



International  
Labour  
Organization

# **Action Program for the Elimination of Child Labor in Shellfish Harvesting in El Salvador**

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**Final Evaluation Report  
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**This document has not been professionally edited**

**International  
Programme  
on the  
Elimination of  
Child Labour  
(IPEC)**

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# 1. Executive Summary

## 1.1. Introduction

The present summary includes a synthesis of the final evaluation of the Action Program: “Progressive Plan to Eliminate Hazardous Child Labor in Shellfish Harvesting”, located in Espíritu Santo Island, Municipality of Puerto El Triunfo, Department of Usulután, Republic of El Salvador.

The evaluation covers the period July 1, 1999 to November 30, 2000. It had the following objectives:

- To determine if the planned objectives of the program were achieved
- To analyze the results
- To analyze the actions carried out
- To determine the impact and lessons learned

## 1.2. Evaluation Methodology

### *Type of Evaluation*

The focus of the evaluation was the analysis of what was planned in relation to what was executed. The final evaluation was carried out after the implementation of the program. The evaluation was based on the program design, which contains the basic definitions adopted.

### *Goals of the Evaluation*

The evaluation covered the following goals: The validity of the design; execution and performance, including relevance, efficiency, efficacy, unexpected outputs, sustainability, visibility, and issues of special interest to the program, especially the gender component and the attention to the children and adolescents that are at risk.

### *Information Gathering and Processing*

A process of collection, analysis and interpretation of information was carried out using written sources and fieldwork. The following activities and documents were analyzed: design documents, monthly and final reports, training and sensitization programs, and other documents related to the execution of the program. Content analysis guides were employed for this purpose.

In the fieldwork, the following sources were consulted: the National Coordinator of IPEC, the program team, officials from public and private institutions, members of local organizations of the Island, and the direct beneficiaries of the program.

**Table 1: Summary Table of the Fieldwork Completed**

Source	Instrument	Number Of Interviews
Program Team	Semi-structured interview guide	2
Direct Beneficiaries	Evaluation survey	23
Local and municipal authorities	Semi-structured interview guide	8
Municipal level authorities	Semi-structured interview guide	2
<b>TOTAL</b>		<b>35</b>

### 1.3. Evaluation Results

The following is a summary of the main outcomes of the evaluation.

#### *Relevance*

The design and the outputs of the program are relevant considering IPEC's strategy for the elimination of child labor. The selection of the implementing agency (Organización Empresarial Femenina - OEF) was appropriate because of their experience and institutional capacity in the implementation of programs of this nature.

#### *Effectiveness*

The following comparative table summarizes the actual outcomes of the program in relation to what was programmed.

**Table 2: Comparison of Expected Outputs and Achievements**

<b>Expected outputs</b>	<b>Achievements</b>
175 boys and girls, and 72 families identified to participate in the program	A situation assessment of the Island was conducted in order to identify the conditions and needs of the target population. Program participants were identified
The community of Espiritu Santo Island sensitized about the problem of child labor in shellfish harvesting	Not only were the beneficiaries sensitized, but also a complete and permanent mainstreaming of the objectives and goals was achieved
Interinstitutional Committee of support	Important support from the Island's organizations was obtained, but limited involvement of public and private institutions
Organized target population	An appropriate local organization, involving the majority of the community, was established
20 families developing micro-enterprises to improve family income	50 persons trained and a total of 15 families benefited from the establishment of 12 microenterprises
A revolving fund administered by a Credit Committee in operation	Rules for internal management of the micro-credit scheme were established, including procedures for the assignment of credits.
Systematize and disseminate the experience of this program to the rest of the country	Adequate systematization of the information was not achieved. Diffusion was carried out by mass media.
Improving the health condition of 175 boys and girls	A total of 175 boys and girls were attended to, improving their health conditions
Improving the nutritional status of 100 boys and girls	72 families benefited, improving the height and weight of 80% of the boys and girls
72 families trained in mental health topics	72 families were trained in mental health issues, with special emphasis on the eradication of the use of narcotics and sedatives
Improve the mental health of 133 boys and girls between the ages of 2 and 15 years old	Remarkable changes were observed in attitude, personal appearance, hygiene, and self-esteem in the targeted children.
Enroll 133 boys and girls between the ages of 6 and 15 years old in formal education	Scholarships were granted to 135 boys and girls, of which 129 continue to attend school. A workshop for teachers was organized in order to advise them on supportive actions for improving school performance and retention. An additional output achieved was 15 adolescents enrolled in the Institute located in the municipality of Puerto El Triunfo.
25 boys and girls participating in vocational workshops	This output was not achieved since the national counterpart institution did not support this activity
175 boys and girls participating in recreational and cultural activities	Only 70% of the expected beneficiaries participated in the recreational and cultural activities such as sporting events, excursions, and debated

Expected outputs	Achievements
Creation of the Center for Child Development	The establishment of the Center for Child Development was achieved, attending to a total of 18 expected beneficiaries and 12 more belonging to other families in the surrounding community
Second phase of the program negotiated	The achievement of this output could not be confirmed for lack of systematic information

### *Efficiency*

The general management was marked by the appropriateness and good quality of the project staff. The main factors that interfered with the administration, mentioned by all those involved in the program, have been the lack of material resources and equipment, which is related to increased needs of the beneficiary population, and the lack of support from public and private institutions. Lack of general coordination and communication was observed, as well as weaknesses in the coordination processes between the program team and the public and private institutions. Other difficulties encountered have been the weakness in the planning processes, systematization, and program evaluation.

Concerning the intervention, the project was sufficiently customized and in agreement with the beneficiaries' needs. It has also been adopted within the community.

### *Effects*

The program has generated awareness and involvement of the population in the progressive elimination of child labor, by improving health conditions, promoting schooling and providing economic alternatives to the families. Child labor in the Island has been almost completely eradicated: 95% of the target group no longer work in shellfish harvesting and, to date, attend school regularly.

There is a remarkable increase in the levels of solidarity in community organization and participation, and a decrease in family violence and child abuse.

The involvement of key institutions at the municipal and national level, such as: the Mayor's Office, the Health Post, and the Salvadoran Institute for the Protection of Minors, was important. However, their interventions did not result in permanent and sustainable activities.

## **1.4. General Conclusions**

- It is undeniable that this program has contributed to the elimination of child labor, by means of an integral strategy that involved boys, girls, and adolescents, and also the community and the families.
- The great majority of the quantitative targets have been reached. The efforts of the personnel in attending to the different demands, including their ability to provide proper material, transportation, and other resources, was crucial in reaching these goals.
- The program must confront the important challenge of making the efforts to eradicate child labor sustainable, with the participation of key institutions from the public and private sectors.
- The weakness of the planning and evaluation processes impeded the process of systematizing the experience, and a large part of the methodology employed was not recorded.

## **1.5. Recommendations and Lessons Learned**

- It is important to incorporate training activities for implementing agencies about planning, monitoring and evaluation, focusing on the Logical Framework Approach, in order to achieve better results in the execution of the project.
- Continue and strengthen the coordination processes initiated, and continue and strengthen the alliances and agreements between the public and private institutions at the local level.
- Strengthen the technical assistance efforts and financial support of the business groups, encouraging the participation of other actors from civil society and the State.
- Promote training processes at the formal and vocational levels to strengthen the technical capacity of participating families.
- Continue with the awareness raising and training, with special emphasis on the achievement in community work, solidarity and participation, as well as the rights of children and adolescents.
- It is extremely important to make use of the experiences of coordination (and lack of coordination) between the program management and the public and private institutions. Unless a participative working plan is established and specific objectives and goals are defined with the institutions involved in the topic, the sustainability of the program cannot be guaranteed.
- The economic capacity of a considerable number of families has been improved, creating the base for the actions to eradicate child labor being sustainable and extending the benefits to more inhabitants of the Island.
- The importance of the leveling courses in terms of support for enrolling children in school is undeniable, and it must be enhanced; however, its sustainability is not guaranteed outside the structure of the action plan.

## 2. Final evaluation report

### 2.1. Introduction

This report contains the results of the evaluation of the **Plan for the Progressive Elimination of Child Labor in Hazardous Shellfish Harvesting**. The Plan was executed by the Organization for Women's Enterprise (Organización Empresarial Femenina - OEF) and funded by the United States Department of Labor (USDOL) through the International Program to Eliminate Child Labor (IPEC), of the International Labor Organization (ILO).

The main objective of the Plan is to contribute to the progressive elimination of the shellfish harvesting activity among children and adolescent residents of El Espíritu Santo Island, while ensuring the rights of this population and providing productive alternatives for the family.

The report contains a description of the evaluation framework, details on the methods used, and procedures and instruments employed. The results of the evaluation are presented for each of the goals, as well as a summary of conclusions, recommendations, and lessons learned.

#### Background of the Evaluation

The independent evaluation is of special interest to the donor and the administrators of the program who consider the possibility of establishing a regional strategy of broader reach to eliminate child labor. The evaluation will analyze the parameters of the relevance, the efficacy, efficiency, and program effects, while considering the future potential for sustainability of the outputs achieved and the possible medium and long range effects.

The general purpose of the evaluation is to examine all the activities carried out since July 1999 to November 2000, including the impact and the lessons learned during the execution of the program. At this point, information and results can be applied to future activities using the framework of the evaluated program as well as to other similar programs.

#### *Child Labor in Shellfish Harvesting*

The poorest families of the El Espíritu Santo Island arrived as refugees due to the armed conflict that occurred between 1980 and 1991. The only source of income and employment in the area was shellfish harvesting.

The shellfish are mollusks that can be found buried in the mud in the coastal zone of the Jiquilisco Bay, where the decomposing roots of mangrove trees provides nourishment for shellfish.

Children and adults must begin the harvesting of the shellfish very early, sometimes before 5:00 a.m. and occasionally without time to eat during the usual 10 hour workday.

Since the mud is very deep (between 30 and 60 cm. deep) it is not possible to use special boots or gloves to protect their hands while digging in search of mollusks.

The children face a diverse set of problems due to the serious nutritional deficiencies resulting from their lack of food, and the prolonged workdays which prevent them from attending school.

The roots of the Mangrove trees have irregularities that damage the children's and adults' skin, as do parts of the shellfish; and since they are found in the mud, there are great possibilities of infections. The weakness due to the lack of nourishment is addressed by using stimulants, which are widely used by children and adults, with serious risks of addiction.

There are many creatures that inhabit mangroves: crabs, snakes that can severely injure a person, biting gnats and mosquitoes, and the persons who harvest shellfish use tobacco to scare them away. It is also shared with the children (the majority of whom are between 4 and 12 years old) that lead to the risk of pulmonary diseases at a young age.

After a workday of 10 or more hours, the children gather an average of 25 shellfish, which pay a price of ¢25.00 per dozen, leading to an income of ¢50.00 (\$5.71) per day.

## **Brief Description of the Evolution of the Program**

The Action Program consisted of basically three general periods, the first of which includes the design of the program that required the participation of the Salvadoran Institute for the Protection of the Minor and the IPEC Program. During this stage, the beneficiary population was identified, the program proposal was formulated, and the community was consulted.

This period also included the negotiations for approval and the designation of the implementing agency, which was an NGO.

The second period included the execution of the Program during the approved period of time of 12 months. Activities were developed to initiate the program and to execute the program strategy in two of the three components: Education, Health, and Productive Alternatives.

Finally, the third period consisted of the first extension of the approved program for five months: July to November of 2000 and in which the actions were related to the Mental Health and Productive Alternative components.

Although this extension period was approved, all the planned actions could only be completed in a limited manner, since in the last stage the credits were delivered to start the productive alternatives without having the opportunity to offer technical assistance and support during the initial stages of the productive alternatives nor during their development; during the evaluation no technical work related to this was observed.

## **Critical Analysis of the Methodology Employed in the Evaluation**

The evaluation made use of different technical tools which allowed a qualitative and quantitative analysis of the results of the Action Program.

