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**EXTERNAL INTERIM EVALUATION  
OF THE  
COMBATING EXPLOITATIVE RURAL CHILD LABOR  
IN PERU  
“SEMILLA PROJECT”**

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This report describes in detail the interim evaluation conducted in June and July 2014 of the Combating Exploitative Rural Child Labor in Peru project, better known as the “Semilla project.” Michele Gonzalez Arroyo, an independent evaluator, conducted the evaluation in conjunction with Semilla project team members and stakeholders and prepared the evaluation report according to the contract terms specified by O’Brien and Associates International, Inc. The evaluator would like to thank the students, teachers, parents, local leaders, and government officials who offered their time and expertise throughout the evaluation of the Semilla project in Pasco, Junín and Huancavelica. Special thanks go to the Semilla staff for their coordination of the Peru field visit.



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## LIST OF ACRONYMS

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CMEP	Comprehensive Monitoring and Evaluation Plan
CPETI	Comité Directivo Nacional para la Prevención y Erradicación del Trabajo Infantil (National Committee for the Prevention and Eradication of Child Labor)
CRDPETI	Comité Directivo Regional para la Prevención y Erradicación de Trabajo Infantil (Regional Committee for the Prevention and Eradication of Child Labor)
DESCO	Centro de Estudios y Promoción del Desarrollo
DRE	Dirección Regional de Educación (Regional Office of Education)
DyA	Desarrollo y Autogestión
ENAHO	Encuesta Nacional de Hogares (National Households Survey)
ENPETI	Estrategia Nacional para la Erradicación de Trabajo Infantil (National Strategy for Prevention and Elimination of Child Labor)
GEM	ILO-IPEC’s Global Evaluation and Monitoring Project
ILO	International Labor Organization
IPEC	ILO’s International Program for the Elimination of Child Labor
M&E	Monitoring and Evaluation
MINEDU	Ministerio de Educación (Ministry of Education)
MTPE	Ministerio de Trabajo y Promoción de Empleo (Ministry of Labor)
MPG	Management Procedures and Guidelines
NGO	Non-Governmental Organization
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OMF	Outcome Measurement Framework
PIMS	Project Information Management System
PROCOMPITE	– Iniciativas de Apoyo a la Competitividad Productiva (Peruvian Government Competitive Production Initiatives)
ToC	Theory of Change
TPR	Technical Progress Report
USDOL	United States Department of Labor
WL	World Learning
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
SIG	Semilla’s Management Information System
TOC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
UGEL	Unidad de Gestión Educativa Local (Local Office of Education)
USDOL	United States Department of Labor

## EXECUTIVE SUMMARY

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On December 31, 2011, the U.S. Department of Labor’s (USDOL) Bureau of International Labor Affairs (ILAB) awarded the Centro de Desarrollo y Autogestión (DyA) and its implementing partners, the Centro de Estudios y Promoción del Desarrollo (DESCO) and World Learning (WL), \$13,000,000 over a four-year period to support the project entitled “Combating Exploitative Rural Child Labor in Peru” (Semilla project).

The Semilla project aims to reduce exploitative child labor in agricultural and rural areas in Peru. Its geographical target area includes the jungle (Selva) and highland (Sierra) regions within the departments of Pasco, Junín and Huancavelica, involving approximately 100 communities in seven provinces. The project intends to directly benefit 6,500 children and adolescents engaged in or at risk of entering exploitative child labor, and 3,000 households of targeted children. Its multifaceted approach includes educational, livelihood (production), public policy, awareness-raising and research activities.

The purpose of the interim evaluation is to assess the program design, review the progress made toward the achievement of project outcomes, identify lessons learned from the program strategy and key services implemented to date, determine whether the necessary tools are in place to ensure achievement of the outputs and objectives, and provide recommendations for enhancing the project’s ability to achieve desired results within the stated timeframe. Within this context, the evaluation addresses key issues related to the project’s (1) relevance, (2) progress and effectiveness, (3) efficiency, (4) performance monitoring, and (5) sustainability.

### RELEVANCE

In the area of relevance, the Semilla project is making an important contribution to the National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021) by piloting strategies that focus on prevention and eradication of child labor in rural and agricultural areas. The program design is particularly effective through its inclusion of an array of educational strategies that address multiple issues contributing to child labor. The complementary approach of linking educational services with livelihood (production) strategies creates a synergistic effect to better address one of the root causes of child labor identified by the project: low productivity/household income.

### PROGRESS AND EFFECTIVENESS

Regarding the project’s progress and effectiveness, all of the educational strategies implemented to date have demonstrated positive preliminary results with respect to improving the quality of education, increasing academic learning and preventing children or adolescents from participating in hazardous child labor activities. Some barriers outside the project’s control have impeded the attainment of the original target numbers for three of the educational services, although the project fully expects to meet total target goals by the end of project implementation period.

It is too early to draw conclusions on the effectiveness of production strategies based on production yields and improved market shares, although these strategies have successfully served

to increase producer and community awareness on the importance of children’s right to education, and the use of production strategies that do not rely on child labor.

A particularly effective strategy is reflected in the project’s crosscutting, integrated awareness-raising approach that forms an important part of each of its educational, production, research and policy activities. Awareness-raising strategies take into account the cultural values, customs and beliefs of the Peruvian rural population by clearly distinguishing formative activities from tasks that are dangerous or inappropriate for children and can affect their physical or emotional health and well-being.

### **EFFICIENCY**

In the area of efficiency, the four educational services implemented by Semilla to date have demonstrated cost-efficiency in light of the absence of existing publicly funded educational alternatives. They have shown effectiveness in preventing or eradicating hazardous child labor, and three of the four services have demonstrated a strong potential for sustainability: Academic Leveling program, Multi-grade Quality Improvement strategy, and Secondary Tutorial program. It is too early to determine the efficiency of the livelihood (production) services based on production costs and yields, since initial investments were high and harvests have not occurred for several of the crops planted.

### **PERFORMANCE MONITORING**

With regard to performance monitoring, the project’s data collection system ensures the reliability of the collected information by following a consistent protocol, using a series of crosschecks to validate the data, and maintaining both manual and electronic backups. The project’s electronic information management system is a versatile and accessible system that successfully facilitates the processing and analysis of data, and allows for the periodic adjustment of strategies to better meet project objectives.

