented from June 2005 to December 2006 in the districts of Cayambe and Pedro Moncayo. The second phase was from January to April 2007, and was aimed at providing continuity to the overall intervention strategy and reinforcing the work done in the district of Pedro Moncayo, as well as expanding the intervention zone to the district of Quito in the province of Pichincha and the district of Latacunga in Cotopaxi.

The implementing agency for the Action Programme is Expoflores — an association of export flower producers — through the Flower Industry Social Forum, which operates nationwide.

Overall, implementation of the Action Programme in the flower sector followed the strategies outlined in the project documentation, with the exception of identification of and support for the implementation of productive alternatives and support for better access to health services for children and adolescents, aspects that the former coordinator of the Flower Industry Social Forum acknowledged were not addressed by the programme.

With regard to the commitments made with the signing of the Addendum, the least-developed strategy was the promotion of recreational activities for free time. There was limited coordination with institutions that were capable of promoting the creation of sports infrastructure, as well as marginal support for sports, artistic, cultural and vacation programmes. Within this strategy, the programme's progress in organizing children and adolescents was barely incipient. Limited achievement of goals in this strategy area made it impossible to advance with the systematic documentation and evaluation of alternatives for the use of free time.

### **5.2 Banana industry**

The first Action Programme for the prevention and elimination of child labour in the banana sector was implemented from June 2005 to December 2006 in the districts of El Naranjal, Tenguel, Puerto Inca, Ponce Enriquez, El Guabo and Roldós. In the second phase, beginning in April 2007, besides providing continuity to the overall intervention strategy, it also sought to reinforce work done in those places.

The most significant result of the AP in that period was the organization and joint operation of FENACLE and DyA as a Consortium for the Elimination of Child Labour<sup>44</sup> in Ecuador. The consortium was formed to strengthen joint management of the programme for the elimination of child labour in banana production, which FENACLE and DyA had implemented in the first phase. The goal of this arrangement

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<sup>44</sup> The consortium also continued to participate in the Banana Industry Social Forum, whose policy agenda now includes actions aimed at the elimination of child labour. Its 2008 operating plan includes the following activities:

- Clear definition and formal acceptance of the document establishing the activities permitted and prohibited in the banana sector.
- Campaign to raise awareness and prevent hazardous and prohibited activities, targeting businesses and workers.
- Dual education-work plan as an alternative for adolescents over age 15 (accelerated education programs).
- Trade unions contributed by agreeing that collective bargaining contracts would prohibit the hiring of children. Elimination of third-party contracting, a fight led by workers, will also put limits on child labour.

was to: (i) Formulate a policy for the elimination of child labour in banana production that includes the workers' perspective: the lack of decent work is a principal cause of child labour in this sector. (ii) Through FENACLE, help ensure that children and adolescents displaced from child labour receive compensatory services (education, income supplement, etc.). (iii) Have FENACLE spearhead actions and policies for the elimination of child labor in banana production. (iv) Establish in FENACLE an area specializing in child labour.

During this period, the programme also began to develop partnerships with the Ministry of Labour and INNFA, both for the formulation of policies for the elimination of child labor and so that children and adolescents involved in the programme could gain access to services. For educational services, the AP has support from Telefónica Movistar's Proniño Foundation, which finances educational incentives for the children.

During this period, support agreements were finalized with the three Child Labour Inspection Offices in Guayas, El Oro and Los Ríos, and these offices took responsibility for overseeing development of three protection networks headed by the municipal governments of Guabo and Pueblo Viejo and those in the lower Guayas basin. During this period, there were no changes in the programme strategies outlined in the Action Programme approved by the ILO. There was only one change in one of the forms of education proposed. The program had planned to offer extended school hours for working children and adolescents, but the parents, INNFA, FENACLE and CECAT chose to establish an Accelerated Basic Cycle (Ciclo Básico Acelerado, CBA) <sup>45</sup> instead. This service provides working children and adolescents with accelerated education, enabling them to complete three years — 8th, 9th and 10th grades of secondary school — in one year. This is a service for those over age 15, and differs from the extended-hours service, which is only for those under age 12. The impact on elimination of child labour is greater because it is on-site and occupies all of the time available to the children and adolescents. It will also be linked to occupational training.

During the quarter, the project expanded its coverage, completed monitoring of the children and adolescents working with the project, and developed the awareness-raising modules and activities for use of free time during vacations. Flooding affected the activities and access to all of the project's intervention zones, however, and displaced beneficiary families from those areas. Possible compensatory measures are being studied, because the economic effects of this disaster will exacerbate child labour among families in the banana sector. The workshops and consultations with principal stakeholders in the banana sector were completed so that their feedback could be considered in the Agreement on the Elimination of Hazardous Work Activities for Minors between ages 15 and 17.

The AP developed socio-productive activities with the families of the boys, girls and adolescents that were

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<sup>45</sup> The accelerated basic cycle is an accelerated model approved by the Ministry of Education to enable adolescents over age 14, who have dropped out of basic education and are more than three years behind the appropriate grade level for their age, to finish the basic cycle (8th, 9th and 10th grades) in 12 months. The students attend classes with teachers who have been trained and contracted especially for the cycle. There are study materials for the students and guides for teachers, and the curriculum is adapted to the adolescents' needs, with special emphasis on reinforcing self-esteem. Classes are held in the students' community. Flexible Basic Education is based on the principles of accelerated education, which not only shortens the time, but also leverages the students' skills. The key areas are language, mathematics, natural sciences and social sciences. Other important areas are also included, such as physical culture and other areas adjusted to the weekly class schedule. The accelerated program is offered in the classroom, and allows the adolescents to work one day a week on plantations of businesses that have agreed to contract them for non-hazardous activities.

*withdrawn and prevented* with the purpose to give them an alternative to generate income, which will help them to collectively have access to work. An example is the cacao production. In this period the survey collected the information of the national census of 115 families of the area of Tenguel and its surroundings, as well as the areas of Santa Rita, Balao, Santa Rosa de Flandes, Las Mercedes and La Roldós of Naranjal in the province of Guayas, and the area of Chimborazo in the province of El Oro. In total, 326 boys, girls and adolescents have been introduced in the programme in the past two trimesters due to the child labour elimination strategy<sup>46</sup>.

During this period, the process of defining and agreeing on permitted and hazardous activities in banana production continued, along with implementation of control systems, reporting of cases of child labour and formalization of work for adolescents over age 15 in non-hazardous activities, ensuring appropriate working hours that allow the adolescents to participate in accelerated educational programs and vocational training.<sup>47</sup>

The Quimera Foundation has provided a significant support to the households and the banana sector **NNA** through two projects: *Las cajas de ahorro comunales*, that grant small credits, basically to women household heads from Machala; and another successful Project, the “Sport Options for **NNA**, linked somehow to the banana production..