### Documentary and Bibliographic Analysis

Initially, documentary information was required to explain the way in which the Program was executed, therefore advance reports, letters of understanding between the implementing agency, IPEC, and other key actors in the zone were needed, as well as information about the budget.

On the other hand, it was hoped that the information compiled from the Program report by the Executive Agency and other information contributed by the social actors involved in the topic would be systematized.

After the documentary and bibliographic analysis, matrices and information analysis guides were created, as well as revised document data on the terms of reference of the Program (including the terms of reference for the execution of the Program), the initial diagnostic, the program document, reports from public and private institutions involved in the topic, advance reports, and other secondary sources that provided pertinent information. It is important to note the quantity of important information which is dispersed and barely systematized.

### Key Informant Interviews

In an attempt to guarantee high levels of objectivity in the evaluation and establishment of conclusions and relevant recommendations, it was decided that information provided by key actors involved in the Program should be incorporated.

A list of important key actors was created for the action program, and interviews were conducted with them, covering the following topics:

- **Design Process:** Included questions about the methodology employed to design the program, the levels of participation, and the relevance.
- **Execution of the Program:** The manner in which the program was developed was investigated, as well as the implications for the strategic actors, the main obstacles faced, and the actions developed to overcome them.
- **Levels of Interinstitutional Coordination:** Since the participation of the social actors is important for the sustainability of the program, the mechanisms of coordination adopted by the program and the level of involvement of the public and private organizations were investigated.
- **Program Results and Sustainability:** In order to address the terms of reference of the evaluation, a section was included in the interviews to explore the observed outputs and the perceptions of the actors with respect to the sustainability of the Program in the medium and long term.

#### Direct observation

In order to validate the bibliographic evidence and the primary sources of information, a process of field observation was developed, in which corroborating information was sought regarding the beneficiary community. Observation guides were created to address the general conditions of the island.

Within the field observation process, an analysis of the future sustainability of the Program was included, especially with respect to the creation of microenterprises, access to better health and hygiene conditions, as well as enrollment and continued attendance of children and adolescents in school.

#### Preparation of the Evaluation Report

After the information was compiled, it was written up in the evaluation report according to the guidelines established in the terms of reference (TORs).

## **2.2. Program Design**

### **General Considerations: Logic of the Design**

The program suffers from various methodological problems in addressing the previously identified problems. For example, the previous assessment was developed by the Salvadoran Institute for Protection of the Minor (ISPM), under the program “Hagámoslo Nosotros Mismos” (HANOMI) or “Let’s Do It Ourselves”, that did not precisely identify the main issues facing the island, and it had not been carried out at the time that the action program was implemented.

It should be noted that the actions undertaken by OEF to conduct another assessment in addition to the one carried out by the ISPM, when the program activities had already been started, was advantageous in allowing the needs of the island to be addressed more precisely and to allow better characterization of the target population.

The precision of the program then reached beyond the initial implementation of the first activities. These activities were defined in an appropriate manner and in general terms, given that the outcome indicators were not registered from the beginning. Although there was an attempt to establish some quantitative indicators, they were very general.

## **Relevance of the Design**

It is recognized that the program was designed after a participative assessment, at least in respect to the Salvadoran Institute for the Protection of the Minor, the entity responsible for conducting this initial task. In accordance with the information gathered during the field visit and ISPM reports that were supplied, both the authorities and the beneficiaries of the program concurred that the main problems have been addressed.

In practice, neither a substantive change in the strategy of the program was demonstrated, nor was the existence of the problems and needs related to child labor that differed from those established in the program. In general, the project was aimed towards achieving the target goals established in the work plan designed by the OEF.

## **Definition of the Strategy**

After analyzing the information, it is important to mention that the planned strategy for the program was based on the resolution of the identified problems.

In this sense, the interinstitutional coordination was initially promoted to allow the program to offer integrated assistance to the beneficiary population, including the approval of the cooperative for the development of program activities. Therefore, the priority on physical and mental health served as a base for developing the rest of the components.

The education component served as a mechanism for sensitization of children, adolescents, and parents, together with the promotion of the organization and sensitization of the beneficiaries as the second stage of the program, culminating in the creation of the enterprise component and the granting of microcredits for establishing productive alternatives.

It is worth noting that the monitoring, evaluation, and follow-up activities as strategic elements of quality control were not established as important actions in the program, which demonstrates a certain weakness in the capacity to adapt to the changes or to adjust the strategy which was initially defined.

## **Description of the Target Population**

The target population is defined from the first approximations of the assessment conducted by the ISPM, and includes 174 boys and girls under fifteen years-old, 148 older youth and adults from 74 families from the Espíritu Santo Island, of the Jiquilisco Bay in the Department of Usulután in El Salvador. The target population does not belong to the El Jobal Cooperative; yet they rely on shellfish harvesting for a living, and they employ children and adolescents.

However, in the same document there are discrepancies with respect to the beneficiary population, without sufficient justification for the increase of one child in the number of direct beneficiaries (from 174 to 175) and the reduction of two families in the total identified (from 74 to 72). These discrepancies in a program document cause confusion in the execution and evaluation of results; in the future it is recommended that the information be compatible with the reference documents.

### **El Jobal Cooperative**

The El Jobal Cooperative is a productive cooperative organization established in the early 1980s. It is the property of the Island and is made up of some 225 families (who are all members) that carry out different productive activities: poultry farms, cashew harvests, milk production, etc., although their principal activity is coconut harvesting for use in production of coconut oil which is sold nationally and internationally and has many uses. The governing body of the Cooperative is its Board of Directors, whose president was interviewed during the study.

The document does describe the social and economic conditions well and makes a clear link between them and the existence of child labor.

The benefits provided to the beneficiary population are directly stated and the expected outputs of each one of the components are clearly outlined. This baseline was used to orient the evaluation activities in general and this document makes frequent reference to this point.

### **Institutional Framework of the Program**

A correct institutional conceptualization of the program was observed, although some institutions were not included within the institutional framework, principally in the Socioeconomic Development and Civil Participation components, including the public agencies that promoted tourism, exportation of non-traditional products, and economic development services for the microenterprises. This is likely due to the limited vision of the program, scarce resources, and the absence of specific programs from the institutions in the project region.

### **Responsibilities of the Agents Involved**

With the exceptions mentioned in the previous section, it can be concluded that all the public institutions involved in the work in the zone have been approached, taking into account their institutional mission and the target population that is served. Each institution plays a unique role in the program, especially the Salvadoran Institute for the Protection of the Minor, which has responsibility for coordination.

However, the absence of a participative methodology in the definition of the roles and responsibilities of the agents involved was noted, which has repercussions for the execution process of the program, but this point will be addressed later.

It is recommended that in the future, the public organizations involved in the program should be consulted with respect to the roles and commitments that will be required of them. Otherwise, actions aimed at sensitizing these organizations and securing their involvement should be provided for in the program document.

### **Objectives and Indicators of Achievement**

The objectives have been well formulated, considering the necessary criteria for defining the program strategy.

The objectives of the program are clearly established, and from them, it is easy to construct a follow-up strategy. The expected outputs were tacitly expressed, but the outcome indicators were not. It is worth mentioning that although quantitative indicators are used, such as the number of children assisted, the indicators that facilitate monitoring and follow-up of the program are lacking throughout the different stages of implementation.

The clarity of the objectives facilitated the construction of the program strategy, which is why so many of the products, activities, and investments were easily defined and established in the program. The following were considered the main products: the elimination of child labor in shellfish harvesting by means of adopting productive profitable alternatives and their enrollment (or re-enrollment, as the case may be) in the formal education system, as well as access to basic health services.

The section referring to the productive alternatives is important, since it establishes ideas that can guide the execution of the program. These ideas are feasible given the available information about the island at the time that the program was designed. In addition, at least seven productive alternatives to be implemented are presented, as well as assigning school scholarships and developing health brigades, with the purpose of satisfying and completing the planned benefits.

It should be noted that the program does not specifically consider a monitoring and systematization strategy. Specific budgetary items were identified in the action program, but these resources are not specifically assigned in the program document, which impedes the implementation and decision-making during the program.

### **Assumptions**

The form in which the program is presented does not allow the main external factors that influence the execution and success of the program to be defined.

Therefore, the available documentation about the program does not consider this information, making it difficult to analyze the outputs obtained by the program and the causes of discrepancy.

This situation could be overcome with the requirement of including the logical framework in the program document; which would not only facilitate the follow-up and technical evaluation, but also would provide a useful tool for information analysis and management by the implementing agency.

The field observation reinforced this idea, since there were divergences around the difficulties confronted by the program, the same ones that were documented but not systematized afterwards. The actions undertaken to resolve the problems or critical situations responded to an initiative of the implementing agency but were not established as premises of future actions. It was recommended that a contingency plan based on the critical conditions identified in the design be recommended.

### **Pre-conditions**

The previous obligations that the principal agents of change must complete do not appear to be tacitly indicated, but rather, of a generic and global form, without indicating how the minimal obligations that must be completed prior to their incorporation will be satisfied. Some mention is made with respect to the general functions of FUSAL and CENDEPESCA, but without more details. This is complemented by the lack of definition of the institutional roles.

In practice, a line of positive action is observed by the implementing agency toward this point, since the establishment of specific commitments was promoted by the beneficiaries after guaranteeing constant participation around the objectives.

## **Logic of the Intervention**

The logic of the intervention was strengthened in practice. The program began its activities on the island managing the institutional support and promoting the activities of the health and education components as the greatest priorities.

Afterwards, the achievement of the planned actions for the rest of the components followed the planned strategy. This affirmation is based on the document reports that were carried out by the OEF and attached to the activity reports. This was confirmed by the authorities involved and the beneficiary families during the field visits of the evaluation.

This partially explains the need to extend the program during six more months to finish addressing the components of interinstitutional coordination and promotion of productive alternatives that could not be completed during the original period.

## **Outcome and Process Indicators**

The action plan establishes fifteen specific outputs to be reached within the three program components. These indicators satisfy the requirements of quality and quantity, although they have not been systematized in the document.

The lack of outcome indicators for the established activities is considered a weakness, making it even more difficult to follow-up on each of the activities.

There is some confusion with respect to the outcome indicators that the action program establishes, since some of them differ from those established in the initial document. No evidence was found showing that IPEC authorized the establishment of new indicators, and moreover among the follow-up documents, there is no document that establishes the expected outputs of the program in each phase.

The expected statistical information was not systematized, which highlights the structural weakness of not establishing a procedure for dealing with outcome indicators.

## **Methods and Sources of Verification**

In order to verify the outcome indicators, the work plan designed by the OEF was used as a reference for the execution of the program. In that document the fifteen outputs to be obtained within the three components were established. Based on these, specific questions were incorporated in the data collection instruments.

Although the OEF document was used, in which the indicators were established, the indicators do not completely coincide with those found in the work plan, which was problematic, as in the case of microcredits.

Therefore, the verification of the indicators was not easily accessible, especially when considering the fact that the program documentation was dispersed and not well systematized, although it was not incomplete. At the same time, the absence of appropriate systematization made verification of the indicators difficult.

## **Community Participation in the Formulation of the Action Program**

The participation of the beneficiaries in the development of the program document is not verifiable, although according to the information provided by the Salvadoran Institute for the Protection of the Minor

and the results of the beneficiary surveys, they actively participated from the beginning and were motivated by the community leaders. There was not access to relevant information that allowed description of the process and analysis of the results.

The consequences derived from participation of the beneficiary community in the identification of problems and needs to eradicate child labor in shellfish harvesting in the mangrove swamps were positive, since they provided definitions of the program components and therefore the strategy. This contributed to the incorporation of the majority of the beneficiary population in the program activities.

### **Previous Studies**

Although the diagnostic study conducted by the ISPM contributed to the initial identification of the problems, there was still a need for a second diagnostic study by the implementing agency with the purpose of consolidating knowledge of the community. In fact, the majority of the program activities were based on the study conducted by ISPM.

According to the analysis, it was concluded that the baseline studies allowed the implementing agency to understand with more precision the problems of the island in the three components of the program.