Semilla’s Comprehensive Monitoring and Evaluation Plan (CMEP) contains effective tools to guide the process of monitoring, evaluating and reporting on project progress. Nevertheless, project staff perceives the CMEP as overly academic and unwieldy, containing a number of indicators/sub-indicators that are of limited relevance for measuring progress toward achieving project outputs and outcomes.

The design of the impact evaluation created some conflict between the intervention strategies of the Semilla project and the impact evaluation’s goal of documenting the effectiveness of these interventions. In some instances, this has impeded the project’s ability to implement its integrated intervention approach and has created tension between Semilla staff and the impact evaluation team. In addition, the inability to achieve target numbers for particular educational services might be more a result of the impact evaluation design (e.g. the selection of the communities and beneficiaries based on impact evaluation criteria), rather than the degree of success of the intervention itself.

### **SUSTAINABILITY**

With regard to sustainability, three of the four educational services implemented to date—the Academic Leveling program, Multi-grade Quality Improvement strategy, and Secondary Tutorial

program—have the greatest potential for sustainability due to their high degree of relevance and adaptability, as well as the broad buy-in and participation of national, regional and local education authorities. The After-school program shows less potential for sustainability due to lack of alignment with the national MINEDU curriculum. It is too early to determine the potential for sustainability of the livelihood strategies due to the fact that this is partially determined by crop yields and improved market strategies. With more time, however, the predicted increase in yields will likely bolster support for agricultural practices that do not rely on child labor. At the same time, project staff and stakeholders have identified barriers to sustainability, requiring an additional, more concerted effort to overcome these barriers.

## RECOMMENDATIONS

The following **recommendations** are based upon the findings and conclusions of the interim evaluation. They are intended to provide the Semilla project staff and the donor with actions that can further strengthen project outputs and outcomes.

- (1) **Align project educational services with existing Ministry of Education programs:** Semilla should focus on strengthening ties with MINEDU at the national, regional and local levels, with the goal of aligning all of its educational services with existing governmental programs. Efforts should focus on the transfer of knowledge of educational methodologies, curricular content and monitoring systems.
- (2) **Develop a written sustainability plan:** Semilla should create a written sustainability plan that can serve as a working document to guide the project’s sustainability efforts and measure progress toward their achievement.
- (3) **Scale-up the capacity-building efforts targeting governmental and non-governmental organizations:** Semilla should expand its capacity-building efforts that target representatives of governmental and non-governmental organizations using such strategies as the University Diploma program, implemented in conjunction with the Ministry of Labor. Furthermore, the Diploma program has the potential for duplication in other regions of Peru that fall outside of the project’s intervention zones. Additional capacity-building efforts by Semilla should focus on strengthening the abilities of the Ministry of Education and the Ministry of Labor to effectively monitor children’s work and educational status.
- (4) **Reinforce community capacity-building efforts with producers:** Semilla should bolster its community capacity-building efforts aimed at producers, to give them the tools and knowledge to form associations that will qualify them for governmental agricultural development funds such as PROCOMPITE. In addition, efforts should be made to scale-up marketing strategies that promote child labor-free products.
- (5) **Continue the successful implementation of awareness-building activities at the local, regional and national levels:** Semilla should continue its crosscutting, integrated approach to building awareness that has served as a common denominator in efforts to achieve the long-term goal of eradicating child labor in rural Peru.
- (6) **Revise the current CMEP:** USDOL should consider working directly with the project to identify and eliminate performance indicators that are not serving the intended purpose of measuring progress toward achievement of project objectives. This would ensure collection and analysis of only the most pertinent data during the project’s final 18 months.

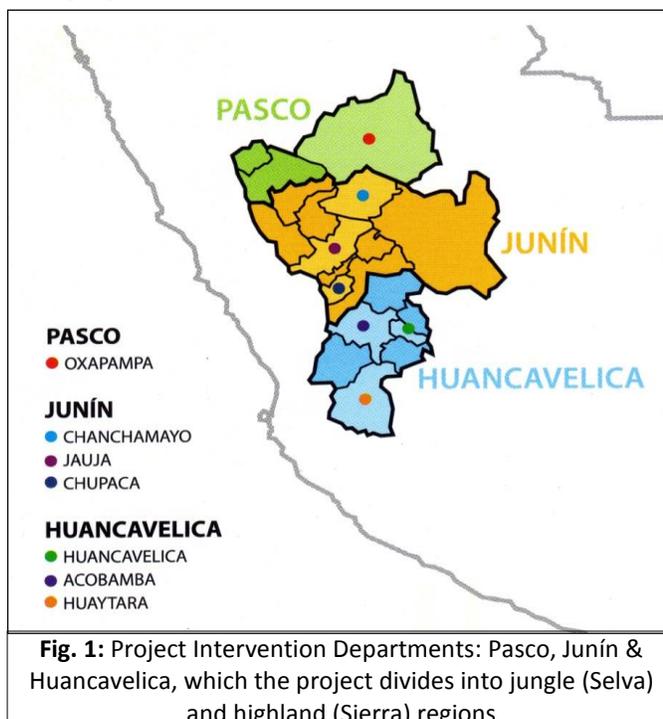
- (7) **Ensure project ownership of the CMEP:** External monitoring experts who are responsible for developing the CMEP should continue to facilitate a participatory process that promotes the project’s full input and buy-in of the developing CMEP. This process ultimately should lead to the project taking full ownership of the CMEP and finalizing a practical, feasible and effective monitoring tool.
- (8) **Reevaluate the development process and protocol of future impact evaluations:** USDOL should reevaluate its process for developing the impact evaluation protocol. Specifically, the finalized evaluation design should not interfere with the project’s ideal implementation strategy, as this could affect the educational services’ target numbers or impede the results of production intervention strategies.
- (9) **Extend the project implementation timeline:** USDOL should consider extending Semilla’s current implementation timeline by no less than two years to allow for completion of the long-term production strategies. This will provide adequate time to demonstrate the production results of coffee, cacao and avocado, and measure the outcome of all project educational services.

# I PROJECT DESCRIPTION AND BACKGROUND

## 1.1 PROJECT DESCRIPTION

On December 31, 2011, the U.S. Department of Labor’s (USDOL) Bureau of International Labor Affairs (ILAB) awarded the Centro de Desarrollo y Autogestión (DyA) and its implementing partners, the Centro de Estudios y Promoción del Desarrollo (DESCO) and World Learning (WL), \$13,000,000 over a four-year period to support the project entitled “Combating Exploitative Rural Child Labor in Peru” (Semilla project).