### 5.3 Commercial Sexual Exploitation and Trafficking

The Project began in January 2005. The Action Programmes carried out with the Quimera Foundation (Fundación Quimera) in Machala and the Our Youth Foundation (Fundación Nuestros Jóvenes) in Quito validated a model for prevention, rescue, protection and prosecution in the areas of trafficking and commercial sexual exploitation of children and adolescents, based on two-tiered networking: 1) A Rights Network, consisting of DINAPEN, the Public Ministry’s Victim and Witness Protection Unit, and the Sex Crimes and Human Trafficking Unit, which coordinates the rescue of children and adolescents and criminal prosecution of those who exploit them; 2) A Services Network, consisting of the District Councils on Children and Adolescents; Protection Boards; local INNFA offices; health, education and social welfare offices, and other entities that provide comprehensive assistance to victims or potential victims of CSE of children and youth for their protection and restoration of their rights. Replication of this

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<sup>46</sup> Two hundred cacao plants will be provided, representing an income of approximately \$600 per year for the families. Delivery is expected to begin after 15 March 2008, depending on winter weather conditions. During this period, a technical expert made follow-up visits. To deliver this cacao package, the AP extension worker will follow a field protocol and provide monthly follow-up to ensure that the cacao is planted and offer subsequent technical assistance on fertilization and plant diseases. Monitoring of child labour will be done and there will be an assessment of the need for other services, such as educational incentives to ensure that the children and adolescents enroll and remain in school.

<sup>47</sup> The strategic partner for this process has been the Banana Industry Social Forum. The forum and the consortium have held workshops and meetings with AGROBAN, the Association of Banana Exporters of Ecuador (*Asociación de Exportadores Bananeros del Ecuador*, AEBE), the Association of Small Producers of Guabo (*Asociación de Pequeños Productores del Guabo*, APPBG), the Orense Banana Producers Association (*Asociación de Bananeros Orenses*, ABO), the Coastal Chamber of Agriculture (*Cámara de Agricultura del Litoral*), workers’ associations from FENACLE, youth associations from La Iberia, the Parish Board of Tenguel, the Parish Board of Iberia, Oro Banana S.A (OBSA), organic producer Walter Landeta, the Ministry of Labor and Employment, CONEPTI, INNFA, MOETICG, CORPEI, and the municipal government of Guabo, to present the strategies for the elimination of child labour and define hazardous activities and youth employment. The partnership with the Banana Industry Social Forum has been very important for ensuring the commitment of associations and institutions in the actions described.

model is beginning in other localities.

The Inter-Institutional Network against CSE in Machala used the approach for commercial sexual exploitation of children and adolescents that was developed by ILO/TBP and the assistance model from the Action Programme implemented with the Quimera Foundation to formulate the “District Public Policy for Action and Prevention against Trafficking for Purposes of Commercial Sexual Exploitation of Children and Adolescents in the District of Machala, and two court judgments due to begging, which have allowed different actors, networks and media communication as well as the public in general to raise awareness of CSEC and trafficking as violation to human rights. It is evident that the awareness is in relation of CSEC, and capacity has been built with national and international acknowledgement.

In **ESCI?** and the commercial sexual exploitation (la trata), it highlights other activities in which ILO/IPEC provided technical advice though on-going follow-up and finance. These includes for instance:

- Reinforcing the technical secretariat (CONAMU and CNNA) of the steering committee for preparation of the national plan for combating CSEC and human trafficking and smuggling.
- National Plan against Trafficking and CSEC approved by Presidential Decree in 2006.
- Organization of the First Tri-National Technical Meeting (Ecuador, Colombia and Peru) of top officials against the international trafficking of children and adolescents (2006).
- Formulation and implementation of the National Assistance Programme for victims of CSEC and trafficking in Machala, Quito and Lago Agrio (2007)
- Formulation of the District Plan against Trafficking and CSEC in Cuenca (2008).
- Formulation of protocols for assistance to child and adolescent victims of CSEC and trafficking in Lago Agrio (2008)
- Creation of a municipal assistance programme for victims of CSEC and trafficking in Quito (2008)
- Initiation of the project efforts with a study and modification of the legal penal norms and at the municipal and national levels, which allowed the debate and proposals to the legal system regarding trafficking and CSEC to persecute infractors.
- Production of high technical quality content targeting different social actors (educators, journalists, policemen, migrant agents, and managers of direct Action Programmes, amongst others) to inform them and raise awareness of their role in the detection, prevention and attention of the working boy, girl and adolescent, CSEC and trafficking from a personal and institutional level.
- Training of community teachers and university students in the prevention of trafficking and CSEC. .
- Integral attention model to the victims from a gender and human rights perspective, with the participation of the foundations NUESTROS JÓVENES, QUIMERA, Esquel, CCNA de Cuenca. Giving the following services:
  - At the individual level: temporary protection, health services, social, legal, education/training, counselling, scholarships, incentives and income generation activities.
  - From a family level: social security services, counseling, support to the link with institutions that give services of income generation, economic incentives that will guarantee the withdrawal and prevention services.

## 6. SUSTAINABILITY

This section includes the following aspects: institutionalization of the TBP, construction and consolidation of support networks, institutional capacity building and the strengthening of the institutional capacity for the elimination of the worst forms of child labour and the financing of future actions.

### Institutionalization of the TBP

The strategic option of working from the beginning to institutionalize the program was important for ensuring the sustainability of the outcomes. This was a constant throughout the project implementation period, and is reflected in the choice of implementing agencies, most of which have substantial experience in the area of child labour and a strong commitment to continuing this work in the future.

Efforts to institutionalize the programme were also evident in the strategies for strengthening the institutional framework for dealing with child labour, with special emphasis on more and greater systematic coordination and capacity building for public institutions involved in the issue. Moreover, the implementing agencies have acquired their experience and knowledge on the administrative aspects, in the direct action to support the awareness raising, the prevention and attention to girls, boys and adolescents victims or at risk of CL, trafficking and CSEC, as well as their families.

One of the legitimization and sustainability strategies of the Project of Support of the TBP, as well as the implementing agencies is the training and consolidation of institutional networks and organizations. From these instances, they multiply the economic, technical and professional efforts, and plan local and national actions of awareness raising and training regarding CL and the WFCL.

### 6.1 Conformación y consolidación de redes de apoyo

The following is a detailed list of the networks that have been built across sectors and that have had the logistical support of the implementing agencies and the Project of Support to the TBP.