## **2.3. Implementation and results**

### **Administration and Intervention Models**

The program prioritized some forms of the intervention at the expense of others. The norm during the implementation period was a lack of a concerted interinstitutional intervention plan that addressed all the areas of interest outlined in the program and that allowed the attention to be focused on the risk factors to the health and development of the children carrying out dangerous work.

Therefore, the lack of institutional participation was compensated for by home visits and through specific steps with the institutions involved in the program.

Fortunately, the awareness-raising actions with the target population encouraged their involvement in the program, and a considerable effort to incorporate the population group in the program activities was only required during the first months.

With regard to the interinstitutional relations, direct contact or interviews with the leaders and presidents of the main community institutions and those of the surrounding area of Puerto El Triunfo were conducted.

Some commitments were made in accordance with the revised documentation, which is not necessarily in keeping with the basic characteristics of the “Interinstitutional Letter of Understanding”, unless “an informal act of commitment” exists.

The other activities developed in the field, that pertain more to implementation than management, were carried out in two manners: group meetings with the direct beneficiaries, to motivate them to participate, and personal visits to reinforce, verify, and confirm that the measures that were promised were carried out.

In the future, these personalized aspects should be considered the value added by the program and not the standard to address the lack of participation and commitment on the part of the institutions involved.

## **Variations in the Work Plan**

Basically, the implementation of the action program changed with the formulation of the first work plan, favoring some actions at the expense of others. It is not known if these reformulations were actually approved by IPEC, since access was not available to the related documentation, although the elaboration of quarterly reports in which details on the developed actions showed that these changes were made official.

In general, the partial success of the outputs did not necessarily imply changes in the objectives outlined, which were focused on eradicating child labor in shellfish harvesting in the mangrove swamps, improving access to education, improving access to health services, and providing productive alternatives. However, the achievement of these objectives was affected, to some degree, by the failure to complete the outputs.

Likewise, the absence of uniform indicators in the program makes it difficult to identify the changes in implementation compared to the original work plan. This weakness can be found expressed throughout the 18 months of the work, and even the reports do not provide relevant information with respect to the progress of the beneficiary population around the components.

## **Participation of the Community**

Initially, there was some apathy in the beneficiary population, attributable to the instability of the technical team. Afterwards, thanks to the efforts by the coordinator, and to the educators who went to the homes of the beneficiaries, and to the partners of the program on the island, the population was motivated to actively participate in all the actions.

The participation of the children and adolescents in the community has been direct and substantial, as indicated by the surveys and by observations by the evaluators. The participation of the beneficiary population was demonstrated through their incorporation in the Committees, the motivation generated by the personal or group meetings with the technical experts of the implementing agency and the other institutions involved, educational attendance, and health services received, among others.

In practice, the beneficiaries continued actively supporting the program, which is supported by the technical team's work on the island in providing follow-up to the community actions.

Without doubt, it can be noted that the direct participation of the beneficiaries has effects on the improvement of relations within the family and community; while becoming aware of the need to eradicate child labor in shellfish harvesting and the notable need for the children and adolescents to continue their formal education.

Other examples of the most visible consequences generated by the direct participation of the beneficiaries are the acceptance and practice of norms related to social and hygienic conduct, the adoption of productive alternative measures through the establishment of microenterprises, as well as awareness-raising on the importance of women's participation, and most importantly the incorporation of these in the activities, although gender education beyond actions of empowerment and participation is lacking.

## **Main Obstacles**

Among the main obstacles observed by the implementing agency were resistance by the population that formed part of the El Jobal Cooperative, due to the lack of communication prior to the implementation regarding the direct and indirect benefits of the program. This was resolved through discussions with the president of the cooperative, which led to interaction and cooperation among the families involved in

shellfish harvesting and the producers of coconut oil, which was not considered possible before the program implementation.

There were meteorological and environmental conditions characteristic of the coastal zone, to which the technical experts were not entirely accustomed. Since nocturnal schedules were adopted for working on the activities and group therapies because of the work schedules of the beneficiaries and natural factors such as the tides, conditions of physical exhaustion were an issue at times. Other obstacles were also encountered.

Moreover, the lack of basic services during some periods of time, such as water and electricity, affected the nighttime activities. Since the problems of electrical supply were beyond the control of the program, activities were continued with use of candles.

On the other hand, the delays in payments by IPEC for the implementation of some of the planned activities led to temporary delays and affected the performance of the Credit committees, and the realization of cultural activities of integration and socialization. The necessary communications were made so that the required payments were procured as soon as possible.

### **Commitment of Public Institutions**

For the purpose of the present evaluation and using the action plan as a reference, three levels were formulated under which the public institutions would participate in the program: the third level is coordination, which corresponds to the ISPM; the second level refers to support in specific areas assigned to the public institutions that require a presence or permanent service; while the incidental tasks are the responsibility of the institutions of the first level.

The second group of parameters of analysis are related to three levels of commitment: the third constitutes a permanent and complete commitment toward the responsibilities assigned by the program; the second relates to the temporary or reactive participation; while the first is a complete lack of support to the program.

In this sense, a classification is presented that may vary if more complete information is available:

- (a) Salvadoran Institute for the Protection of the Minor: According to the information provided by the Action program, this institution's responsibility was the coordination of the program. In practice it was not carried out in this manner, but rather they were limited to providing follow-up to the program activities. Perhaps it would have been possible to establish an effective interinstitutional coordination if this institution had assumed its role in an effective manner.
- (b) Ministry of Education: Its role corresponded to the second level. There was good coordination, and a considerable effort was made by the school center of the community to assist the population of children who were out of school. Some teachers even doubled their initial school population, supporting the Ministry of Education with the creation of two sections of first grade. This institution presented the greatest levels of support to the program.
- (c) Public Health Ministry and Social Assistance: Permanent and complete attention to health was demanded in the program, but in practice this condition was not reached. The influential factors in this case were the existence of a national program (PROGRAMA SALSA financed by USAID) that assigned to FUSAL the responsibility of addressing health on the island. In order to put this project into practice, this NGO received financial support from Save the Children (Sweden). However, to compensate for the lack of permanent attention (since FUSAL only provides attention on Mondays

and Fridays), medical brigades were developed in which the children were deparasitized, vaccinated, and given medical attention for the common diseases on the island. In the future will be necessary to promote permanent services on the island.

- (d) National Civil Police: Their responsibility was to provide support in informing the community on the rights of the family, but in practice it did not function in this manner. To our knowledge their only actions taken were preventive patrols done by some elements of the Joint Task Force of the Police and Armed Forces. In the future, a greater interinstitutional coordination is required so that they assume their established role in the action program.
- (e) CENDEPESCA: This group participated by supporting some families in the implementation of the shrimp hatchery. Their effort was effective in creating the hatchery with the appropriate conditions to cultivate the shrimp. However, they did not gain constant participation, due in part to the lack of institutional support for the program.
- (f) Mayor's Office of Puerto El Triunfo: Despite the fact that a member of the Municipal Council is a resident of the island, the participation of the Mayor's Office was marginal, limited only to attending private events, such as the delivery of piñatas during project events. They did not assume the role of support in controlling the consumption of narcotics on the island.
- (g) CENTA: They required technical support for the productive alternatives of the beneficiaries on the island. However, this institution was not completely involved in the support of the beneficiaries of the program.
- (h) Ministry of Labor and Social Security: They should have promoted labor rights and provision of labor mediation services, but to date, no effective support has been put into practice, nor has any recognition of the work of this institution been observed by the beneficiaries of this program.
- (i) Salvadoran Institute for Professional Training: In the action program document responsibility for this institution was not established expressly, and in practice their support in providing vocational workshops was not achieved.

During the execution of the action program, a low level of commitment and a lack of effective coordination among the institutions was observed; however, the level of commitment from these institutions could have been elevated with the use of specific instruments, such as in the case of letters of understanding that establish the responsibilities to be assumed.

It is worth mentioning that there have been good interinstitutional relations since some of the specific activities were coordinated in the areas of health, cultural activities, and security, among others.

### **Management of the Income Generation Component**

In order to generate productive alternatives and substitute child labor in shellfish harvesting, and as a means to facilitate new and better sources of income, surveys were conducted about the possible activities that would be feasible, given the needs and conditions of Espiritu Santo Island.

Subsequently, training programs that corresponded with these alternatives were prepared, starting from a previous assessment that was not available during the evaluation.

On the other hand, some of the people opted not to attend the trainings, considering that the assignment of credits would be independent from the trainings, which is why only 12 microenterprises that involved 15 families could be implemented, and why the target of 20 families could not be reached.

In that manner, the new productive programs that were implemented range from the creation of a shrimp hatchery to the installation of traveling fruit sales, clothes sales, among others.

The approval of an elevated amount of money for the installation of a shrimp hatchery (¢100,000.00) merits special attention by the evaluator group. This might seem like a discretionary assignment of money since only four families are involved and it is led by the same number of male heads of household. When considering that the other alternatives were allotted credits that range between ¢800.00 and ¢2,500.00 colones for the expansion or creation of new productive sources, there is a clear difference between these corresponding amounts. In part, the vision of effective transformation that this initiative presupposes for the families involved was based on the vision of the implementing agency who made these financial assignments.

At the root of the microcredits, different mechanisms of action were observed that did not always act in a coordinated manner. On the one hand, the credit committee, created by the Action Plan, analyzed the information presented by the beneficiaries and announced that the appropriate entity for managing funds was not established. Moreover, the credit committee of the implementing agency added that contradictions were generated in some cases. It is therefore suggested that a mixed structure be organized with participation of technical experts from the implementing agency and community members in order to achieve a more expedient process.

During the field visits, it was shown that the productive alternatives do not even generate a visible impact on the living conditions of the beneficiary population; in part because the time between the assignment of the credits and field visit was very short (less than six months), although it is hoped that at the end of a year, there will be substantial improvements. On the other hand, the recuperation of the credit fund has been successful in most cases, with only two persons being highly delinquent in their payments, but having paid at least two initial bills.

**TABLE 3: IMPLEMENTATION OF THE ACTION PROGRAM**

Parameters of Analysis	Commentary
Models of Administration and Intervention	The program prioritized some forms of intervention at the expense of others. The norm during the execution period was the lack of a concerted interinstitutional intervention plan that addressed all areas of interest outlined in the program and allowed the attention to be focused on the risk factors to health and future development of children working in dangerous jobs.
Variations in the Work Plan	Basically, the effectiveness of the action program changed with the formulation of the first work plan, favoring some actions over others. It is not known if these changes were approved by IPEC
Participation by the Beneficiary Community	The children and adolescents of the community have been directly and substantially participating, as proven in the surveys of the beneficiaries, which were designed by the evaluators.
Consequences of Participation	The direct participation of the beneficiaries, the children, adolescents and adults, had the effect of improving relations within the family and community and on raising awareness of the need to eradicate child labor in shellfish harvesting, as well as for children and adolescents to continue their formal education.
Principal Obstacles Faced	<ul style="list-style-type: none"> <li>Resistance from members of the El Jobal Cooperative</li> </ul>

Parameters of Analysis	Commentary
	<ul style="list-style-type: none"> <li>• Adverse climate conditions</li> <li>• Lack of basic services</li> <li>• Delays in payment by IPEC</li> </ul>
Degree of Commitment from the Public Institutions	During the implementation of the action program, a low level of commitment and lack of effective coordination among the institutions was observed.
Management Mechanisms for the Productive Alternatives Component	The microcredit fund showed different action mechanisms that were not always carried out in a coordinated manner.