The Semilla project aims to reduce exploitative child labor in agricultural and rural areas in Peru. Its geographical target area includes the jungle (Selva) and highland (Sierra) regions within the departments of Pasco, Junín and Huancavelica, involving approximately 100 communities in seven provinces (Figure 1). The three departments were selected based on their respective percentages of working children ages 6 to 17, surpassing the national average in each case. Other key factors for selection included the high rates of poverty, migration, and ethnic diversity between the Andean highlands and Amazon jungle region.



The project intends to directly benefit 6,500 children and adolescents engaged in or at risk of entering exploitative child labor, and 3,000 households of targeted children using a multifaceted approach that promotes sustainable livelihoods. The project’s immediate objectives are as follows: 1) to increase access to quality education for children in target rural communities; 2) to reduce the need for child labor used to support household livelihood; 3) to increase the institutional capacity to address child labor; 4) to increase public awareness of the risks associated with child labor and the benefits of education; and 5) to produce reliable and accessible data (particularly on agricultural child labor) for informing policy decisions and subsequent actions to reduce child labor. Key project strategies and corresponding activities are listed in Table 1.

**Table 1: Key Project Strategies and Activities** (Source: Semilla Presentation, June 2, 2014)

Strategy	Key Activities
1) Educational Services	<ul style="list-style-type: none"> <li>Implement formal educational services including the Academic Leveling program, Multi-grade Quality Improvement strategy, Secondary Tutorial program, Technical Training for Adolescents program</li> <li>Implement non-formal (extracurricular) After-school program</li> </ul>

Strategy	Key Activities
2) Livelihood/ Production Strategies	<ul style="list-style-type: none"> <li>• Provide technical assistance and supplies to improve agricultural production for parents of children attending a Semilla educational service or who have children under the age of 18</li> <li>• Raise awareness of agricultural producers regarding child labor issues during every intervention activity</li> <li>• Provide technical assistance on marketing strategies that promote child labor-free agricultural products</li> </ul>
3) Public Policy	<ul style="list-style-type: none"> <li>• Strengthen and support relevant ministries within the government of Peru that are involved in children’s issues in general, and child labor issues in particular</li> <li>• Incorporate a child labor focus into national public policies and programs</li> <li>• Implement a diploma course on child labor and public policy in conjunction with the Ministry of Labor</li> <li>• Strengthen the national and regional Committees for the Prevention and Eradication of Child Labor (CPETI and CRDPETI)</li> <li>• Stakeholder mapping of the National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021)</li> </ul>
4) Awareness-raising	<ul style="list-style-type: none"> <li>• Conduct cross-cutting awareness activities as part of all educational and livelihood strategies</li> <li>• Produce periodic awareness-raising publications that reach the general public</li> <li>• Conduct outreach campaigns and public events to disseminate information on child labor and the results of project activities</li> </ul>
5) Research	<ul style="list-style-type: none"> <li>• Study the dynamics of child labor and its interaction with the national social welfare program (“Juntos”)</li> <li>• Study the occupational risks associated with children working in agriculture</li> <li>• Study the relationship between exploitative child labor and the employment, income and labor conditions of adults in the household</li> <li>• Survey key actors involved in the development of the National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021).</li> </ul>

## 1.2 PROJECT BACKGROUND

According to the Peruvian government’s 2011 National Households Survey (ENAHO), 23% of the nation’s 7.1 million children between the ages of 6-17 work. More than half of these working children live in rural areas (52%), and of these, the vast majority work in agriculture (67%).<sup>1</sup> Children in agriculture reportedly produce cotton, rice, barley, coffee, broccoli, cacao, avocado, and sugar cane; this work often exposes them to harmful pesticides, long working hours, and extreme weather conditions. Children also are responsible for shepherding and caring for farm animals, which can result in serious injuries such as being bitten, butted, gored, or trampled by animals.<sup>2</sup> Despite the hazards associated with agricultural work, there is a strong cultural bias in favor of child labor in the rural sector based on family economic need and a belief that child labor is formative.

<sup>1</sup> Ministerio de Trabajo y Promoción de Empleo, Estrategía Nacional para la Prevención y Erradicación del Trabajo Infantil en Perú, 2012, Lima, Peru, June 17, 2014.

[http://www.trabajo.gob.pe/archivos/file/exposicion/Estrategia\\_Trabajo\\_Infantil.pdf](http://www.trabajo.gob.pe/archivos/file/exposicion/Estrategia_Trabajo_Infantil.pdf)

<sup>2</sup> USDOL, 2012 Report on the Worst Forms of Child Labor; Washington DC, June 17, 2014.

<http://www.dol.gov/ilab/reports/child-labor/findings/2012TDA/peru.pdf>.

**International and National Policy Framework:** Peru is a signatory of ILO convention 182 regarding the worst forms of child labor, and ILO convention 138 regarding minimum age of employment. Its national laws permit children 14 years of age or older to be legally employed for specific types of work and for a specific number of hours per day or per week. Peru’s National Code on Children and Adolescents provides a list of prohibitive types of work and tasks for adolescents between the ages of 14 and 17. Prohibitive work includes any type of task that puts the adolescent at physical, mental or emotional risk, or work that interferes with his or her education.<sup>3</sup> In 2010, the Peruvian government also issued a list of hazardous work and activities for adolescents (Supreme Decree Number 003-2010-MIMDES).

In 2012, Peru took a significant step toward eliminating the worst forms of child labor with the approval of its first National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021). As part of this strategy, the Government funded and/or supported three new pilot programs to reduce child labor in urban and rural areas. Among these pilot projects was the Semilla project that focused specifically on strategies to eradicate dangerous rural child labor in some of the poorest regions of Peru. The Semilla project’s specific contribution to the National Strategy is further discussed in Section 3.1.1.

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<sup>3</sup> Government of Peru, *Código de los Niños y Adolescentes, Ley No. 27337*, July 2000, Lima, Peru, 18 June 2014. [http://www.tarea.org.pe/images/Codigo\\_Ninos\\_Adolescentes.pdf](http://www.tarea.org.pe/images/Codigo_Ninos_Adolescentes.pdf)

## II EVALUATION PURPOSE AND METHODOLOGY

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### 2.1 EVALUATION PURPOSE

The interim evaluation sought to assess program design, review the progress made toward the achievement of project outcomes, identify lessons learned from the program strategy and key services implemented to date, determine whether the necessary tools are in place to ensure achievement of the outputs and objectives, and provide recommendations for enhancing the project’s ability to achieve desired results within the stated timeframe. Within this context, the evaluation Terms of Reference (TOR) contained a specific set of questions to guide the evaluation. These questions addressed key issues related to the project’s (1) relevance, (2) progress and effectiveness, (3) efficiency, (4) performance monitoring, and (5) sustainability. The entire list of evaluation questions can be found in the Terms of Reference (TOR) in Annex A.