#### **Networks against child labour**

National Network against Child Labour

National Steering Committee for the Gradual Elimination of Child Labour (CONEPTI)

Local networks against child labour in the flower industry

Inter-institutional network in the Pedro Moncayo district<sup>48</sup>

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<sup>48</sup> -As of 2005, in Pedro Moncayo and Cayambe, the network promoted the formation of the District Councils on Children and Adolescents, as well as Protection Boards. The work done for prevention and elimination of child labour, as well as the establishment of joint work policies, are among the elements that have led these councils to be recognized nationwide as examples of organization and problem solving.

-The network began 12 years ago as a joint effort by institutions in Cayambe and Tabacundo that were interested in coordinating efforts, avoiding duplication of effort and resources, and increasing the impact of their interventions. The Flower Industry Social Forum became part of this network. It currently consists of INNFA, SOY, the bilingual Education Office, the Provincial Education Office, World Vision's CEDIT, the SOY Consortium, Turujta and Ñucopen (two first-tier organizations), Municipal Government of Pedro Moncayo, Aid in Action and ADJ.

Inter-institutional network in the Latacunga district

Local networks against child labour in the banana industry

Inter-institutional network of the Pasaje district

Inter-institutional network of the Guabo district

### **Networks against CSE and trafficking of children and adolescents**

National Commission for the National Plan against the CSE and trafficking of people.

Networks against sexual exploitation of children and adolescents in Quito

Justice network

Protection and assistance network

Inter-Institutional Network against CSE of Children and Adolescents in Machala

Justice network

Protection and assistance network

Anti-trafficking task force connected with the network for protection of children and adolescents in Nueva Loja (Lago Agrio)

Coalition against CSE and Trafficking of Children and Adolescents in the district of Cuenca.

The work of the project in this area was of particular relevance since it could give the support to achieve the institutional coordination, the maximization of economic and human resources, as well as reaching the sustainability of their actions.

## **6.2 El fortalecimiento institucional y la eliminación de las PFTI**

The inclusion of the elimination of the WFCL on the work agendas of various national and local public and private institutions, within the framework of actions implemented by the project, create the expectation that they will be sustained after the TBP ends. In the case of CSE of children and adolescents, a national program has already been implemented, with funding from public agencies and private organizations, to continue the actions begun by the project in Machala and Quito and expand them to other areas, such as Lago Agrio. EXPOFLORES is negotiating with other agencies for funding to continue actions to combat child labour in the flower industry. Similarly, the consortium made up of the NGO DYA and the FENACLE labor organization has expressed its willingness to continue working after the TBP ends. It has obtained funding for educational services through the Pro Niño Foundation of the Spanish telephone company Telefónica. Other examples of the network coordination were:

- The existence of a national structure and local structures for combating child labour and the WFCL, such as CONEPTI and the sub-commissions and the social forums made up of representatives of employers, workers, the government and NGOs, strengthened national and local institutions by providing them with laws, regulations and municipal ordinances, as well as a foundation for the development of national and local public policy on child labour. Sustainability also depends on the human, organizational and financial resources that have been mobilized through the creation of networks of institutions



empowered to work on the issue.

- Workers' organizations such as CEDOCUT, CEOSL, CEDOCLAT, FENACLE and FUT have made combating child labour and the WFCL a priority. Results include various training activities and a key role in the Constituent Assembly and in the quest for ways to ensure the continuity of the work begun by ILO-IPEC.
- The existence of a national and local structure for the elimination of CSEC and human trafficking, consolidated through *networks of institutional services* offered by civil society organizations and *prosecution*, is a guarantee of sustainability.

### 6.3 Finance of future actions

The technical team of the ILO-IPEC together with the implementing agencies have done an important work in the negotiation of funds with the purpose of giving continuity to the results of the project of support to the TBP, as well as all the implementing agencies that now have the support of the national and international organisations to support the work that has been initiated in the eradication of the WFCL. 1

Table 10: Possible or current sources of funding for follow-up of actions

Implementing agency	Ending date	Geographic area	Possible or current sources of support
Quimera Foundation	August 2007	Machala, Guayaquil	IOM, INNFA, Task Force on Migration
Our Youth Foundation ( <i>Fundación Nuestros Jóvenes</i> )	May 2007	Pichincha, Santo Domingo de los Tsáchilas	IOM, INNFA
Expoflores	March 2008	Cotopaxi, Pichincha	Expoflores, USAID, FENACLE-DyA, Proniño
FENACLE-DyA Consortium	May 2008	El Oro, Guayas, Los Ríos	INNFA, Proniño
Esquel Foundation	May 2008	Sucumbíos	
ILO-IPEC	May 2008	Azuay	

#### Sustainability can be evidenced and strengthened through:

The participation of business associations is very important in prevention, reporting of violations and efforts to enforce existing legislation, as well as in generating resources to make future projects financially sustainable.

The strengthening of the Ministry of Labour, INNFA, MIES and labour inspection offices. Thanks to these institutions, legislative reforms have been promoted by national and local entities and many professionals have been trained in accordance with the provisions of the legal reforms.

Growing public awareness of the negative effects of CSEC, mainly among people organized in civic associations and networks that work directly on campaigns, studies, filing complaints, debates and proposals for legal reforms, etc.

The implementing agencies are a bridge between NGOs and government agencies. Advocacy activities also encourage the government and its agencies to take responsibility for restoration of rights as outlined in the National Plan against Trafficking.

As a result of the work with the media, there has been greater coverage of CSE of children and adolescents and better handling of the issue. Television reports during this period (4) refer to CSE, rather than “child prostitution.” This was a result of ongoing work with the media by the TBP and other organizations.

As a result of the intervention models developed by the Project through the APs for combating CSE of children and adolescents, various national and local institutions are taking steps to continue the actions that were begun in Quito and Machala and expand them to other areas. During this period, a district Plan against Trafficking and CSE of Children and Adolescents was formulated in Cuenca, as well as a District Public Policy against Trafficking for CSE of Children and Adolescents in Machala and protocols for assisting victims of CSE and trafficking of children and adolescents in Lago Agrio.

INNFA and the IOM expressed interest in supporting the continuation and expansion of the actions begun by the Project to combat trafficking and CSE of children and adolescents in Quito and Machala when the APs end. The TBP provided technical assistance for the formulation of the program for “Development of an Appropriate Institutional Response to CSE and Trafficking of Children and Adolescents in Quito, Machala and Lago Agrio,” transferring the information, approaches, methodologies and tools developed by the TBP. The new programme has a budget of about US\$300,000 provided by INNFA (\$250,000) and the IOM (\$50,000). Implementation of actions will be under the responsibility of the Quimera Foundation in Machala, the Our Youth Foundation (Fundación Nuestros Jóvenes) in Quito, and Catholic Relief Services in Lago Agrio, with the collaboration of MIES, MINGOB, MED, MSP, the District Councils for Children and Adolescents, and other institutions.