**TABLE 4: LEVEL OF COMPLETION OF THE EXPECTED OUTPUTS**

Expected outputs	Achievements	Comments
175 children and 72 families identified to participate in the program	A situational assessment was conducted on the island, starting by identifying the conditions and needs of the target population and identifying participants for the program	With the hiring of new personnel to coordinate the program, effective community participation could be confirmed during the assessment
The community of Espiritu Santo Island sensitized about the problem of child labor in shellfish harvesting	Not only was sensitization of the beneficiaries achieved, but also their complete and permanent integration with respect to the objectives and goals outlined was achieved	The success of the methodology employed was the result of customized actions and of direct contact with the community
Interinstitutional Committee to support the project functioning	Important support from organizations on the island were obtained and a limited involvement of public and private institutions was confirmed	The delays in the implementation and the lack of methodology of coordination and planning limited the integration and participation of key actors such as the Mayor's Office and the Health Department
Target population organized	An appropriate local organization was established, involving the majority of the community	An agreement on participation was created that overcame the conditions initially established
20 families create productive projects, alternatives to improved family income	50 persons were trained with a total of 15 families benefiting, by means of the creation of 12 microenterprises	The benefits of this output are evident from the improvement in living conditions. The low levels of education and the illiteracy of the beneficiaries could lead to a limited effectiveness and sustainability in the area of administration of microenterprises
A revolving fund overseen by the Credit Committee	Regulations were designed for the microcredits, in which procedures were established for the assignment of credits. The existence of norms related to the functioning of the revolving credit could not be confirmed.	In some cases, the assignment of credits was realized in a discretionary manner, both by the members of the Credit Committee and the credit area of the implementing agency
Systematize and disseminate the	There was not an adequate	It was recognized as one of the best

<b>Expected outputs</b>	<b>Achievements</b>	<b>Comments</b>
experience in the rest of the country	systematization of the information. The diffusion was carried out by the main means of communication	practices for the elimination of child labor in IPEC programs. The lack of a standardized process of systematization negatively influenced the completion of this output.
Improved physical health conditions for 175 children	A total of 175 children were attended to, improving their physical health condition	A reduction of 80% of the diseases was indicated and a process of follow-up was established for the critical conditions identified
Improved nutritional status for 100 children	72 families benefited, improving the weight and height of 80% of the children	This output was one of the most important supports for the beneficiaries to attend school and stay out of work in shellfish harvesting
72 families trained in mental health topics	72 families were trained to improve their mental health, with special emphasis on the eradication of the use of narcotics and sedatives	It is important to note that the use of drugs, sedatives, and narcotics among children and adults was reduced by 80%. The methodology of training and sensitization was personalized and was provided during night hours in accordance with the requests of the participants.
Improved mental health for 133 children between ages of 2 and 15 years-old	The sensitization of the beneficiary families was achieved, and notable changes in attitude, personal presentation, hygiene, and self-esteem were perceived.	Family relations improved substantially and spaces and conditions were created to integrate participants with the rest of the project activities with a positive and cooperative attitude
Incorporate 133 children between the ages of 6 and 15 years-old into formal education and workshops	135 children were awarded scholarships, of which 129 continued attending classes. A workshop was held with the teachers to focus supportive actions on the performance and maintenance of children in school. An additional output achieved was that 15 youth enrolled in middle-level education at the Institute located in the municipality of Puerto El Triunfo.	The advances achieved in this area might mean that in the future the current facilities and human resources will not be sufficient to cover the increasing demand for school.
25 children participate in vocational workshops	This output was not accomplished since the national counterpart institution did not support this activity	Administration of other institutions to carry out this activity were not achieved
175 children participating in recreational and cultural activities	Only 70% of the foreseen beneficiaries participated in the recreational and cultural activities, such as sports events, excursions, and chats	The participation of important municipal authorities such as the Mayor, the maritime headquarters, the health department, and national civil police could not be confirmed
Creation of the Center for Children Development	The installment of the Center was achieved, assisting a total of 18 expected beneficiaries and 12 more	Mechanisms of coordination were not established with other entities, such as the Salvadoran Institute for the

Expected outputs	Achievements	Comments
	belonging to other families in surrounding areas.	Protection of the Minor, that would have meant more complete attention to the participating population
Second phase of the project		The achievement of this output cannot be confirmed because of the lack of systematization of the information.

In the next section, the analysis of how the action program objectives were reached will be presented, as well as the factors that influenced the success and the appraisal of the evaluation team.

### **Installation phase of the Action Program**

#### **Output 1**

#### **Insertion of the program technical team in the community**

#### **Evaluation of the expected output 1:**

The coordination with the Salvadoran Institute for the Protection of the Minor team was partially achieved. The designation of a responsible party for the interinstitutional coordination by the ISPM facilitated the job, and led to an agreement between the OEF and ISPM, which makes reference to the institutional roles that both organizations promised to assume. However, in practice, substantive evidence was not found regarding the leading role of the ISPM in the program, but concrete actions were carried out at specific times.

The identification of technical personnel was based on the project needs and the professional characteristics necessary. The selection process followed the selection and contract procedures of personnel of OEF. However, for this investigation, the program's personnel registries were not available to determine the suitability of the personnel.

#### **Factors that affected the achievement of the expected output 1:**

Initially, difficulties existed in installing the technical team in the program. Basically, there were two coordinators before Nelson Amaya (the actual coordinator) was contracted. The conditions that contributed to the difficulties in this situation were the difficult conditions of the island, as well as periods of absence by the program personnel.

This situation generated apathy in the beneficiary population who observed the irregularity of the program technical team as a sign of low efficiency and doubtful capacity of the program.

According to the program team and those responsible at OEF, various difficulties were faced in convincing the authorities of the El Jobal Cooperative to provide a place for the working team. The absence of resources for the construction of a local space and the lack of some basic services forced them to make such a decision about lodging the program team, which was met with reluctance by the cooperative partners who argued that the program lacked practical benefits for the cooperative members.

Even though the OEF reported in their documentation to IPEC about the satisfactory results of this stage, there were complications, such as the negativity of the cooperative members in allowing the execution of

the program, which generates doubts about how the design and actual involvement of the key actors in this stage were carried out.

The interviews conducted at OEF demonstrated an important lobbying effort before the Board of Directors of the cooperative and the cooperative members, which finally resulted in the cooperative's acceptance.

## **Output 2**

### **Planning and Organization of the Program Execution**

#### **Evaluation of the expected output 2:**

Basically, all the activities of the expected output were actually achieved, including modifications of the initial guidelines provided by IPEC.

The work plan was written according to the standard parameters of IPEC and incorporated some indicators to facilitate its execution. A methodology was not actually identified, which explains the differences between the program document and the work plan.

The act of putting the program into action deserves special attention since it provoked a successive change in coordinators, until the third achieved stability and stayed in charge of the program until the end of the analysis period.

#### **Factors that affected the achievement of the expected output 2:**

Some of the factors that affected this output were the changes made in the guidelines given by IPEC to be appropriate in the field, as well as the OEF's technical experts having limited knowledge of IPEC's systematization instruments, and the need to carry out a new assessment that familiarized the technical experts with the conditions of the island.

In addition, the absence of a structured planning process of the Program that included the strategic actors was considered an important weakness that affected the entire program. This gave rise to a new lesson learned in which the establishment of more solid bonds between the institutions was considered an indispensable step.

### **Implementation Phase of the Action Program**

#### **Output 1**

##### **175 children and 72 families identified to participate in the program**

#### **Evaluation of the expected output 1:**

It was observed that activities were included in this component that did not correspond to the attainment of the proposed output. The first three activities were directly related to the installation of the project more than to the identification of the beneficiaries. This confusion might be related to the constant changes in project personnel, which also led to new actions for incorporating the recently contracted coordinator of the program.

The implementing agency indicated that there is "evidence in the beneficiary population (fathers, mothers, children) of the receptivity to participation in the activities", and moreover, a situational assessment of the island carried out by the agency, starting with identification of conditions of the target population, was

also necessary. This facilitated the successive steps of implementing the project since the needs were identified, the strategies were designed, and the beneficiary population was defined.

### **Factors that affected the achievement of expected output 1:**

In the evaluation of this output it was inferred that the activities were initiated with two weeks of delay in accordance with the projections made in its planning.

On the other hand, it is worth mentioning that the work schedules of the target population, that depended on the changes in tide, made it difficult to interact with the target population in the beginning. However, mechanisms were established to accommodate them during the nocturnal hours in order to facilitate the implementation.

### **Output 2**

#### **The community of the Espiritu Santo Island educated about the problem of child labor in shellfish harvesting**

#### **Evaluation of the expected output 2:**

The two weeks of delay in the initiation of the project implementation affected this output.

Through the actions started by the technical group, it was possible to eliminate gradually the factors of resistance among the sectors of the community that were not directly benefiting from the project, once a positive attitude of participation and support was generated.

In practice, the actions of sensitization on the problem of child labor contributed not only to the orientation of the population on the goals of the action program, but also to convince them of the suitability of the technical team and the intention of the OEF in reaching the proposed outputs.

This component is important as is its temporary execution throughout the course of the project that promoted a complete integration of the target population with respect to the outcomes planned.

### **Factors that affected the achievement of the expected output 2**

Although specific activities of the component are not established, the personalization of the awareness-raising activities on child labor is considered appropriate actions for the beneficiary population and the leaders of the island.

The familiar atmosphere that was developed during the project events was an important incentive for involving men, women, and children in the actions aimed at eradicating child labor on the island. Community leaders also participated.

### **Output 3**

#### **Interinstitutional committee of support to the project functioning**

#### **Evaluation of the expect output 3**

It is necessary to point out that the activities included for the achievement of this output were faced with serious delays. The formation of the committee took place almost five months after the project time and it was one of the special elements developed during the extension phase of the program.

Despite the fact that from the beginning there were five leaders participating on the island (Church, El Jobal Cooperative, DESCO Isla Espíritu Santo, Association of Shellfish Harvesters, and the Center of Childhood Wellbeing), who contributed to an action plan that considered improvements to the community in general, especially in areas of communal hygiene, family violence, abuse, and child labor. A march against child abuse and child labor exploitation were carried out in addition to cleaning campaigns. However, the plan has not been completely implemented to date.

### **Factors that affected the achievement of the expect output 3**

The resistance to participation among some institutions and community leaders on the island made it difficult to achieve the rapid and effective formation of the committee. In addition, there was a search for an institutional leading role among some sectors involved, as well as a division of interests at the community level.

The committee principally included members of the institutions and leaders of the island. No activities from institutions foreign to the island were registered. In part, this explains the failure of the project in this component which could not be overcome even with the five month extension of the project.

Even at the time of evaluation, this situation was not overcome by the project, which has made the sustainability of the results difficult in the short term.

### **Output 4**

#### **Target population organized**

#### **Evaluation of the expected output 4:**

This output was achieved, in general, with an acceptable margin of delay, although the formation of the Directive of the Association of Shellfish Harvesters and the formation of the Children's Committees were carried out before the planned dates.

The Directive was structured in such a manner that the major part of the community was involved in the planned activities.

The formation and organization of the Children's Committees facilitated the project activities. The individualized visits that were made door-to-door were beneficial for the awareness-raising on the risks of child labor exploitation and other related topics.

During the field investigation stage, the existence of an acceptable level of community organization was observed in the project zone; moreover, the reports and interviews carried out showed an acceptable performance by the different committees formed by the program.

#### **Factors that affected the achievement of expected output 4:**

The factors that to some degree affected the success of the activities in the expected times were essentially due to the community's lack of experience in working in an integrated and communal manner. However, thanks to the job carried out by the team's technical experts, the level of participation of the target population in the community activities was acceptable and gradually improved until success was achieved.

On the other hand, the community's expectation that outside assistance would come in the form of handouts limited their effective participation in planned activities. The feminine population made up the

main participants of communal activities, while the male heads of household kept a distance from the activities of the community organization due to the lack of economic incentive for them to actively participate.

In part, a certain weakness in the implementation phase of the project was observed when the participation of all the community members was demanded by the project.

An important step was the creation of an agreement of participation that overcame the established conditions of the initial IPEC program, which was considered an important lesson that can be incorporated into other projects.

## **Output 5**

### **20 families developing productive projects; alternatives for improving family income**

#### **Evaluation of the expected output 5**

During the analysis of the field and documentary information, discrepancies were discovered in the achievement of this output since the planned actions were not followed, and the reports did not reflect the actual changes.