### 2.2 EVALUATOR

An external evaluator with a background in labor, education and public health conducted the interim evaluation. The evaluator had previous experience conducting project evaluations for USDOL focusing on child labor issues. The external evaluator was responsible for developing the methodology in consultation with USDOL and Semilla project staff, conducting interviews and other data collection processes, analyzing the data, and preparing the evaluation report.

### 2.3 METHODOLOGY

The methodology used for the data collection was primarily qualitative in nature. Quantitative data were obtained from project documents and reports and incorporated into the analysis. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions to bolster the credibility and validity of the results. A structured interview protocol was followed, with adjustments for each person’s background knowledge and level of involvement in project activities. The data collection process included a document review, development of data collection tools, field visits, stakeholder interviews, and the compilation of data into a matrix for final analysis.

**Evaluation Schedule.** The evaluation was conducted between June and July 2014. The evaluator contributed to the development of the TOR, reviewed project documents, and developed interview tools prior to carrying out fieldwork in Peru. The fieldwork was conducted from June 2-13. The majority of the data analysis and writing of the report occurred from June 16-July 6. The complete schedule of evaluation activities appears in Annex B.

**Data Collection.** The evaluation questions developed by USDOL served as the basis for the guides and protocols used in the key informant interviews and document reviews. The master interview guide can be found in Annex C. Following is a description of the methods employed to gather primary and secondary data.

*Document Reviews:* The evaluator reviewed and referenced numerous project documents and other reference publications. These documents included the technical proposal, comprehensive monitoring and evaluation plan (CMEP), baseline study, technical progress

reports, and other supporting project materials found on the Semilla website or obtained during the fieldwork component. Annex D shows a complete list of documents that were reviewed.

*Key Informant Interviews:* The evaluator conducted interviews with stakeholders in Lima, as well as in all three intervention regions: Pasco, Junín and Huancavelica. In total, 179 stakeholders were interviewed individually or in small groups. These included Semilla project staff; local, regional and national government representatives; teachers; children and adolescents benefiting from educational services; parents of children benefiting from an educational service; producers; and University Diploma students. Table 2 provides a summary of the stakeholder groups interviewed and their characteristics, method of interview and the sample size. A complete list of individuals interviewed appears in Annex E.

**Table 2: Stakeholders, methods, sample size and sample characteristics**

Stakeholder Group	Method of Interview (Individual or Group)	Sample Size (Number of persons interviewed)	Sample Characteristics
Semilla Project Staff	Individual and Group	39	Group and individual staff discussions in Lima, Selva and Sierra regions
Government Officials	Individual and Group	25	Representatives of national, regional or local governments
Teachers	Individual and Group	27	Teachers who teach in one of the educational services or who benefit from Semilla’s technical assistance
Students	Group	36	Children and adolescents who benefit from Semilla’s educational services
Parents	Group	8	Parents of children enrolled in an educational service
Producers	Individual and Group	38	Agricultural producers in Selva and Sierra regions whose children benefit from an educational service or who have children under 18 years of age
University Diploma Students (diploma course on child labor and public policy)	Group	6	Students representing government sector and non-governmental organizations
<b>TOTAL</b>		<b>179</b>	

*Observations:* The evaluator conducted observations of educational services in seven sites and production services in six sites within the Selva and Sierra regions (Table 3). This provided an opportunity to assess the quality of educational services by observing the level of student engagement, the degree to which teachers employed learner-centered teacher

techniques and classroom management strategies.<sup>4</sup> It also enabled the assessment of changes to production practices as a result of Semilla’s technical assistance.

**Table 3: Observations of Educational and Production Services**

Region/Community	Strategy
Selva/Alianza Río Penedo	Educational Service: Secondary Tutorial classroom
Selva/Chanchamayo	Educational Service: Secondary Tutorial training workshop for Selva and Sierra teachers (sponsored by the Ministry of Education and Semilla)
Selva/Chanchamayo	Educational Service: Leveling ( <i>Nivelación</i> ) classroom
Selva/Oconal	Educational Service: Multi-grade Quality Improvement
Selva/Iscozacín	Production Strategy: Coffee
Selva/La Florida	Production Strategy: Coffee
Selva/28 de Julio	Production Strategy: Educational workshop
Selva/28 de Julio	Production Strategy: Coffee
Sierra/Tinyari Grande	Production Strategy: Potatoes
Sierra/Nuñunguayo	Educational Service: Secondary Tutorial classroom
Sierra/Huancavelica	Educational Service: Leveling ( <i>Nivelación</i> ) classroom
Sierra/Marcatuna Huachac Chupaca	Educational Service: Multi-grade Quality Improvement
Sierra/Centro Poblado Achipampa	Production Strategy: Barley

**Data Analysis.** The document reviews and stakeholder interviews generated a substantial amount of raw qualitative data, which was then categorized, synthesized, and summarized. The data analysis process was driven by the TOR evaluation questions.

**Debriefing.** The evaluator conducted a debriefing meeting in Lima with project stakeholders to present preliminary findings, solicit clarifications, and gather further input regarding the project’s sustainability efforts.

**Limitations.** The Semilla project is carrying out educational and production activities in 100 different communities within a geographical area that spans three departments in both the Andean highland (Sierra) and jungle (Selva) regions. While it was impossible to visit every project site during the 10 days of evaluation fieldwork, all efforts were made to ensure that the evaluator visited a representative sample of sites in both the Sierra and Selva regions, including

<sup>4</sup> United Nations Children’s Fund, “Defining Quality in Education,” New York, NY, 2000. <http://www.unicef.org/education/files/QualityEducation.PDF>

some that have performed well and some that have experienced challenges.

The findings for this evaluation are based on information collected from background documents and interviews with stakeholders, project staff and beneficiaries. The accuracy and usefulness of these findings relies on the integrity and relevance of the information provided to the evaluator from these sources.

## III FINDINGS

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The following findings are based on fieldwork interviews with project stakeholders in Peru, and a review of project documents and reports. The findings address the questions in the TOR (appearing in italics) and are organized according to the following evaluation areas: relevance, progress and effectiveness, efficiency, performance monitoring, impact evaluation, and sustainability.