The Spanish Fund for the Millennium Development Goals convened the UN System in the countries to present proposals for inter-agency programs for various thematic windows. The TBP, in coordination with the ILO’s OSRA, joined other UN agencies in Ecuador in drafting proposals (concept papers) for the “Culture and Development” and “Youth, Employment and Migration” windows, including the elimination of the WFCL among indigenous peoples in the former and a youth employment component in the latter. Ecuador’s proposal for the Culture and Development Window won, and the TBP participated, with the other agencies involved, in the preparation of the project document, which is currently in the final approval stage.

The creation of a favorable political environment was important. It is important to mention the launching of the *National Development Plan*, that includes specific objectives for the elimination of child labour, trafficking and CSEC of boys, girls and adolescents. Moreover, it is important to highlight that after an evaluation process done by the members of the CONEPTI, its technical secretary was renewed and a working plan was approved that included the revision of the PETI national plan, that would contribute to build capacity in the national policies of eradication of the WFCL. In the legislative sector, the Trade Unions centrals proposed for their National Constitutional Assembly the revision of the labour chapter in the new constitution, in which the incorporation of the principles and fundamentals of work established in the ILO Conventions, amongst them the elimination of child labour.

## 6.4 Resource Mobilization

The Action Programme in the flower sector mobilized additional resources for the “Youth Sensation” vacation camp held in the summer of 2007. ORS, the flower sector business association, provided economic resources and the Ecuadorean Armed Forces donated books. CORPEI provided economic resources for the publication of materials to raise public awareness about the issue of child labour.

Beyond these one-time actions, however, there were weaknesses in the mobilization of additional resources. For example, in evaluating the flower sector action program in Tanicuchí (Cotopaxi), the representative of Expoflores noted that obtaining funds for future operation of the Flower Industry Social Forum is a “pending challenge.”<sup>49</sup>

For the banana sector and CSEC, the Project channeled resources from public and private entities. Actions for combating CSE and trafficking of children and adolescents, as well as the elimination of child labour in the banana sector, were efficient in that the resources invested in both the APs and the activities aimed at creating a context conducive to these efforts have yielded results with a multiplier effect at the national and local levels. Clear examples of this during the period include continuity in the transfer of assistance models and methodologies to other localities, such as Lago Agrio and Cuenca; the establishment of regulatory frameworks (municipal ordinances and local plans against CSE and trafficking) based on initial ILO experiences, and the start-up of a new national programme with resources provided by national institutions and other agencies, which is allowing the continuation of actions begun in Quito and Machala and their expansion to other localities after the project funding ends.

## 7. OTHER QUESTIONS

In this section the following aspects will be developed: indirect achievements by the Project, management of the gender and ethnic perspectives in the planning, implementation and monitoring stages; and the adoption of measurements to reduce the negative effects of gender discrimination to increase the positive effects, the internal and external factors that have influenced the project, and the increase of the capacity of the implementing agencies and partners to develop effective actions as a consequence. Finally, the contribution of the Action Programmes to the immediate objectives of the National Programme is developed.

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<sup>49</sup> Remarks by Mr. Ignacio Pérez Arteta, president of Expoflores, at the Accountability Meeting. Tanicuchi, 25 April 2008.

## 7.1 Indirect outcomes of the program

In the intervention zones of the banana sector AP, FENACLE youth groups were organized to promote youth employment and the elimination of child labour. Participation is still limited. This was perceived by the evaluators and was a conclusion of the Impact Study. This strategy together with the training of local promoters, also the FENACLE, constitute the fundamental pillars of the capacity building of the trade unions.

Worker and employer organizations that participate, along with the Ministry of Labour, in the tripartite leadership body of the Ecuadorean Professional Training Service (Servicio Ecuatoriano de Capacitación Profesional, SECAP), which has a budget of US\$30 million, have expressed interest in drafting a proposal to include the elimination of the WFCL in that service's plans. The TBP will begin talks with the two organizations about the possibility of proposing a national technical training program for working adolescents to help them move out of hazardous child labour into decent youth employment, based on the experience of the intervention in the flower and banana sectors.

This project has contributed, without any doubt, to evidence the labour tertiarization and its influence on child labour. In the enterprises outsourcing coexists with hiring forms to other enterprises or independent entrepreneurs to outsource specific work, as for example, the maintenance of the green house or nursery infrastructure, that was normally given to child labour. At present, these hiring forms have been regulated even by the government.

The gender and Manejo de las perspectivas de género y etnicidad en las etapas de planificación, implementación y monitoreo, y la adopción de medidas para reducir los efectos negativos de la discriminación de género y para aumentar los efectos positivos.

Progress in gender and ethnicity has been seen in the planning, implementation and monitoring stages as well as the adoption of measures to reduce the negative effects of the gender discrimination and increase the positive effects. Greater attention must be paid to these issues in future ILO projects in Ecuador. The inclusion of the gender category in prevention, detection and direct assistance requires changes in analysis and everyday practices of individuals, families, communities and institutions. These are long-term goals and the concepts will be assimilated slowly, as they also imply changes in the socio-economic situation, norms, values and customs. Gender should therefore be viewed as one of the decisive factors in social, political and economic relationships surrounding CSE and child labour. Any project that attempts to have an impact in these areas must take special care to observe and raise awareness about differences between men and women, since masculinity and femininity are social constructs. It will always be wise to consider gender in the processes of domination, subordination and differentiation related to CSEC and child labour, understanding these as social phenomena characterized by economic, political and cultural inequalities. It is very relevant in this type of work for the incorporation of the “nationality” categories for migrant population and “cultural diversity”.

## 7.2 Internal and external factors that have affected the project

The Project was positively affected by several external factors, the international certifications of the agro-export enterprises, which were an opportunity to sum up the efforts against child labour towards the elimination of the WFCL. Another relevant factor was the signature of the TCL with the United States, which conditionalities should be used to eliminate the WFCL.

The Project was initiated during political uncertainty in Ecuador, with an evident dismantling of the government, governance crisis, a thin social dialogue (official's rotation) and the working processes followed by the public institutions consulted by the ILO. However, the political scenario has changed and there are signs of sustainability, a greater social participation and a government ready to assume the social responsibilities of a social orientation. In all, an encouraging environment to allow the country to continue the actions initiated towards the elimination of child labour and the WFCL.