The focus on training in the productive projects and the established actions in that component stand out. Basically, three points in particular are considered in the evaluation:

(a) Limited capacities and skills in the target population:

The existence of low levels of school enrollment among the beneficiary population, as well as illiteracy, was confirmed. Given this situation, the traditional training in “microenterprise” administration must be carried out at an effectively low level. This must be addressed immediately since it was put off in the project.

In terms of the evaluation, this situation is considered an extenuating circumstance with respect to the expected outputs for the project and its termination. It was considered a potential threat to the sustainability of the micro enterprises, principally since they were developed outside the island.

(b) Discrepancies in the number of persons assisted:

It is not clear how many persons were attended to in relation to this output, since supposedly there were 100 persons and in reality only 50 were assisted. In turn, the specific output of the project refers to the families that have enrolled and carried out their productive alternatives, while the credit committee (which is fundamental in achieving this output) addressed this in the following output.

The training contract was also reviewed, in which it was mentioned that the facilitator was a social worker by training. Since the professional profiles of the project were not available, doubt remains with respect to the skills of this person in leading a training session on the topic of microenterprises, which is considerably specialized.

(c) Minimalist focus of the training:

The awareness-raising and transforming role of the training is well understood, especially since it encompasses 25% of the total time set aside for training activities. However, an important weakness in the design of it was observed, in relation to the objective of the program. For example, the principal document establishes that the guidelines to follow must be the creation of self-consumption enterprises, which is a serious limitation that affects the sustainability of these productive alternatives.

Although the creation and use of an instrument for determining the feasibility of creating various productive alternatives was mentioned, this was not reflected in practice, and the training did not reinforce the change in strategy for this component.

The participation of at least some other institutions related to the development of productive alternatives in the rural sector was expected in the training process, such as CONAMYPE and the Ministry of Agriculture and Livestock, but this did not occur. The participation was limited exclusively to the consultant, with the exception of 2.5 hours of a total of 60, by OEF.

Likewise, taking into account the weak situation of the island in terms of production resources, the association was a marginal component and was not insisted on with sufficient effort during the training process, which in the long-run could affect the beneficiaries. The implementing agency also did not solicit support from the Salvadoran Institute for the Promotion of Cooperatives, which facilitates the processes of forming associations in the micro enterprise sector.

Among the productive alternatives chosen by the families, some of the activities include the establishment of stores, mobile sales (vegetables, tamales), pupuserías, and others. 12 micro enterprises with a total of 15 beneficiary families were created, which strengthened the levels of self-esteem of the beneficiary family members.

#### **Factors that affected the achievement of the expected output 5:**

The limitations of the market affect the families in initiating the alternatives. For example, some of the families had the idea of obtaining credits without participating in the trainings and without knowledge of the previous feasibility studies. And, the implementers did not contribute to the elimination of these ideas.

As noted earlier, other relevant factors were added, such as the low level of education of the beneficiary families, which was around third grade in primary school, as well as stereotypes about life, poor accommodations of some families, and extreme poverty.

The design of the formative process and the absence of other productive focuses limited the capacities of the beneficiary population in identifying and developing feasible projects that did not compete among each other, but rather sought to integrate each other.

#### **Output 6**

##### **A functioning revolving fund administered by the credit committee**

#### **Evaluation of the expected output 6:**

The activities related to the revolving fund were seriously affected by a considerable delay of about four months, comparing the proposed dates and the actual dates.

One reason was that the component of the project that referred to the community development was the haste and lack of follow-up with which the new alternatives were designed. In fact, one of the beneficiaries of the project spent the credit money and did not invest in the productive alternative.

As was seen in the previous output, irregularities were also observed in the lack of concurrence between the actions observed and the planned actions. Access was not provided to the documents that provided information on the norms of functioning of revolving credit, which should have been designed and approved by IPEC. The only reference is to an internal micro credit rule in which procedures are established in the how credits are assigned.

Moreover, the assignment of credits suffered from certain problems from the beginning, since it was left to the discretion of the beneficiaries that made up the credit committee. This later led to the incorporation of a technical team of the project and to personnel in the area of credits from the implementing agency. Actions, such as mechanisms of reparation, could have been established by an advisory body in the awarding process from the start in order to avoid the beneficiaries from feeling cheated by the processes that were defined in one manner and executed in another manner distinct from that which had been agreed to.

#### **Factors that affected the achievement of expect output 6:**

To a great degree, high levels of poverty among the beneficiary families influenced the execution of some alternatives. As was mentioned above, other aspects that had a negative influence were low levels of education and limited entrepreneurial vision among the beneficiaries, which was not effectively addressed and was not appropriately followed-up during the execution phase. At the root of the success of the highly feasible productive alternatives was a sacrifice in resources by the beneficiary families, which in some cases was not possible to sustain over time, making it necessary to find temporary forms of subsistence in order to be able to gain economic yields from the investment.

#### **Output 7**

##### **Systematization and diffusion of the experience in the rest of the country**

#### **Evaluation of the expected output 7:**

The efforts to systematize the information suffered from gaps, that had to be overcome by the evaluators when the information was compiled and analyzed. The reports appeared incomplete and disorganized, making them difficult to understand. In addition, data from the design phase of the project were contradictory, as were data related to the expected outputs.

The initiative carried out by the implementing agency is acceptable in general terms, and although it went well according to the timeline of activities, in practice gaps were observed that could be corrected and addressed in new and future experiences.

To date, there is no adequate systematization of the information from the action program.

#### **Factors that affect the achievement of the expected output 7:**

The absence of a standard for systematizing the project negatively influenced the completion of this output, but there was good information about the results of the project, which was divulged through the main communication media. The development of a more effective systematization process that would allow a technical framework that could be easily implemented should be stressed.

#### **Output 8**

##### **Improved physical health conditions of 175 children**

#### **Evaluation of expected output 8:**

In general terms, this output was only partially achieved. The activity related to dental exams was not achieved, due to the fact that the governmental counterpart (the Ministry of Public Health and Social Security) was immersed in an internal crisis of the dengue epidemic affecting the country, which is also the reason they did not address the collaboration requests brought by the implementing agency.

A notable improvement was observed with respect to the physical health of the beneficiaries, including the mothers and fathers of the children, which could be verified through the medical records that were kept during the project development.

The implementing agency indicates a reduction of 80% in the diseases addressed, such as parasitism, gastrointestinal diseases, and bronchial diseases, although data were not available to confirm this output.

The critical conditions identified—malnutrition, parasitism, and respiratory diseases—were addressed immediately and follow-up was offered for the diseases diagnosed.

#### **Factors that affected the achievement of the expected output 8:**

The main factors were the lack of a medical dispensary and basic equipment for treating diseases and conducting laboratory analysis on the island, as well as the lack of adequate basic services, such as electric energy and potable water.

As was already noted, the crisis in the Ministry of Public Health and Social Security considerably limited the medical follow-up, limiting their assistance to medical brigades. During the field investigation, this limited role was attributed to the existence of a project in the Ministry of Health that assigned responsibility to attend to the Island to the Salvadoran Foundation for Health (FUSAL), whose main mission consists of offering basic health services in those areas where there is not an adequate coverage by the Ministry of Health and Social Security.

#### **Output 9**

##### **Improve the nutritional state of 100 children**

#### **Evaluation of the expected output 9:**

Several non-substantial delays arose in the implementation of the expected activities in relation to the timeline. Starting with the evaluation of height and weight carried out at the beginning of the project, extreme cases of malnutrition were identified, for which basic food baskets were delivered to strengthen the nutritional conditions of the beneficiary children, as well as the family in general.

The contribution of the basic food baskets helped the family group and made it possible for the children not to harvest shellfish in the mangrove swamps in the first place. At the same time, the height and weight of the children improved 80%, and as a complement, nutritional snacks were offered during the academic leveling courses.

Moreover, a total of four food baskets were delivered to each of the 72 families, which included one basket more per family than planned. These served to motivate the implementation of other proposed outputs, such as the continued scholarship of the children, that resulted in the elimination of absenteeism and school desertion.

#### **Factors that affected the achievement of the expected output 9:**

The cultural patrons of the community, the extreme poverty, and the lack of basic services were some of the main factors. In addition, the project lacked an expert to facilitate the utilization of the soy derived products to improve the nutritional conditions of the participants.

### **Basic food baskets**

The basic food baskets consisted of the following products for each of the families: rice, sugar, oil, beans, corn, flour

The coordination efforts were not effective in achieving the technical training of the families in manufacturing soy-based foods. It is necessary to note that it had been determined that three basic food baskets were to be offered, but after identifying the needs, and as a reward for participating, it was decided that an additional basket would be offered. The additional basket per family did not affect the established budget for this component.

During the field visit, the beneficiaries related the importance of the project directly to the assistance received, starting with the food baskets. According to the beneficiaries, these baskets were a great help, and they linked them to their children staying in school and out of shellfish harvesting, with the continuity of the material support received by the project.

## **Output 10**

### **72 families trained in mental health topics**

#### **Evaluation of the expected output 10:**

In general terms, the planned activities were developed with an average delay of one month from the scheduled time. The Anti-drug Committee was shaped by the beneficiary youth of the project, as expected, in the available time. The involvement and sensitization of the adults notably improved the conditions of the children in general, as shown by changes in attitude that served as the basis on which the outputs obtained by the project rest.

According to the personnel of the action program on the island, the consumption of drugs, stimulants, and narcotics by children and adults at the end of the evaluation period was reduced 80% in comparison with the levels observed at the beginning of the action program, but no documentation exists to confirm this.

#### **Factors that affected the achievement of the expected output 10:**

The small advance in the development of activities by the Interinstitutional Committee affected the activities of the anti-drug committee, inasmuch as it had been considered a coordinated job.

To gain the most participation of the families as possible in activities with the adults, activities were carried out during nocturnal hours, between 6 and 9 p.m. making exhausting work days for the technical team.

## **Output 11**

### **Improve the mental health of 133 children between the ages of 2 and 15 years-old**

#### **Evaluation of the expected output 11:**

In general, the completion of the expected activities occurred corresponding to the timing proposed in the planning. By applying the proposed psychological tests (Human Figure, Florence Goodenough, Kinetic Family), with the psychological profiles obtained from the beneficiary population, specific personalized treatment plans were designed.

The awareness-raising was achieved in the beneficiary families evidenced by the mothers and fathers being aware of the childhood problem. Changes were noted in attitude, personal presentation, hygiene, elimination of child labor, and participation of child in school centers. In general, the socialization process of children has improved substantially.

In addition, self-esteem and family relations were improved through the individual sessions and group therapy carried out with the mothers and fathers of the children.

**Factors that affected the achievement of the expected output 11:**

In the beginning, the meteorological conditions affected the program in terms of the beneficiaries attendance at therapy, as well as at other sessions. Once these obstacles were overcome, the participants were motivated to continue attending. The hours of assistance and the sessions were adjusted to accommodate the work schedules. Also, the lack of electricity affected the assistance of the families during nocturnal schedules.

**Output 12**

**Integrate 133 children between 6 and 15 years-old into formal education and workshops**

**Evaluation of the expected output 12:**

This was partially achieved, due to the fact that only one of the three planned workshops with the school teachers actually took place. They were individually sensitized on the issue to guarantee the permanence and success of the children in school. In general, these planned activities were executed with an average delay of two to three months.

Through the preliminary diagnostic developed by OEF, situations of school tardiness, desertion, and absenteeism were identified. School packages were offered to 135 children to attend school, of which only 129—equivalent to 95% of the projections indicated—continued attending classes. In addition, 15 youth who were not considered direct beneficiaries enrolled in mid-level education.

<b>School Packages</b>
The school packages consisted of donations of school supplies for the beneficiary children: notebooks, text books, pencils, scissors, pencil sharpeners, glue, erasers, rulers.

This reflects the efforts made by the implementing agency to coordinate actions with the Community School authorities and to promote education as the base for changing the future of the conditions of marginality facing the target population of the island.