### 3.1 RELEVANCE

This section assesses the relevance and synergy of the project strategies in preventing and eradicating child labor in agricultural and rural areas.

#### 3.1.1 Relevance of Semilla’s Educational Strategies

*Are the project’s educational strategies addressing the issues contributing to child labor in agricultural and rural areas?*

The Semilla project’s focus on child labor in agricultural areas is unique among the pilot projects that form part of the National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021). Educational representatives at the national, regional and local government levels commented on the project’s contribution toward reducing child labor and increasing school attendance in rural areas through the piloting of key strategies. According to these representatives, each of the project’s educational services offers a unique approach to addressing issues that contribute to child labor in rural areas:

- The After-school program directly addresses the issue of unprogrammed time after school, which often gets filled with child labor activities.
- The Academic Leveling program addresses the issue of children lagging in school, which often leads to a loss of interest in learning, a higher dropout rate, and/or participation in hazardous child labor activities.
- The Secondary Tutorial program focuses on the issue of poor access to secondary education, which frequently results in students completing primary school and then going to work, often doing inappropriate or dangerous tasks.
- The Multi-grade Quality Improvement strategy addresses the problem of poor educational quality in rural classrooms, which can lead to a loss of interest in learning, a higher dropout rate, and/or participation in hazardous child labor activities.
- The Adolescent Technical Training program addresses the problem of adolescents between the ages of 14-17 who have joined the workforce and are carrying out dangerous and inappropriate types of labor.

#### 3.1.1 Relevance of Semilla’s Livelihood (Production) Strategies

*Are the project’s livelihood strategies addressing the issues contributing to child labor in agricultural and rural areas?*

The project’s livelihood (production) strategies focus on the introduction of methods to increase productivity and improve product marketing, and the substitution of child labor with alternative agricultural practices and technology. Further discussion of the effectiveness of Semilla’s production strategies is found in Section 3.2.

Beneficiaries of Semilla’s production services described the importance of the production strategies within the context of the widely accepted cultural practice of children working in agriculture. Several producers gave their own personal history of working from age six or seven to help their parents and because it was expected of all children. For this reason, the integration of awareness-raising activities within all of Semilla’s production activities is especially important. As one Semilla production official stated, *“Raising the awareness on the difference between formative activities and child labor has been our biggest challenge. For this reason awareness activities have been integrated into every production activity that we do.”*

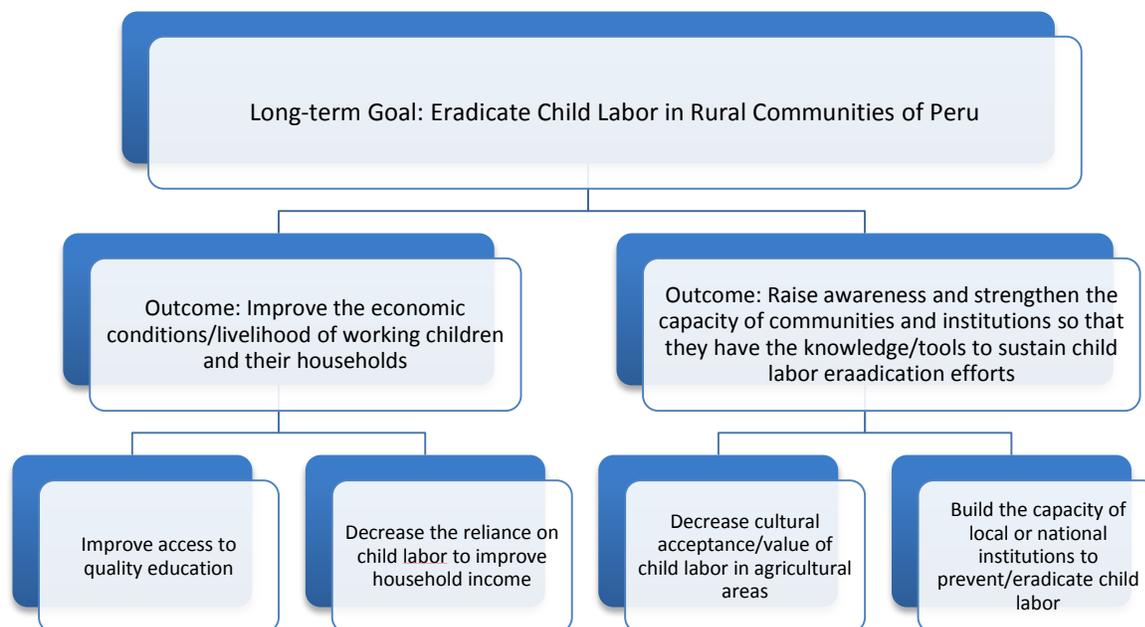
### 3.1.3 Consistency with the Project’s Theory of Change

*Is the project’s overall Theory of Change consistent with the data/findings obtained from the project’s implementation to date?*

Figure 2 presents an abbreviated version of Semilla’s Theory of Change that forms part of the project’s Comprehensive Monitoring and Evaluation Plan (CMEP). The outcomes necessary to achieve the project’s long-term goal of eradicating child labor in rural areas include the following:

- Improve the economic conditions/livelihood of working children and their households;
- Raise awareness and strengthen the capacity of communities and institutions such that they have the tools to sustain efforts to eradicate child labor.

**Fig. 2:** Semilla’s Theory of Change, abbreviated version based on description in Semilla’s CMEP, 2014.



The project’s results to date show consistent alignment with the attainment of these outcomes, through the following:

- Improved access to quality education;
- Decreased need for child labor to improve household income;

- Decreased cultural acceptance/valuation of child labor in agricultural areas;
- Increased capacity of local and national institutions to prevent/eradicate child labor.

## 3.2 PROGRESS AND EFFECTIVENESS

This section assesses the effectiveness of Semilla’s project strategies in response to the questions contained in the Interim Evaluation’s Terms of Reference (Annex A). Additional findings pertaining to the project’s target numbers are also included.

### 3.2.1 Target Numbers: Semilla’s Educational Services

Semilla is expected to enroll 6,500 children and adolescents in its educational services over the course of the project. Table 4 shows the most recent enrollment figures for each of the educational services, as compared to the original target numbers. Also included are the number of additional children expected to enroll in 2015, along with the total enrollment expected by the end of the project in December 2015.