*“In this context, the national government has emphasized the need for profound social, cultural, political and economic change to correct the country’s inequalities. One of its principle postulates has been recovery of the state’s role as an active promoter of social equality” (TPR - March 2008)*

Ecuador’s coast suffered serious flooding beginning in February, affecting the areas where the AP banana project has been implemented. This had a detrimental affect on the AP’s performance in its final stage. The beginning of the school year was delayed, many families were displaced, and the loss of property and sources of family income will probably lead to an increase in child labour.

The programme, the agency implementing the AP in the banana sector and local assistance networks are making efforts to ensure that the target population affected by the disaster receives emergency assistance organized by the national and local governments and other agencies. A similar effort will be made to channel assistance to the target population during the post-emergency reconstruction phase. The AP ending date was extended from March to May to allow time to deal with this situation and complete the planned activities. The flower and banana APs continue to operate in the intervention zones; they are to end in May 2008. One noteworthy element is the follow-up and support provided at the local level to beneficiaries, their families, local assistance networks and municipal governments to consolidate the work that has been done. Unfortunately, the serious flooding that has affected the Ecuadorean coast, where the banana sector AP is implemented, has made this task more difficult. The banana sector AP encountered difficulties in delivering some educational services because schools were closed and the enrollment period was suspended on the coast. Nevertheless, work continues and at times the program teams in the zone have had to combine the program’s activities with others related to the emergency.

### **7.3 Increase in capacity of implementing agencies**

The Project's actions have unquestionably contributed to the work of the implementing agencies, which have strengthened their capabilities in terms of management, digital information systems and databases, monitoring, planning and ongoing evaluation. The agencies have taken ownership of these processes, adapting them to their needs and to the demands of other funding agencies after the project ended.

One noteworthy partner agency initiative is that of CONEPTI, which held a national forum on child labour to review the National Plan. This demonstrated its repositioning and ensured its legitimacy as the agency specializing in child labour and the WFCL.

Studies and local base lines (bananas, flowers, CSEC and trafficking), KAP studies and other research on child labour and CSEC done with project funds and technical assistance from ILO-IPEC have been shared with implementing agencies and other partner organizations. The use of these results has contributed to better approaches to the issues and better management of APs and other projects by these agencies. The implementing agencies and other organizations (SOY, IOM, INNFA, DyA) have also adapted the databases provided by the project as a tool for monitoring their projects for combating the WFCL.

## VIII. LESSONS LEARNED FROM THE PoS TBP

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-Creation of opportunities for civic participation, **facilitated and promoted by the TBP**, such as community ombudsmen, community oversight task forces, etc., require following up to ensure their consolidation and sustainability through self-development, self-financing and shared management. These community structures require monitoring and a timely response to their needs, with well-established guarantees of control.

-The creation of community oversight systems to support the work of labour inspectors on farms (in the case of flowers and bananas) is a good initiative; nevertheless, besides the training of their members, these systems must be strengthened through ongoing monitoring (guidance in action), to increase their capability for ethical observation and social responsibility; provide them with legal tools and skills for negotiation and mediation; give them legitimacy at the local level; and empower their members.

-**The PoS to the TBP made huge efforts to make** the implementing agencies understand and implement a gender approach and rights-based approach, incorporating them into the practices and strategies of the project, their organizations and partner organizations. **However, these efforts must continue to be strengthened and followed up if the transformations obtained will remain having an impact on the Ecuadorian society.**

-**It has been proved that the participatory methodologies, well applied and adopted are a fundamental pillar for the programme's and project's success in social development. The challenge for the Project is to recreate, publish and share techniques and methodologies in the work with communities, to potentialize the creation and strengthen the capacity of the local organizations. The leaders training to lead the workers and communal organizations is necessary. The community participation should allow to reach spaces that the APs can not. It is also important to generate the capacity in the communities to give answers to problems and generate solutions.**

-There is a need to facilitate the design, dissemination and evaluation of structured, ongoing, sustained awareness-raising campaigns in the media, in order to reach strategic target audiences, share the results, challenges and lessons learned, and ensure the project's multiplier effect. **In this way, actions should be facilitated and promoted with the involvement of the private enterprises, mass media communication to obtain the pertinent impact. The development of awareness raising campaigns would need directors, media chiefs, editors and national and local stakeholders.**

-Advocacy on formal education is strategically important and can be done on various fronts already opened by the Project. Activities should include advocacy about study programmes at universities that train professionals, formation and awareness raising among Ministry of Education officials, involvement of national ministerial authorities in discussion and decision making, and advocacy on primary and secondary school study plans.

-**The *withdrawal* of the CSEC networks has characteristics that go from the individual, family, community and social, giving the answers that need to be thought in the same way. The individual level needs to**

continue with the restitution of the rights, the strengthening and reconstruction of a world vision and a value scale that will allow the denunciation and judgement of the networks of CSE. In the family, to reconstruct the family support networks, the support of the socio-economic conditions, with socio-productive alternatives that will go beyond the survival strategies of its members. In the community, the action should be directed towards the consolidation and building of new support networks, the participation in local activities that will end up in decision making, negotiation, co-participation and the establishment of recreational and educational initiatives, the strengthening of the local leadership and the training on CSEC. In the social, the strengthening and construction of new institutional networks, the strengthening of a culture that claims for its rights, the articulation of political will nationally and locally, the strengthening of capacity building in local and national institutions, and the achievement of a legislative promulgation both at a regional, local and municipal level.

-The elaboration of baselines with high quality methodologies similar to those of research regarding rigorously the viability and its trustworthiness.



## IX. IDENTIFIED GOOD PRACTICES

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- The multi-axial character of the Project, (prevention, withdrawal, awareness raising, legislative capacity building, coordination and negotiation, systematization and awareness raising) acts at different levels and in different aspects of the problem that gives credit to its methodology.

- The baselines of CSEC and child labour previous to the Project, in each area of intervention, allowed to generate a knowledge base good for the comprehension of the phenomena and the awareness raising of key stakeholders from the private and public institutions. These methodologies follow others from high quality studies.

- Raising awareness of the social problem through specific training activities to journalists to influence the media.

- The practice of the ILO/IPEC to permanently improve their monitoring system parameters to the needs of the implementing agencies and the environment characteristics. However, it is important to mention that the information registry systems (electronic database) developed and integrated by ILO/IPEC with their partner agencies, are of high quality and pertinent to decision making.