In addition, it reflects the reentry in school of children who had abandoned school; at the same time that they have been helped through the academic leveling and reinforcement efforts, in which

treatment plans were developed to address the specific learning problems identified, through the academic tests administered. These efforts promoted specialized attention for children, as well as assistance that included reading and writing exercises and support for completing homework and exercises outside of the classroom. This constituted a reinforcement for the parents to make sure that the children completed their homework in order to guarantee optimal levels of school promotion.

**Factors that affected the achievement of the expected output 12:**

Initially, the participation of children in labor activities was affected by the lack of additional economic income to pay for the school expenses. This was overcome with the help offered by the basic food baskets that were offered to the families, and above all by the consciousness-raising of the parents.

The activities at the school center interfered with the proposed workshops. It was because of this that the efforts to change the attitudes of the teachers were carried out in an individual manner.

A negative factor was the lack of will of some children to participate in the school component because they were older than the average child in the grade that corresponded with their academic level.

### **Output 13**

#### **25 children participating in vocational workshops**

##### **Evaluation of the expected output 13:**

This was not achieved since the vocational workshops that would have prepared 25 youth in vocational activities were not implemented, despite the fact that a target population was identified for this component and corresponding aptitude tests were administered.

In the judgement of the OEF, the changes in managerial and administrative directives of INSAFORP produced new policies and criteria for the support of vocational activities. Because of this, the other planned activities were not implemented. This information was not confirmed with that institution. Although other institutions could have been contacted and coordinated, or else independent experts on micro enterprise development and vocational jobs could have been contracted, this was not done.

##### **Factors that affected the achievement of the expected output 13:**

This output was affected by the lack of initiative of the implementing agency in identifying other mechanisms to implement, as well as the lack of contingency plans.

Finally, a final consideration was established with respect to the workshops; although these were contemplated within the project, no evidence of any budgetary allowance for these was found, nor was there an explanation for this situation. The implementing agency explained that this activity would be managed unilaterally by those at the INSAFORP, but this measure was not effective. It was not included in the possible productive alternatives, principally in the case of the adjusting the productive skills and abilities of the adult population.

### **Output 14**

#### **175 children participating in recreational and cultural activities**

##### **Evaluation of expected output 14:**

The success of the expected outputs took place with delays. Some activities included trips to the Tin Marín Museum, Parque de la Familia, and the Tourist Center Amapulapa in order to celebrate the day of the child, but only 70% of the beneficiary population attended these events.

As a complement to these educational activities, the children participated in local sports events and events on the other islands that make up the Bay area. The excursions off of the island contributed to motivating the children.

The recreational activities that were carried out on the island included the participation of authorities from the Usulután Department (ISMPM, PNC, Maritime Company, Municipal Mayor, Health Unit) and took place on the island's field where sports events occur. The beneficiary population participated with the El Jobal School team where they practiced football and softball.

### **Factors that affected the achievement of the expected output 14:**

The delays that occurred in the implementation of these planned activities were due in part to the lack of reimbursements made by IPEC.

Another factor was the lack of consolidation between the Interinstitutional Committee that would have channeled resources from the institutions that created it, to carry out these and other recreational activities.

### **Output 15 Creation of the Center for Child Development (CEDI)**

#### **Evaluation of expected output 15:**

In general, the planned activities for the completion of this output were reached in the expected time, with the exception of activity 5 that referred to the obtainment of nutritional foods by ISPM to distribute among the children who participate in the CEDI, which was the beneficiary population between the ages of 2 and 6 years-old.

The support of this center facilitated the incorporation of those children under 5 years-old who were not assisted in the school center or the Center of Childhood Well-being of the ISPM. 18 direct beneficiary children were assisted in addition to 12 children who were members of other families outside the community, covering more than 100% of the target population.

#### **Factors that affected the achievement of output 15:**

The conditions of the locale where children are assisted could be improved and expanded with the goal of assisting the children in only one shift, as the population has demanded (between 7:30 a.m. to 4:00 p.m.).

Despite the steps taken before the ISPM by the implementing agency to obtain supplies, they were not authorized.

An important lesson can be taken from the establishment of the CEDI and the CBI. The absence of an effective coordination led to duplication in efforts that should have been complementary. In practice, at the end of the project, it was hoped that the Salvadoran Institute for the Protection of the Minor would take responsibility for assisting children of the CEDI and CBI. Some services that could have been integrated from the start were lost in the process. In the future, the public and private organizations involved in a component of the project should establish an effective coordination in providing services to the target population in order to promote the most efficiency and effectiveness in the execution of the programs.

### **Output 16 Second Phase of the project**

#### **Evaluation of the expected output 16:**

As was noted above, there were faults in the systematization of the information that should have been presented in July of 2000.

The results of the final evaluation conducted by the technical team of the project are not known by the evaluators of the project.

### **Factors that affected the achievement of the expected output 16:**

Lack of systematization of the information and detailed revision of the quantitative measures affected the success of the proposed outputs, which affected how the information, some of which was contradictory or incomplete, was understood and addressed.

### **Relevance**

Despite the efforts carried out to achieve the proposed objectives, and considering that much has been advanced with respect to these objectives, it must be stressed that the follow-up activities and sustainability need to be strengthened.

This implies that the productive alternatives should be reinforced in order to completely eradicate the involvement of children and adolescents in shellfish harvesting in the mangrove swamps, whether by means of some microenterprises already created, or the creation of other alternatives, including those called “productive chains”.

On the other hand, it is necessary to continue encouraging school participation, with the ultimate goal of maintaining levels of schooling achieved to date. The same is suggested of the health component. The incorporation of an “adult education” program deserves special attention after assessing the abilities needed to strengthen their productive capacities.

Regarding the relevance of the project with respect to the governmental policies and programs and both the public and private international policies and programs, it is important to point out that the project was found to be in keeping with the governmental policy implemented by the ISPM, with respect to human rights of children and adolescence.

The project can be considered complementary to national efforts. The project must be taken into account because it has addressed hazardous child labor, as in shellfish harvesting in the mangrove zones. It also can contribute to efforts to end harmful and risky work of children in general.

### **Efficiency**

#### ***Financial Resources of the Action Plan***

It must be clarified that a gap exists in the analysis of this point since the poor systematization of the actions of the action plan do not allow the inclusion of other unforeseen resources and their quantification in the initial document. However, beginning with a general analysis, it was established that the majority of the resources assigned by IPEC to the program have been utilized for the achievement of programmed activities with some variations approved by the financing organization of the program.

Substantial changes from the original budget were observed in the project with the budgetary allowances of the action plan, without any clarification with respect to this.

On the other hand, the contributions of other social actors of the action plan, such as the ISPM personnel, the time assigned for the school teachers and the personnel plus the input of the health unit of Puerto El Triunfo are not considered quantitatively as resources contributed. In addition, the support from the Cooperative in terms of electricity, basic services and accommodations (including furniture), were also not registered in the project, although in practice and in the quarterly reports, they were considered contributions.

In summary, a better control of the inputs contributed to the action plan is required as a basis for replicating the experience and quantifying the level of commitment assumed by the actors of the project.

### ***Relationship between Investment and Outputs***

The absence of complete information makes it difficult to analyze this point, but in general, positive results and changes were observed on the island despite the budgetary limitations of the project.

In general terms, there was an appropriate management of the financial resources of the action program by the implementing agency, keeping in mind the contributions of other organizations involved in the program. Taking into consideration the results reached, the investment, although minimal, was rationalized in an efficient manner, managing the resources between the public and private institutions and even the community.

### ***Incompatibility of Timelines and Budgets***

The weakest point of the action program is the execution times. Gaps were observed in the attainment of the objectives that extended beyond the evaluation period. Although the initial program period was 12 months, 18 months were needed to initiate the support of productive alternatives. The subsequent follow-up was considered to be within a transition stage approved by IPEC.

It should be noted that the modifications identified during the execution of the project were not backed up by the official documents in the implementing agency. One of the recommendations of this document is that IPEC establish a standard registry that includes information about the authorizations received on behalf of the program, the activity reports, and other relevant documentation of a generic character.

However, the existence of successful results of the project is undeniable, which were reached although some of the reimbursements from IPEC were delayed. Establishing unequivocal bonds between time and resources that completely function the other way around (less time greater resources and vice versa) is considered a key element in the execution of the action programs in the future.

### **Effectiveness**

**TABLE 5: IMMEDIATE OBJECTIVES OF THE ACTION PROGRAM**

<b>Immediate Objectives</b>	<b>Degree of Completion</b>
1. To guarantee, with the support of the Ministry of Health, the access of children and families to different health services, offering constant assistance and monitoring	<b>Medium</b> Access to health services was guaranteed, but this has been completed in a sporadic manner and not constantly. The monitoring actions have yet to be carried out
2. To protect the mental health of children and adolescents	<b>High</b> The recreation activities, the family events, and the activities focused on establishing harmonious homes were effective
3. To incorporate the children who are not attending school into the formal education system, in coordination with the Ministry of Education, assuring their admission and permanence in school	<b>High</b> The children in the highest risk situation (less than 12 years-old) stay in school and receive support and permanent follow-up
4. To create income generation alternatives that directly involve the parents of the children of the population, with	<b>Medium</b> Training was developed and financial resources were

Immediate Objectives	Degree of Completion
the goal of self-sufficiency.	delivered to the parents of the beneficiary children, but these lack appropriate follow-up. Also, only 15 of the total of 72 families are involved in productive alternative processes.
5. To carry out training campaigns and awareness-raising directed at the families of the community periodically. To mobilize and sensitize the members of the municipality and of civil society of the island, generating a high consensus in the fight against child labor that assures sustainability.	<b>High</b> The beneficiary population is highly sensitized with respect to the worst forms of child labor.
6. To generate replicable models that make possible the tackling of the problem of child labor in hazardous work that has the possibility of being assumed as public policy	<b>Medium</b> The absence of interinstitutional coordination weakens the possibility of transforming the activities of the action plan in public policies.

### ***Completion of the Immediate Objectives***

Taking into account the data in the previous table, it can be said in a general manner that the action plan completed the immediate proposed objectives. All the objectives were achieved and the outputs support their completion.

As was pointed out earlier, the activities carried out to date reflect a very good scope since they have helped to improve health, education, and gender, cultural, and social factors that are observed on the island.

The major weakness of the project refers to the reasonable doubts that exist around the sustainability of the outputs achieved, with the exception of the Interinstitutional Coordination and the Consolidation of Productive Alternatives. Both objectives need to be reinforced for effective and complete achievement in the future.

### ***Coverage of the Action Program and Effects on the Target Population***

In effect, the coverage of the various activities started have totally covered the target population. The outputs can be measured qualitatively and by means of the school registries and medical files of the beneficiaries; in some cases the pre-established coverage has been surpassed.

The removal of children and adolescents from work in the mangrove swamps is evident through their presence in school and in Centers of Well-Being on the Island, although the pertinent information has not been systematized through previous and subsequent statistics on the implementation of the project.

The land-owning social patrons are also notorious regarding the elimination of child labor in hazardous shellfish harvesting, running the risk of their working again in the future if the productive alternatives are not strengthened and guaranteed. As has already been pointed out, this can be guaranteed through productive networks and with the strategic bond of the Cooperative and the Association of Shellfish Harvesters to guarantee feasible jobs to the parents of the children.

### ***Implementation of Activities***

It has already been exposed previously that there are some proposed activities that were not achieved and others that were partially implemented. It is urgent and necessary to clarify the importance of stopping the implementation, given the observations mentioned.

The case of vocational workshops deserves special consideration since they were included within the expected outputs but they were not assigned a budgetary amount (nor were they specified as part of the compensation of the action plan). The implementing agency negotiated the implementation of vocational training workshops before a public entity, but their petition was denied.

Such activity was the only one developed in this component, demonstrating an extreme weakness in taking on a commitment regarding this point; however, it was suggested to IPEC that responsibilities of execution (operative and budgetary) be established for all the expected outputs of the action plan.