**Table 4:** Semilla’s original target numbers and expected actuals for each of its educational services

Educational Service	Original Target Numbers	Numbers Reached to Date	Additional Numbers Expected to Reach in 2015	Total Numbers Expected by Dec. 2015
Academic Leveling program	2000	925	700	1625
After-school program	1500	1845	213	2058
Secondary Tutorial program	1000	267	300	567
Multi-grade Quality Improvement strategy	1500	1300	600	1900
Adolescent Tech. Training program	500	0	350	350
<b>TOTAL</b>	<b>6500</b>	<b>4337</b>	<b>2163</b>	<b>6500</b>

Based on the numbers provided during the evaluation fieldwork, the Academic Leveling, Secondary Tutorial and Adolescent Technical Training programs are not expected to reach their original target number goals, with a **total deficit** of **958** beneficiaries between the three programs. To offset this deficit, the After-school program and Multi-grade Quality Improvement strategy are expected to exceed the original target number goals by precisely the same number of beneficiaries—958.

**Explanation of Target Number Adjustments:** Semilla’s project director cited the highly dispersed student population and the cost of the Academic Leveling and Secondary Tutorial programs as the main reasons for not achieving their respective target numbers. Compounding these barriers was the fact that the project had to bypass some of the communities within the impact evaluation’s intervention and control groups. This was necessary because the impact evaluation protocol did not permit implementation of two educational services in the same site, even if it created synergy between two programs such as the Multi-grade intervention and the Secondary Tutorial program (see Sec. 3.5 for further details on the project’s impact evaluation). Given these restrictions and barriers, the project would have to broaden the geographical area to

reach the original target numbers and incur expenses that are not within the project’s budget. The project management justified increasing the number of beneficiaries for the After-school program and Multi-grade Quality Improvement strategy, since additional schools and students are interested in participating, and the costs are relatively low for these two services (see Section 3.4.1 for more information on program costs). Furthermore, the project staff would have the unique opportunity to transfer knowledge to local, regional and national Ministry of Education staff by jointly setting up additional After-school programs.

The deficit of students in the Adolescent Technical Training program is due mostly to a late program start that impacted the initial establishment of institutional alliances and student recruitment (see Section 3.2.4 for more detail on the Adolescent Technical Training program).

### 3.2.2 Quality and Effectiveness of Semilla’s Educational Services

*What is the quality and effectiveness of the project’s educational strategies? Do the educational services appear to be having an effect on child labor and school attendance?*

Although each of the project’s five educational strategies has a unique approach, all of them aim to prevent or eradicate hazardous child labor practices and improve student learning. The following findings on the effectiveness of Semilla’s educational services are based on project background documents, interviews with project stakeholders and observations conducted during the interim evaluation fieldwork.

**Academic Leveling:** According to the Peruvian government’s 2012 National Households Survey (ENAHO), nearly 1 million (20%) of Peruvian children between the ages of 9-17 are lagging behind in school by 3 or more years.<sup>5</sup> The Peruvian Ministry of Labor has identified children who lag behind in school to be at higher risk of participating in hazardous child labor and dropping out of school altogether.<sup>6</sup> The Academic Leveling program allows a student who is lagging behind by more than two academic years to complete two years of primary education in just one year.

What do you like best about the Academic Leveling program?

*“Finishing two years in one...the individual attention we receive from our teacher...feeling twice as smart.” –Academic Leveling Students, Huancavelica*

Interviews with 18 Academic Leveling students highlighted their favorite aspects of the program. Responses ranged from the individual attention they received from their teachers, to a greater sense of confidence in their own academic abilities. They also mentioned some of the barriers that contributed to them lagging behind in school, which included the following: 1) frequent family migrations in search of work; 2) their need to start working at an early age—some as early as six years old—to contribute to the family income; and 3) the need to take care of younger siblings so that both parents could work. Academic Leveling teachers who were interviewed commented on the excellent training received from the Semilla project, as well as curricular materials for the classroom. They

<sup>5</sup> Encuesta Nacional de Hogares, Julio 2012, Lima, Peru, June 28, 2014, file:///Users/mgarroyo3/Downloads/Resultados%20Generales%20ENAHO-2012%20(1).pdf

<sup>6</sup> Ministerio de Trabajo y Promoción de Empleo, Estrategía Nacional para la Prevención y Erradicación del Trabajo Infantil en Perú, 2012, Lima, Peru, June 28, 2014. [http://www.trabajo.gob.pe/archivos/file/exposicion/Estrategia\\_Trabajo\\_Infantil.pdf](http://www.trabajo.gob.pe/archivos/file/exposicion/Estrategia_Trabajo_Infantil.pdf)

suggested, however, more training and support for the parents on a range of psychosocial issues so that parents, in turn, could better support their own children.

Ministry of Education officials interviewed commented that they have insufficient quantitative evidence on the effectiveness of the Academic Leveling program. They stated that they are currently focusing efforts on obtaining the funding and support to conduct an impact evaluation of its effectiveness.

**After-school program:** The After-school program gives primary school children three hours of academic enrichment after the regular school day ends. The learner-centered curriculum focuses on strengthening communication, math and social skills. The program also includes a nutritious meal and parent meetings. The After-school program directly addresses the problem of unprogrammed free time after school, which often results in children joining their parents in the field. It is considered by all stakeholders as a highly effective way to keep students from participating in dangerous forms of child labor, while at the same time enriching student learning and raising parental awareness. Ten teachers and school directors who were interviewed stated that the After-school program had an impact on the students: *“We saw these kids change...the program gave them a new love for learning...no one wanted to go home at the end of the day.”*

The teachers also stated, however, that the intervention time was too short for sustainable change and suggested a stronger parental education component working in tandem with the After-school program. They also suggested that a stronger link be established between the After-school program and the production services targeting parents. They explained that this would help to reinforce the message of formative activities versus child labor, and each child’s right to a quality education. Another interviewee stated that if teachers had the opportunity to be involved in production activities, they would have a better understanding of the lives of their students and their parents.

*“Two years was not enough time to produce sustainable changes with regard to child labor. After the program ended, the kids joined their parents in the field, again.”*  
—After-school program teachers

Interviews conducted in four different communities with 33 parents of children in the After-school program highlighted the parents’ initial hesitancy toward letting their children stay at school versus helping them in the field. These same parents were direct beneficiaries of Semilla’s production services; as a result, several parents described how the After-school program increased their knowledge and awareness about child labor and the importance of education, leading to a complete change in attitude.