- As part of the strategy of the Project of Support for enrolling children and adolescents in school, the educational materials developed by the Wiñari project, which was implemented by DyA and WLID, were used by the Action Programmes, particularly in the flower industry, to establish accelerated education programs for adolescents between ages 15 and 17 who were behind their grade level in school. The use of materials prepared by another project was not only a strategy for optimizing resources, but also demonstrated that there was a foundation of homogeneous concepts and approaches among the projects for combating child labour, which facilitated better coordination and created opportunities for collaboration.

The early entry of children in the work force limits their options for recreation and relaxation. Activities implemented by the Project have helped the children, adolescents and families participating in the Action Programmes develop practices different from those that are commonly seen, as well as recognize the value of recreation and relaxation as important elements in human development. The vacation camps organized by the Action Programmes were especially appreciated.

- The dedication of the efforts of the Project to the Support to the TBP in the protocol formulation for the institutional intervention in the sexual exploitation of boys, girls and adolescents (e.g. health protocol in Machala, integral protocol in Lago Agrio, judicial protocol in Cuenca). The impetus given from the TBP of actions that will allow the application of personalised action plans for the boys, girls and adolescents, victims or in risk of sexual exploitation, around their life projects (Cases: F. Quimera and Fundación Nuestros Jóvenes).

## X. CONCLUSIONS

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-The project's two objectives were aimed at strengthening institutions for the elimination of child labour and implementing direct actions in particular areas and sectors to prevent and eliminate child labour. The combination of these two dimensions enriched the project dynamic and made it possible to establish processes and strategies that complemented other actions that otherwise would have suffered from a unilateral approach. If the project had been limited to the Action Programmes (APs) and the development of political and regulatory frameworks, it would not have gained the importance that it obviously has in recent years. Similarly, if it had focused only on political advocacy, there probably would have been a risk that the results would have been more rhetorical and disconnected from real practice. It is therefore the combination of direct action in the field and the consolidation of political, institutional and regulatory frameworks that gave the project its richness and enabled it to achieve its outcomes.

- The actions for the *prevention* and *withdrawal* of the boys, girls and adolescents of child labour and specifically the CSE, have initiated an awareness raising and capacity building process on officers of public and private institutions, on NGOs and the public in general. There have been important efforts of great relevance that were the initiation to building cooperation networks for investigation and working processes. However, in spite of all the effort, it needs to continue with the work to expand to other sectors and productive branches as well as other geographical areas of the country.

- Development of a policy for the elimination of child labour in the banana sector, with INNFA, has begun but requires consolidation and follow-up. The actions of NGOs and international cooperation agencies are important for beginning a process that must be continued through the design and implementation of public policies. This requires inter-sector, inter-agency and interdisciplinary alliances at the local, regional and national levels to ensure the prevention of CSE, trafficking and child labour and the withdrawal of children from these activities. Most of the processes that have begun should also have a follow-up phase to consolidate the outcomes, address challenges and put into practice the lessons learned. One important area is productive alternatives for low-income families, whose children must work to contribute to the family income.

- The direct attention to the boys, girls and adolescents and their families during short periods was effective but obliged the government to complete the actions with public policies that are relevant and efficient. Unfortunately the creation of public policies with regard to commercial sexual exploitation, trafficking and child labour in general, compromises the international cooperation to continue with this type of initiative.

- From the standpoint of redistribution of resources, working closely with business associations raises questions. Given that efforts at cooperation are meant to decrease inequality and poverty, the project lacks sufficient justification for providing financial support to associations such as Expoflores, which have technical and economic resources. Financial support could be provided in an initial phase as an incentive to gain the group's active support, but once this is done, the support should decrease until instead of receiving, the producers' associations are channelling resources to benefit the programme and help support actions in the field.

- Sustainability as a strategic approach that guided the project's management and its Action Programmes. Sustainable project management meant that the ILO emphasized the protagonism of local stakeholders, while the ILO team played a facilitating and supporting role. The decision to begin implementing the Action Programmes only after progress had been made on the institutional framework<sup>50</sup> was also consistent with the criterion of sustainability.

- Recognition of possible organizations, projects or initiatives that could provide continuity to the work done by and with support from the project. The project helped bring together public and private institutional stakeholders through mechanisms for coordination and institutional inter-connection to combat child labor and CSEC at the national level and in each province, contributing to the development of joint platforms for action, such as the proposed legislative reforms.

- **The promotion and facilitation of the TBP** emphasis on a tripartite approach (which has a broad scope but is still incipient), and the programme's implementation has enabled various government agencies, community organizations and business associations to work together to eliminate the worst forms of child labour, with concrete outcomes such as the approval of the National Plan for the Prevention and Elimination of Child Labor and the 2004 reform of the Criminal Code to penalize trafficking. As a result of greater coordination and integration between CONEPTI and the National Council for Children and Adolescents, the elimination of child labour became a strategy in the draft proposal for a 10-Year Plan for Integral Protection of Children and Adolescents, which was drawn up within the framework of the Code for Children and Adolescents, with the establishment of tripartite CONEPTI groups within certain sectors of economic activity (such as the Flower Industry and Banana Industry Social Forums).

- The project design reflects appropriate knowledge of the issue and the context. From the design phase, the Project demonstrated clarity in the concept of child labour and CSE, both as a crime to be punished and in terms of the inter-institutional, multi-disciplinary nature of strategies needed to win legislative reform, raise public awareness, strengthen and interconnect institutions, take preventive action, and provide direct integral assistance to children and adolescents who are victims or at risk of CSE, etc. The Project outlined a comprehensive response to the multiple aspects of the problem. The Project has helped provide an integral response to the problem of CSE in the country, making opportunities for inter-institutional action a key element for fostering discussion and organization of efforts to combat child labor and CSEC. The work has made it possible to leverage the actions of various institutional stakeholders.

- Because of the absence or weakness of sector-based labour organizations, strategies are needed to create or strengthen them so that this sector can take ownership of and demand enforcement of its rights. The implementation of this type of strategy is even more important in a context marked by great change in the productive and labour structure of a country such as Ecuador, which requires not only training and awareness raising, but also close monitoring and accompaniment of trade unions and workers' organizations. There are no labour organizations in the flower sector. The progress made toward decent work is basically due to recent changes in labour regulations, which limit third-party sub-contracting. In this sector, sub-contractors commonly included children and adolescents covertly in work groups for temporary labour.

- In a country where political instability and governance reflect great rifts, there is a need to reinforce ILO-IPEC's practice of keeping national, provincial and municipal partner institutions informed about actions implemented, discussions in the field and challenges and responsibilities related to the prevention and

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<sup>50</sup> The CSEC action program began in January 2005, while the Action Programmes in the flower and banana sectors began in May and June of that year, respectively.

withdrawal of children and adolescents from CSE, trafficking and child labour. It is also necessary, that in projects like the one of support to the TBP, efforts are articulated to consolidate the building processes of local, regional and national public policies for the elimination of child labour.