On the other hand, it is important to make note of the incorporation of persons external to the project as direct beneficiaries and above all the incorporation of a group of 15 adolescents to mid-level education because it constitutes a possibility of future development of the community.

### ***Changes in the Health of the Community***

The population of the community considers that among the most important successes were the health aspects that were conferred through laboratory exams, reproductive health, and medical services.

Improvements in personal and community cleanliness were also pointed out. In addition, nutritional improvements became evident after the donation of basic food baskets. It must be recommended that the productive capacities be strengthened, and not through temporary help and one-time assistance.

### ***Consolidation of Income Generation Alternatives***

It is important to note that the productive alternatives have not been consolidated even as a mechanism of economic growth nor of social development in general, due to the fact that they were implemented in the last weeks of the evaluation period. In addition, a technical support is required and a greater promotion to guarantee its benefits not only in the short- and medium-term, but also to project them as real productive alternatives in dealing with shellfish harvesting.

One aspect that stood out during the evaluation was the assertion that was made in the project document that the productive alternatives remain very small-scale. In this sense, a highly limited vision prevails of the potential of productive alternatives that was addressed by the implementing agency by promoting a broader vision in this respect.

### ***Prevention of the Entrance of Children into the Labor Market***

The activities have managed to prevent the entrance of 95%, which was corroborated by the key informants interviewed, principally the school teachers and members of the community organizations of the island.

However, some children (mainly boys older than 13 years-old) carried out activities of harvesting shellfish not as part of an obligatory income established by their parents, but as an alternative to generate income that allows them to acquire some products or possessions for personal consumption and for other expenses

in a culture in which children of this age acquire (or seek to acquire) commitments with women of their same age.

### **Unexpected Effects**

#### ***Unexpected Changes in the Beneficiary Community***

During the evaluation, it was noted that the executing organization did not manage information with respect to the unexpected outputs that could have been due to the action plan. Neither the beneficiaries nor the key informants could provide important information about this. However, the following points could be considered unexpected outputs that promoted a more harmonious climate on the island.

#### ***Consolidation of the Community Organization***

Before the project, an association of shellfish harvesters that represented the interests of this particular population group did not exist on the island. Beginning with the project, an association was formed that included a Board of Directors of 12 persons, five of whom were women. At the time of the evaluation, the Board of Directors was elected for two consecutive years, without changing the gender composition.

On the other hand, the participation of all the community in different committees of work strengthened the community organization on the island, which is exclusively attributable to the project.

#### ***Community Vision of Child Labor***

The population believes that the practice of child labor must disappear on the island; however, it is recognized that a stable economic condition that allows basic needs to be met, without having to return to child labor, has still not been reached.

Therefore, the activities of sensitization on the island must be continued, but fundamentally strengthening the productive alternative component does not lead to consolidation of substantial benefits for the population, inasmuch as a better quality of life can be associated with the absence of children in work. Therefore, there will be a strong incentive for the community to keep the children out of the productive activities that affect their development.

#### ***Changes to the Economic Base of the Island***

Due to the fact that at the end of the evaluation period the initial financing had only been delivered to initiate productive alternatives, it was not possible to identify substantial changes in the productive base of the island. However, minimal transformations were observed regarding the existence of new products and services as a result of the project, which will be more evident in the near future.

#### ***Promotion of Campaigns of a More General Reach***

The development of an effort on the island against child labor was observed, of which various organizations involved in the problem participated and which was covered by means of communication of all the country.

However, there is no information available to support another awareness-raising initiative of regional and national range with respect to the dangers of child labor on behalf of the project.

### ***Changes in Legislation***

There is also no information with respect to this, but it can be concluded that no direct or indirect changes in legislation that can be linked with the action program have been produced.

### **Sustainability**

There are doubts with respect to the sustainability, based principally on the information provided by the beneficiaries. One of the important components for reaching the desired sustainability is the integration of public and private institutions in its development. As can be confirmed as a result of the evaluation, the participation of key actors, such as the Municipal Mayor, the ISPM, and the Health Unit, was not consolidated and their interventions only responded to immediate needs.

It is important to note that projects and assistance to the island in the medium- and long-term could not be confirmed as part of the institutional programming. Some institutions, such as the Municipality, stated that they could not give such programs priority because of the other multiple and diverse needs of equal or greater magnitude in the municipality, even though a member of the municipal council resides on the island.

Another important goal is the creation of entrepreneurial skills. In this sense, the benefits and possible sustainability only reaches the number of beneficiary families through the credits, and assistance for the installation and development of entrepreneurial initiatives. This does not guarantee future sustainability.

In the case of institutions related to the fishing and forestry sector, a permanent coordination has not been established, although there was availability and technical assistance for the installation of the shrimp hatcheries by the Regional Center of Investigation about Mangrove Ecosystems and Estuaries, Division of the Ministry of Agriculture and Livestock.

The strengthening of the technical capacity of the OEF for the management and administration of the project has been increased, and its personnel on the island seek the sustainability of the program, as is the case of the management of the purchase of land used for the shrimp hatchery, which would permit the sustainability of this initiative in the medium- and long-term.

In summary, the absence of a commitment by the public institutions involved in the topic create doubts with respect to the possibility that the conditions that actually prevail on the island (mainly in the subject of health and education) can be sustainable over time. This results in the reduced impact of the productive alternatives on the population, which presupposes that in the immediate future (one or maybe two years) there are strong possibilities that the rescued children will return to the labor activities they were engaged in prior to the program. Therefore, the strengthening of both components is indispensable for assuring the sustainability of the outputs achieved.

### **Visibility**

#### ***Diffusion of the Action Program***

Basically, the diffusion carried out has consisted of two principal activities, one with the cooperative and the other with the strategic actors. However, during the field investigation, a weak diffusion by the implementing agency was evident, which was not distorted or confirmed with the documentary information to which there was access.

However, the publication of different periodical articles indicate that the work developed by the implementing agency on the island contributed to the promotion of a major visibility in all the country of the work carried out for the action program.

### ***Repercussions at a National and Municipal Level***

At both levels, no indications were found of repercussion that have promoted changes in attitude by the authorities with respect to child labor, which leads to the conclusion that the institutions involved did not systematize the experience with the aim of replicating the experiences in other critical areas identified in the country.

In fact, the existence of similar conditions to those addressed by the project on other surrounding islands and the absence of concrete actions for assisting them, shows a limited repercussion of the action program.

### **Issues of Special Interest for IPEC**

#### ***Measures of Support for Boys and Girls at Greatest Risk***

This group of children was attended to through personalized visits to their homes, inclusion in school, and creation of programs of specialized attention through the leveling courses, which are examples of concrete measures in the education component. In addition, the attention on health with periodic follow-up principally in the area of nutrition with the inclusion of nutritional feeding in the designated areas of child assistance improved the nutrition and health, principally in the prevention of use of stimulants, deparasitization, and curative and preventive health services.

#### ***Gender Focus in the Execution of the Action Program***

With the field investigation, the inclusion of a gender focus was proven as a cross-cutting goal, principally in the activities of sensitization, the chats about children's rights, and the training about entrepreneurial development.

It was suggested that this issue be explored in depth for the project, principally in the productive alternative component to strengthen the participation of women. Although it has been strengthened in a limited manner, in practice, constant and specialized support has not been obtained for the achievement of productive alternatives.

#### ***Consequences with Respect to Equality between Men and Women***

In general terms, family relations have improved in the awareness of the population about the roles assumed in the family. In practice, girls stay in school longer and according to interviews with the teachers of the school center of the island, the girls suffer a greater degree of physical abuse in their homes.

The technical team is especially sensitive to this situation which is why home visits of these families was promoted.

Beyond this situation, an important change in the roles of men, women, boys, and girls can be observed on the island, which is indicative of the need to explore this subject in-depth.

## 2.4. Conclusions and recommendations

### General Conclusions

- Upon evaluating the execution of the program, it was revealed that a high percentage of planned outputs were achieved. In some cases, the targets were surpassed.
- Development of an integrated strategy to eradicate child labor has been achieved by the OEF in the action zone of the action plan, and limited processes of coordination and participation among citizens and public and private institutions have been generated.

### Main Difficulties

- There is a weakness in the planning and evaluation processes. Although there are instruments of general planning, institutionalization of operative planning was not achieved. There is not a system of project evaluation, nor have the public institutions satisfied their role in permanent monitoring.
- Establishment of a participative working plan to define specific objectives and targets that could guarantee the sustainability of the program was not achieved with the public and private institutions involved in this topic.
- In the development of the enterprise component, there was not a productive linking that promoted a greater integration of the community or the possibility of including new actors that support the beneficiaries in the processes of economic and social development observed on the island.
- Adequate guidelines or mechanisms were not established to guarantee the assignment of credits in an equitable manner among the beneficiaries, according to their skills and needs.

### Main Achievements

- The development of an integrated strategy of assistance to the beneficiaries facilitated the conditions to eradicate child labor.
- The economic capacity of some beneficiary families has been increased, laying the groundwork for the initiated actions to be sustainable and extended to more inhabitants of the island only to the extent that it can promote a greater participation in the productive alternatives component.
- The participation and coordination between the local organizations were strengthened with hopes of establishing better living conditions for the children of the island.

### Recommendations

1. Specific commitments from the public and private institutions involved in a particular problem facilitated the execution of the action program. Although the responsibilities of the public and private institutions were pointed out in the Program Document, in practice they did not assume their roles, which generated a weakness in the program in attending to the problems identified on the island in an integrated manner and guaranteeing the sustainability of the outputs reached in the future.
2. The systematization of the action plan by the implementing agency facilitates its execution, analysis, dissemination, and above all the decision-making. It is important to promote a standard methodology in all the action plans in order to systematize the information, create a registry of the program that

includes the original plans, the technical modifications, the financing carried out, and specific formats for the follow-up of activities. A broad training process about the existing methodologies for the systematization of information, that could be combined with skills referred to in the planning and execution of the action plan, would be a strategic element in the capacity building of management actions of the executing agencies of the IPEC programs.

3. The productive alternatives component assures the future sustainability of the action plan that requires that a high impact is guaranteed. It is necessary to increase the participation of the community in the productive alternatives, but it only will be possible if technical support is available, which not only requires action plan personnel, but also the public and private institutions that can lend support in this sense. In addition, the need for greater diversification of the productive alternatives guarantees the negative competition will not occur between the beneficiaries while orienting them toward the establishment of cooperative alliances that promote social economic development in a harmonious and sustainable climate.
4. An educated population with knowledge or specific technical abilities has more possibilities of improving its living conditions. In this sense, the formal education processes—literacy, adult schooling, etc.—must be promoted in all the community. This will facilitate not only the actions of the action plan regarding productive alternatives, but also will promote greater levels of community participation in the decision-making that affects them.
5. Greater levels of sensitization with respect to child labor are factors that guarantee fewer possibilities of involvement of children in hazardous labor activities. Because of this, it is recommended that sensitization activities continue to be promoted not only to the beneficiary community, but also to the strategic actors of the zone, including the public institutions directly involved with the action program.
6. The El Jobal Cooperative is a key actor in the attainment of positive results; a decision to support this promotes a more active participation in the activities that promote development of the island. It is suggested that technical and other support be provided to the Cooperative, in a manner that recognizes the important role played for the success of the action plan. A scheme in which the Cooperative understands that gaining a profit will make it possible to assume a role as an agent of change in the conditions of the island, which could in turn guarantee sources of permanent work for the beneficiary community without its having to resort to child labor for subsistence.
7. A greater coordination with other institutions that work in the sector will improve the possibilities of impacting the life of the children. At the end of summarizing efforts with other institutions involved in the subject, it is suggested that action alliances be established after complementing efforts and bringing an integrated attention to the problems faced by the beneficiaries of the action plan. This is especially important for the sustainability of the health component.