*“I did not realize that my kids were doing dangerous work. Now I know that they should not carry heavy things; they should not fumigate; they should not work with a machete. Now I want my kids to study.”*  
—Parent of child in After-school program

**Secondary Tutorial program:** The Secondary Tutorial program gives students in remote rural areas access to secondary education within or near their communities. It allows them to study locally rather than travel long distances to attend school. According to Semilla education experts,

approximately 50,000 rural students in Peru do not have access to secondary education within a reasonable walking distance. Compounding the problem is the fact that students who migrate to urban areas often stay there, leaving few professionals within the rural communities and negatively impacting their development. Without a tutorial program, students who do not want to migrate, or who cannot afford to migrate, ultimately discontinue their studies and join the workforce at a very young age.

Interviews with 18 Secondary Tutorial students from two different communities described what the students like most about the program. All of them commented on the flexible schedule of attending classes from 8 am to 5 pm on Monday and Tuesday, and receiving individual tutorial sessions from their teachers on Wednesday or Thursday. This compressed school schedule allows students time to help their parents, without interfering with their studies. At least half of the students mentioned that they are getting a better education with the individual attention received from their teachers. They are happy to have a place to study in their community, and feel that they are a very important part of it. As one student succinctly stated, *“Our parents are proud of us.”*

Teachers in one Secondary Tutorial program located in the Selva region commented on the importance of community participation. *“This type of program is not possible without the full support of community members.”* The teachers live in the same rural community as their students during the compressed school week, and the community, in turn, provides their housing. While teachers praised the community participation, they also emphasized the need for a parental education component that could work in tandem with the tutorial program, to help parents better understand the concept of eradicating child labor.

The parent representative at one Secondary Tutorial program in the Sierra region explained his personal interest in helping to organize the program within his community. He recounted a personal tragedy of losing his granddaughter suddenly last year as she walked two hours each way to attend secondary school. While the exact cause of death is unknown, he is convinced that the long distances to and from school were responsible for her death. In his granddaughter’s memory he promised to do everything possible to sustain the Secondary Tutorial program within his community.

*“I’ll fight until the day I die so that other kids don’t have to sacrifice with their life just so they can attend secondary school.”*

–Parent Rep., Secondary Tutorial community

Finally, the Ministry of Education has shown particular interest in the Secondary Tutorial program. MINEDU officials interviewed stated that they see this educational service as particularly pertinent and necessary. MINEDU’s secondary education technical team was involved in the development of the program’s secondary curriculum, identifying communities for participation and training their teachers. They also played a key role in obtaining buy-in from the regional and local education offices. In June 2014, MINEDU took the lead in organizing and funding the second training workshop for Secondary Tutorial teachers, which took place during the interim evaluation fieldwork. The workshop focused on further developing their skills as Secondary Tutorial teachers, within this extraordinary structure, and on curricular content. At this workshop, MINEDU officials also mentioned their commitment to assuming the financial

responsibility for paying the teachers. Most importantly, their outlook was optimistic regarding their progress toward obtaining the necessary support to fully integrate the Secondary Tutorial program into the national public policy.

**Multi-grade Quality Improvement strategy:** This strategy focuses on improvements in the quality of education provided by the multi-grade classroom teachers. Semilla project education experts emphasized that multi-grade classroom teachers do not have the necessary skills, training, or curricular materials to adequately manage multiple grade levels within a single classroom. The primary objective of the quality improvement strategies, therefore, is to build the capacity of teachers to better manage differentiated teaching content and maximize student learning. These strategies actively involve community members in the school improvement efforts.

Interviews with multi-grade classroom teachers suggested that they are actively applying strategies learned in Semilla’s training workshops. One veteran teacher of a multi-grade classroom described her new-found understanding of learner-centered teaching techniques. She said that for the first time, she has the tools to truly handle a multi-grade curriculum. While she appreciated all of the training and curricular materials, she expressed the need for more training and dedicated time to develop thematic units specific to the needs of her students.

*The ideas I got in the workshops for multi-grade teachers have made my teaching much more hands-on. Before the students would just copy and memorize what I wrote on the chalkboard. Now they learn by doing.*  
–Multi-grade classroom teacher, Sierra region

Interviews with the Ministry of Education’s primary education technical team indicated great interest in the impact evaluation currently underway to assess the effectiveness of the Multi-grade strategy in preventing/eradicating child labor and improving student learning. MINEDU recently asked Semilla to provide technical assistance in designing a Multi-grade classroom planning strategy for use in all multi-grade schools in the country.

**Adolescent Technical Training program:** This program is different from the other educational services in that it targets working adolescents and provides them with the necessary skills and awareness to obtain decent work. It is discussed further in Section 3.2.4.

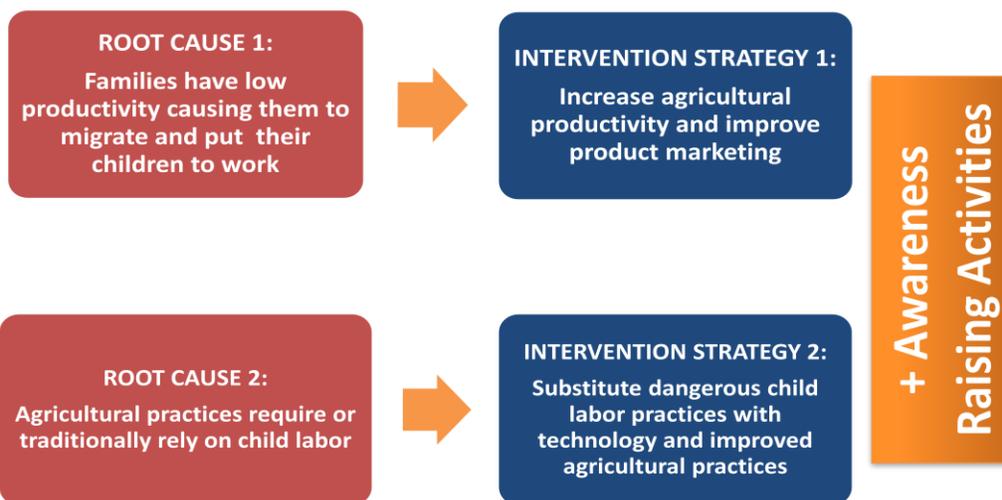
### 3.2.3 Quality and Effectiveness of Semilla’s Livelihood Strategies

*What is the quality and effectiveness of the project’s production strategies? Do the production interventions appear to be having an effect on child labor and school attendance?*

Semilla’s livelihood intervention strategies directly address two root causes of child labor: low productivity/household income, and agricultural practices that require or traditionally rely on child labor. These intervention strategies utilize a comprehensive array of activities that include provision of supplies (seeds, plants, fertilizer, insecticides, etc.) technical assistance, workshops, demonstration plots, technology, and crosscutting awareness-raising activities (Figure 3).