-Results exceeded the planned targets. The implementing team showed no difficulties in achieving the proposed goals during the project addendum period. Implementation of the Project showed significant strengths in prevention and awareness raising, components of which have very satisfactorily met the immediate objectives for national and local coverage. There has also been significant, though still inadequate, progress<sup>51</sup> in the restoration of rights and capabilities to children and adolescents, especially in the educational sphere, through direct assistance in the provinces of Cotopaxi, Pedro Moncayo, Pichincha, Guayaquil, Machala, Santo Domingo, El Oro, Guayas, Los Ríos, Sucumbíos and Azuay. The initiatives in awareness raising, training and dissemination of information have had a high impact at the national level and should be expanded to other provinces of the country. In the view of all the institutions and organizations consulted, ILO-IPEC should continue to promote similar projects to combat CSEC in Ecuador to strengthen the institutional capabilities of national and municipal government entities, trade unions and NGOs to combat CSEC and defend and demand enforcement of the rights of children and adolescents.

- Outcomes and impacts can be achieved with relatively few resources. Needs in the areas of elimination and prevention of child labour and problems related to CSEC and trafficking exceed the possibilities and strategies of short-term projects. The project's strategy was very appropriate, however, as it defined target populations for actions and awareness raising and training on CSE and trafficking. It channelled resources and made strategic, appropriate choices of civil society organizations (implementing agencies and partners) to strengthen their institutional capabilities. It also helped strengthen existing governmental and non-governmental networks, allowing broad, strategic coverage of the various areas in which the problems of CSE and trafficking occur.

-The evaluation did not provide opportunities to directly hear the views of children who were victims of or at risk of involvement in CSE and targets of the Project's actions. Nevertheless, interviews with officials from implementing agencies and public institutions indicated that the project helped improve their physical, social and psychological conditions and provided them opportunities to receive assistance and refuge. There were few but strategic advances in the detection of trafficking networks and investigation and punishment of those responsible for sexual exploitation, which helped decrease impunity and served as a step toward effective restoration of rights to children and adolescents.

-The participation of children and adolescents in trade unions, sports groups and community organizations demonstrates the need for processes that explicitly encourage their participation, as well as training for teamwork. This was perceived by the evaluators and was also a conclusion of the Impact Study.

- The commitment, mystique, dedication and technical capability of the ILO-IPEC team and partners. The personal commitment of the teams involved in prevention, elimination of child labour, CSE and human trafficking and their strong technical skills were crucial for providing appropriate assistance to children and adolescents at different levels. All of the institutions and organizations consulted during the evaluation

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<sup>51</sup> Because of the qualitative and quantitative magnitude of poverty at the national level and in the project's areas of direct influence.

propose continuing actions aimed at the prevention and elimination of child labour and CSEC and protection for victims of CSE in Ecuador, with contributions from ILO-IPEC.

*“The technical and administrative support received by the organization was positive, because we worked together in an atmosphere of mutual trust, coordination and communication. This allowed the development of joint strategies for overcoming obstacles that arose in the course of the AP.”*

*“The technical support was always timely. We were provided with sufficient material, training and information about the administrative and technical tools, about good practices in other APs, about gender and rights approaches, which led to enhanced knowledge and expertise that resulted in better assistance to beneficiaries. The capability and experience of the ILO-IPEC staff overall had a positive impact on actions, interventions and implementation of processes.”*

-The implementing agencies' teams show great commitment, organization, technical capability and executive capacity. There was strategic vision, negotiation and institutional coordination for channelling resources toward sustainable actions with a national, provincial and local impact. Their protagonism is the result of the role played by ILO-IPEC as facilitator and motivator, rather than protagonist in the Project's implementation. The partners' work allowed the re-creation of methodologies and strategies and made the intervention more efficient.

-A project of such short duration cannot affect deeply rooted cultural practices or structural problems. There is a risk that children and adolescents will remain in or return to the work force, as is verified in the results of the Impact Study. This means there is a need to continue supporting actions and processes aimed at the creation of models for intervention with other groups, including indigenous peoples, using a multi-cultural approach with an emphasis on community-based social interventions that replicate the good practices already developed. The Impact Study confirms that child labour is closely tied to poverty and confirms that there is a widespread cultural belief that work is normal and is a way of supporting the family. Child labour and CSEC persist even in areas where the project had direct influence. This means there is a need for sustained, longer-term action; suspending or ending a project after one year of intervention reflects clear limitations whose results are demonstrated and described in the Impact study.

-Targets for withdrawal and prevention of participation in child labour and the WFCL were exceeded (Figure 4). Overall, changes are observed in the way child labour is viewed and there is some significant improvement in the formal sector of the economy, although there is still generalized hiring of minors in domestic labour, agriculture and informal commerce. In formal sectors, such as the flower and banana industries, there has been a significant increase in the number of workers under age 15 and an improvement in working conditions for adolescents. Legal work contracts are being signed, they are being enrolled in insurance plans, they receive the legal wage and their exposure to risks has been reduced. Oversight mechanisms and labour inspection have led to this great change (Impact Study).

- The opinions of withdrawn girls and adolescents of commercial sexual exploitation deserves attention. For them, the programme enabled them to have periodical health checks and value their bodies. To secure their attention, the managers of the programmes in Quito and Machala had to hide the exploitation situation that the girls and adolescents had gone through. The health professionals – very similar to the educational sector – have many prejudices with this theme.

- The situation of the girls and adolescents that have been rescued from commercial sexual exploitation is worrying since the psychological coaching, the social and health work depends of the capacity of the executing agencies to mobilize the funds and the capacity of the local and national governments to give answer to the incipient demands.

- The difficulty to promote the elimination of child labour has been observed if it is not linked, in some cases, with the creation of alternative income that can replace the one generated by the boys, girls and adolescents. Even if the scholarships are the foundation for building the programme phases, it is convenient to consider the intervention of other national actors that will generate economic initiatives in the medium and long term.

- Social Forums were created and consolidated in which the subcommittees of the CONEPTI were working. These were Social Banana Forum and the Social Floral Forum.

In all reports reviewed, and in the opinion of interviewees, it was noted that ILO-IPEC's work processes were always aimed at reinforcing institutional structures for the development of national and local public policies. Despite the political instability in Ecuador in recent years, there has always been a group of institutions interested in the ILO's work and willing to participate in joint efforts. One example of this is that the Project also participates in meetings of the UN System country team, which has included the issue of child labour in the formulation of the 2008 UNDAF and in inter-agency projects submitted to Spain's DOM Fund.