## **2.5. Lessons Learned**

- The involvement of the strategic actors for the execution of an action plan must be integrated, since concrete commitments cannot be assumed in another manner during the execution stage, putting at risk the gaining of program outputs and the future sustainability of the benefits derived from the action plan.
- A greater strengthening of the management capacity of the executing agencies for planning, execution, monitoring, and systematization of the results obtained will facilitate the replicability of the experiences of the action plans in the future.
- The education and health components are the base for guaranteeing the absence of children and adolescents in dangerous jobs for their current and future development; however, these benefits must

6. How did you contribute to the formulation of the project?

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## EXECUTION

### Management and Intervention Models Adopted for the Program

7. Did you invite the community to participate in the implementation stage of the project?

YES \_\_\_\_\_ NO \_\_\_\_\_

In what manner?

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8. The activities carried out by the technical personnel that participated in the project were:

Adequate \_\_\_\_\_ Inadequate \_\_\_\_\_

Why?

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9. There were problems in the development of the project?

Yes \_\_\_\_\_ No \_\_\_\_\_

10. The executing organization made efforts to overcome them?

Yes \_\_\_\_\_ No \_\_\_\_\_

11. In your opinion, the way in which the obstacles were addressed in the program execution was:

Very good \_\_\_\_\_ Good \_\_\_\_\_ Bad \_\_\_\_\_ Inadequate \_\_\_\_\_

Why?

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### Commitments assumed by the Social Partners

12. Of the following State institutions, which ones participated in the project execution?

School Teachers _____	Health Promoters _____
National Civil Police _____	CENTA technicians _____
CENDEPESCA technicians _____	ISPM _____
Mayor of the locality _____	Ministry of Labor _____
MAG _____	Others _____

13. Of the institutions listed below, which ones participated in the project execution?

Community Leaders \_\_\_\_\_ FUSAL Promoters \_\_\_\_\_  
IPEC Office \_\_\_\_\_ Association of Shellfish Harvesters \_\_\_\_\_  
Others \_\_\_\_\_

14. Do you think that the project helped to solved the problems on the island?

Yes \_\_\_\_\_ No \_\_\_\_\_

How?

.....  
.....

**Relevance of the Project**

15. Were the existing needs addressed?

Yes \_\_\_\_\_ No \_\_\_\_\_

16. Which needs were not resolved?

.....  
.....  
.....

**Effectiveness**

17. Have the community's access to health and levels of hygiene and nutrition been improved?

Yes \_\_\_\_\_ No \_\_\_\_\_

18. Are boys, girls, and adolescents attending and staying in school?

Yes \_\_\_\_\_ No \_\_\_\_\_

19. Are children and adolescents actually participating in shellfish harvesting?

Yes \_\_\_\_\_ No \_\_\_\_\_

20. Did the population participate in the gradual elimination of child labor?

Yes \_\_\_\_\_ No \_\_\_\_\_

21. Has the creation of microenterprises contributed to the elimination of child labor in shellfish harvesting?

Yes \_\_\_\_\_ No \_\_\_\_\_

**Unforeseen Effects**

22. What type of changes have been observed on the island?

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23. Did an organization of shellfish harvesters exist before the project?

Yes \_\_\_\_\_ No \_\_\_\_\_

24. Did the project contribute to the strengthening of the institution?

Yes \_\_\_\_\_ No \_\_\_\_\_

25. Were new sources of work created by the project?

Yes \_\_\_\_\_ No \_\_\_\_\_

Which ones?

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**Sustainability of the project outputs and visibility**

26. In your opinion, has the project helped the community?

A great deal \_\_\_\_\_ Enough \_\_\_\_\_ A little \_\_\_\_\_ Not at all \_\_\_\_\_

27. Do you think it is necessary to eradicate child labor?

Yes \_\_\_\_\_ No \_\_\_\_\_

28. Do you think that the benefits of the project will continue even after the external support is withdrawn?

Yes \_\_\_\_\_ No \_\_\_\_\_

Why?

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29. Has your family's situation changed since the creation of the microenterprises?

Yes \_\_\_\_\_ No \_\_\_\_\_

Why?

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30. Has the situation of the community changed since the creation of the microenterprises?

Yes \_\_\_\_\_

No \_\_\_\_\_

Why?

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**ISSUES OF SPECIAL INTEREST TO THE IPEC PROGRAM**

**Concrete measures to eradicate the highest risks for children and adolescents**

31. Did the conditions of the child shellfish harvesters change after the execution of the project?

Yes \_\_\_\_\_

No \_\_\_\_\_

Why?

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32. The amount of child shellfish harvesters living in high risk situations was:

Many \_\_\_\_\_

Few \_\_\_\_\_

None \_\_\_\_\_

33. Which were the conditions that generated the highest risk?

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34. What measures have been implemented to eliminate the highest risk situations?

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**Introduction of a gender focus in the design and implementation of the project**

35. In your opinion, the participation of women in the project was:

Equal to the men \_\_\_\_\_ Greater than the men \_\_\_\_\_

Less than the men \_\_\_\_\_

36. How was the participation of women encouraged in decision-making during the execution stage of the project?

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37. The materials created by the project promoted equal opportunities among children and adolescents?

Yes \_\_\_\_\_

No \_\_\_\_\_

How?

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**Consequences of the project with respect to equality among men and women, boys and girls**

38. Who made the most use of health and hygiene services?

Very good \_\_\_\_\_ Good \_\_\_\_\_ Bad \_\_\_\_\_ Inadequate \_\_\_\_\_

39. The access to school and permanence in school is:

Equal for both \_\_\_\_\_ Better for girls \_\_\_\_\_  
Better for boys \_\_\_\_\_ Worse for boys \_\_\_\_\_  
Worse for girls \_\_\_\_\_

40. The participation of women in microenterprise activities is:

Great \_\_\_\_\_ Little \_\_\_\_\_ None \_\_\_\_\_

41. How has women's access to microenterprises been perceived?

Easy \_\_\_\_\_ Difficult \_\_\_\_\_

Why?

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## SEMI-STRUCTURED INTERVIEW GUIDE

Semi-structured interview guide for the evaluation of the implementation of the Plan to Progressively Eliminate Child Labor in Hazardous Shellfish Harvesting, within the framework of the International Program to Eliminate Child Labor (IPEC)

Name of Interviewer: \_\_\_\_\_

Date: \_\_\_\_\_

Place: \_\_\_\_\_

### GENERAL DATA

Name of the interviewed: \_\_\_\_\_

Place of work or social activity: \_\_\_\_\_

Sex:                    Male \_\_\_\_\_                    Female \_\_\_\_\_

Occupation : \_\_\_\_\_

### Thematic concepts

#### A. Validity of the Design

##### 1. Logic of the project design and precision in its formulation

Address the main areas of attention on the island regarding child labor

Respond to the needs identified in the previous assessment

Create an appropriate mechanism for dealing with the needs and problems

##### 2. Coherence in the project definition and logical framework

Were indicators clearly defined

Means of verification

##### 3. Encouragement of local participation in the design stage

Participation of the beneficiaries in the project formulation

Effects of participation

Promotion of gender equality

#### B. Execution

##### 1. Management and Intervention Models Adopted by the Project

Participation by the beneficiary community

Organization by the OEF for the project execution

Technical experience of OEF in the implementation and personnel

Obstacles faced during the execution, efforts and obstacles

##### 2. Commitments assumed by the Social Partners

Public institutions involved and level of commitment

Interinstitutional Coordination

##### 3. Relevance of the Project

Well-oriented objectives for the elimination of child labor

Solution of the needs and problems

Applicability of the solutions and other similar cases

Link between the project objectives and public policies in assisting children  
Coordination of activities with other public, private, and international institutions

#### **4. Efficiency**

Mechanisms for the appropriate use of the financial resources  
Levels of benefit and effectiveness of the investment  
Relationship between investment and outputs obtained  
Association between available human resource and the demands or outputs  
Project programming

#### **5. Efficacy**

Realization of the planned activities  
Microenterprises created  
Access to health, hygiene, and nutrition  
Attendance and permanence of children and adolescents in school  
Strengthening of the zone in relation to rescuing children and adolescents

#### **6. Unforeseen effects**

Unexpected changes in the economic, social or political situation of the community  
Organization of Shellfish Harvesters on Espiritu Santo Island  
Institutionalization of the project and the strategy for eliminating high-risk child labor  
Has the productive scheme on the island been substantially improved as a result of the project  
Reaction and adjustment to the changes by the project  
Gradual elimination of child labor  
Training and awareness-raising sessions regarding the fight against child labor

#### **7. Sustainability of the outputs and visibility of the project**

Sustainability of the outputs after external support is withdrawn  
Sustainability factors of the impact of the project in the future and of the microenterprises  
Recognition of the project by the local authorities and the population  
Repercussion of the project in the municipal and national levels  
Awareness-raising in the fishing union and the institutions involved in the sector

### **C. Issues of Special Interest for the IPEC Program**

#### **1. Concrete measures for the benefit of the children and adolescents that are in high-risk situations**

Children and adolescents in high-risk situations  
Factors or conditions generated by the risk for children and adolescents  
Implemented measures

#### **2. Gender focus in the design and implementation of the project**

Specific actions to encourage women's participation in equitable conditions  
Materials to promote equality of opportunities among boys, girls, and adolescents

#### **3. Consequences (outputs or unforeseen effects) of the project with respect to equality among men and women and among boys and girls**

Access to health and hygiene services for men and women  
Access to school and permanence in school for boys and girls  
Microenterprises - women

## FIELD OBSERVATION GUIDE

Observation guide for the development of the evaluation on the implementation of the Plan to Progressively Eliminate Child Labor in Hazardous Shellfish Harvesting, within the framework of the International Program to Eliminate Child Labor (IPEC)

Name of Interviewer: \_\_\_\_\_

Date: \_\_\_\_\_

Place: \_\_\_\_\_

### 1. Basic Services

Potable Water: \_\_\_\_\_

Plumbing: \_\_\_\_\_

Electrical Energy: \_\_\_\_\_

### 2. Environmental conditions in the community:

Sources of environmental contamination:

(a) \_\_\_\_\_

(b) \_\_\_\_\_

(c) \_\_\_\_\_

(d) \_\_\_\_\_

(e) \_\_\_\_\_

(f) \_\_\_\_\_

(g) \_\_\_\_\_

(h) \_\_\_\_\_

(i) \_\_\_\_\_

(j) \_\_\_\_\_

### 3. Family Conditions:

Presence of children in the house during school hours: \_\_\_\_\_

Participation of the children in household activities: \_\_\_\_\_

### 4. Living Conditions:

Services available in homes:

Potable water: \_\_\_\_\_

Electric energy: \_\_\_\_\_

Plumbing: \_\_\_\_\_

**5. Productive activities:**

Shellfish harvesting: \_\_\_\_\_

Microenterprises: \_\_\_\_\_

Artesanal fishing: \_\_\_\_\_

Agriculture: \_\_\_\_\_

Other: \_\_\_\_\_

**6. Institutional presence:**

Police: \_\_\_\_\_ Health Services: \_\_\_\_\_

Education Services: \_\_\_\_\_ Other Institutions: \_\_\_\_\_

**7. Microenterprises**

(a) Microenterprises operating: \_\_\_\_\_

(b) Personnel employed: \_\_\_\_\_

(c) Men employed in microenterprises: \_\_\_\_\_

(d) Activities developed by men:

1. \_\_\_\_\_

2. \_\_\_\_\_

3. \_\_\_\_\_

4. \_\_\_\_\_

5. \_\_\_\_\_

(e) Women employed in microenterprises: \_\_\_\_\_

(f) Activities developed by women:

1. \_\_\_\_\_

2. \_\_\_\_\_

3. \_\_\_\_\_

4. \_\_\_\_\_

5. \_\_\_\_\_

(g) Boys, girls, or adolescents in microenterprises: \_\_\_\_\_

(h) Activities developed by children or adolescents:

1. \_\_\_\_\_

2. \_\_\_\_\_

3. \_\_\_\_\_

4. \_\_\_\_\_

5. \_\_\_\_\_

(i) Organization of the microenterprises:

1. Sales and income books: \_\_\_\_\_

2. Accounting books: \_\_\_\_\_

3. Center for Credits in operation: \_\_\_\_\_