## **XI. RECOMMENDATIONS**

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### **1. OIT / IPEC and USDOL**

-ILO and USDOL should pay attention to the goals and deadlines set for “withdrawing” children and adolescents who are victims or at high risk. Withdrawal from risk scenarios requires greater follow-up, which signifies more time to ascertain “withdrawal.”

-It is important to keep in mind that before a direct assistance project begins, at least four months are needed to lay the institutional groundwork and train the staff. Allocation of economic resources should take this into account and allow adequate time for budget disbursements for the projects, as was the case with flowers and bananas.

- Continue strengthening the households’ income generation as a form to replace the income derived from child labour and child labour exploitation, by means of the training of the adolescents and the families of boys, girls and adolescents in risk, by the identification of self-employment alternatives both collective and individual, e.g. cooperatives and job funds, amongst others. .

### **2. INSTITUTIONAL CAPACITY BUILDING**

The counterpart institutions (INNFA, MIES DINAPEN) should consider the strategic convenience of maintaining CL, CSEC and trafficking as components of the national and operational plans at the local and provincial level.

- The MTyE and the MIES should continue promoting the Inter.-institutional coordination and capacity building in the provinces, municipalities and churches: commissions, municipality councils, boys, girls and adolescents counsellors, dissertation tables, amongst others; supporting the legitimization of culture and institutional practice of the participant entities and the legal formalization. But, even with the advances in the legal field, there are still limitations in its execution.

- The implementing agencies, within their follow-up actions should continue to give impulse to the sharing of experiences amongst the partners and other agencies, done in the provinces in which the project took place. Moreover, it is important to extend the socialization experiences to other country provinces. It is important to share the material of the ILO/IPEC with public institutions (INNFA, MIES, DINAPEN, MTyE, ME).

- In their follow-up, the implementing agencies should continue with the Project actions directed to promote the elimination of commercial sexual exploitation and child labour, actively articulating them with other national and municipal strategies to explore the realization of joint actions to sum efforts, amongst others.

### **3. HARMONIZATION OF THE REGULATORY AND LEGAL FRAMEWORK**

-Progress on legal reform, new legislation, harmonization of codes and approval of ordinances, achieved

with the Project's support, should be massively publicized and shared with other agencies in other geographic areas of the country, by the ILO and partner institutions.

-It is advisable to continue training processes to disseminate information about legislative reform (criminal and procedural) to judges, public defenders, prosecutors, national and provincial police, etc., to facilitate the reporting of cases, identification and detection of violations, and prosecution of cases.

-A strategy is needed to strengthen mechanisms for the administration of justice and to continue awareness raising and training for officials working in that area.

#### **4. AWARENESS-RAISING PROCESSES**

-So far, awareness-raising campaigns have not been ongoing. Future projects implemented by INNFA, MIES, DINAPEN, MT&E and ME should ensure the continuity or permanence of such campaigns.

-ILO-IPEC should motivate and provide guidance to partner institutions that do systematic pre- and post-measurements for massive awareness-raising campaigns, gauging the knowledge levels and attitudes of certain target audiences to determine their impact.

-ILO-IPEC and partner institutions should continue evaluating the possibility of incorporating alternative, traditional and new media (local, state and national) to join forces in this area. Examples include theatre, music festivals and sporting events, etc.

-Partner institutions and trade union organizations should continue to develop strategies that have an impact on the education sector, such as including the Ministry of Education in existing mechanisms for inter-agency coordination; establishing commissions, committees and consensus-building groups at the national and municipal levels; etc.

-Creation of special diploma programmes in CSEC and child labour, sponsored and accredited by trade union and employer organizations, and negotiation of the inclusion of courses or modules in existing degree programs in psychology, social work, journalism, education, medicine, law, public administration, etc.

-It is recommended that the TBP continue with the evaluation and design of strategies for prevention, detection and filing complaints that guarantee that problems of special populations are specifically addressed: indigenous people, people with disabilities, domestic labour, child labour and intercultural matters and child labour in the informal economy.

#### **5. TRAINING PROCESSES**

-Continue to establish mechanisms to evaluate the results of the training that has been done, such as those implemented by the Quimera Foundation and the Network. Establish mechanisms for following up training activities in key sectors (journalists, public officials, partner institutions, etc.) to evaluate the impact two or three years after their participation in training activities.

-It is important for partner institutions to continue with the strategy of identifying NGOs to provide training on topics related to rights, gender and CSEC, targeting the private sector, public agencies, trade unions and the media, etc.



## **6. DIRECT ASSISTANCE**

-Partner organizations should continue community-based efforts for prevention, detection and assistance to the at-risk population and/or victims, using participatory methodologies to ensure a more constructive, humanistic approach to assistance.

-ILO-IPEC should continue to promote institutional coordination among INNFA, MIES, MT&E, ME and MS; and between these agencies and trade unions, NGOs and the private sector; and between all of these and the agencies responsible for the administration of justice, including police, prosecutors, the courts and DINAPEN.

-Implementing agencies should continue multi-disciplinary assessment of children and adolescents who are victims or at risk (of CSEC and child labour) to arrive at interdisciplinary models for evaluation and assistance. This means continuing to adequately complete all of the instruments designed to gather information from these assessments. This information will provide input for discussion in multi- or interdisciplinary teams to assess the situation of children and adolescents, make team decisions and develop plans for individual and collective assistance. This, however, does not imply neglecting assessment of families and the community context in which the families live, using multi- or inter-disciplinary analysis in accordance with the team's level of professional maturity.

-Provide monitoring of child and adolescent victims to ascertain and document withdrawal from CSEC and define their "graduation" from the program or develop strategies for overseeing their reinsertion into the family, school and workplace when appropriate.

-It is important to remember that the problems of CSEC and child labor are rooted in the poverty, inequality and discrimination suffered by a significant sector of society. If the roots of these problems are not addressed, it will be difficult for any effort, however appropriate, to eliminate or reduce them. Now that national and local governments have launched assistance programs for excluded groups where the problems of CSEC and child labour are entrenched, the actions of these types of international cooperation projects must be linked to government programs to help improve the living conditions of families of children and adolescents who are victims or at risk.

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## **XIII. ANNEXES**

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Annex 1: Tables

Annex 2: TOR. Final Expanded Evaluation

Annex 3: List of interviewees

Annex 4: Interview Guides

Annex 5: Activities Chrono

Annex 6: Stakeholder Workshop Agenda

Annex 7: List of Stakeholder workshop participants

Annex 8: Impact Study

Annex 9: Table of materials produced for awareness raising.