**Fig. 3:** Semilla’s livelihood intervention strategies directly address root causes of child labor.

## Intervention Strategies



**Characteristics of beneficiaries:** All participants of Semilla’s production services have the following characteristics:

- Are part of a household with children under the age of 18 who are working or at risk of working;
- Have children enrolled in a school (for Multi-grade intervention strategy);
- Depend exclusively on agriculture for their subsistence;
- Produce one of the following crops: barley, grasses, potato, beans, avocado, coffee or cacao.

**Preliminary results:** In many cases it is too early to assess the effectiveness of project strategies aimed at influencing crop yields or household income (see Section 3.4.2 for further discussion of quantitative findings to date). Nevertheless, qualitative results do provide an indication of the effectiveness of project strategies directed at raising the awareness of producers and changing their behavior and attitudes. Following are a few highlights from interviews with 38 producers in the Selva and Sierra regions.

*Selva:* Five coffee producers in the Selva region discussed the importance of Semilla’s technical assistance and marketing strategies that promote child labor-free coffee production. They stated that it took time to achieve the buy-in of all 16 producers within the association, but that all are now completely committed to producing coffee without the use of child labor. They went on to share their positive experience at a coffee producer fair at which they explained the meaning behind their “Responsible Production” label (Fig. 4): “By buying this product, you are supporting parents who value the education of their children more than dangerous types of work.” They are hopeful that the label will help them to market their coffee, but more importantly, they are genuinely proud



**Figure 4: Responsible Production Label**

and satisfied to be part of a strategy that raises awareness and benefits their children.

*Selva:* A group of 11 producers in the Selva region discussed the impact of rust fungus on approximately 93% of their coffee crop, 58% of which was completely lost. The producers commented that the emergency assistance provided by the project was invaluable; with this assistance they replanted the lost coffee with a rust-resistant variety. The evaluator visited two of the affected coffee farms along with the producers and a Semilla agronomist, who explained: *“Some families have been devastated by the rust fungus, which could generate pressure for children to work. We are hoping that the remediation package and additional technical assistance on methods for improving pest prevention practices will offset these losses and keep families committed to child labor-free practices.”*

*Sierra:* The evaluator visited a potato demonstration plot where she observed harvest practices and spoke to producers regarding any identifiable differences between this harvest and previous harvests. In one stand out comment, a producer said that this was the first harvest that had been carried out without the use of child labor. The producers also stated that, while they don’t know the final production yields, they fully anticipate a larger harvest compared to previous harvests, in part due to the technical assistance provided by Semilla agronomists. Finally, they stated that their children’s participation in the After-school program raised their awareness on the importance of having their children focused on school, rather than work. As one parent conveyed, *“My child thrived in the After-school program. I wish it didn’t have to end.”*

*Sierra:* The evaluator visited a barley demonstration plot in the high Sierra region. The harvest was being carried out with a threshing machine for the first time. Producers described the efficiency of the threshing machine as compared to manual labor, including child labor. The threshing machine allowed them to complete the harvest work with three adults in three hours, as compared to requiring six men, women and children over the course of two full days. Even with the cost of renting the threshing machine plus gas taken into account, the use of a threshing machine resulted in greater cost-efficiency than the two days of manual labor. This barley demonstration plot has motivated this group of producers to form their own association, with the help and guidance of the Semilla staff. By forming the association, producers can apply for funding to obtain their own threshing machine through a program known as PROCOMPITE, which is the Peruvian Government Competitive Production Initiative.

*“We’ll be the first to have an agricultural association in the Valley of El Alto Cunas...the first thing we will do is try to get our own threshing machine through PROCOMPITE...other communities in the valley will see what can be done if we work together in an organized fashion.”*  
--Producers, Sierra region

### **3.2.4 Progress of Adolescent Technical Training Program**

*What progress has been made in implementing the vocational/technical training for adolescents?*

The technical training for adolescents—known as the Adolescent Employment Readiness program—is a project strategy that will be implemented in conjunction with the Ministry of Labor (Office of the Vice Minister). The objectives of this strategy are to reduce the number of rural adolescents who carry out hazardous tasks and increase their skills to conduct appropriate,

safe and decent work. The program will target 500 rural adolescents who are working or are at risk of working in high hazard jobs. These youth will be given both social and professional training to prepare them for less-hazardous types of work. This is considered a pilot program, with the goal of becoming fully integrated into the Ministry of Labor’s (MTPE) operational plan by 2016 (budget approvals occur in March of the previous year).

While the implementation timeline is a full year behind schedule, the Semilla project is now moving forward by forming alliances with existing training centers and lining up consultants to adapt existing vocational educational training curricula. Semilla representatives expect to begin implementing the training program in August 2014, which would allow approximately one year to demonstrate its effectiveness.

Ministry of Labor officials stated that delays in the design and implementation of the Adolescent Employment Readiness program is partially due to the high degree of turnover within the Ministry, with three different Ministers of Labor in past two years. The MTPE representatives explained that important groundwork was lost during the project’s first year as a result of a change of minister in April. Recently, another delay was attributed to the indecision surrounding the placement of the program under the Ministry’s “work” division or “employment” division; therefore, the program has yet to be officially recognized by the Office of the Vice Minister. As one MTPE official stated, *“We cannot always be on the same timeline as those of donor projects. Semilla needs to have some degree of flexibility so that we can work through internal issues.”*

### **3.2.5 Effectiveness of Capacity-building Efforts**

*What is the extent of capacity building with local and national entities that work on child labor issues?*

Semilla’s capacity-building strategies focus on increasing the awareness and knowledge of representatives within local, regional and national institutions. Key activities include the project’s work with national and regional Committees for the Prevention and Eradication of Child Labor (CPETI and CRDPETI), and the development and implementation of a University diploma program.

**CPETI and CRDPETI:** The Committee for the Prevention and Eradication of Child Labor (CPETI) is a national committee with representatives from governmental institutions, businesses, labor unions, and non-governmental organizations. Together the members of this working group focus on advancing the agenda contained within the National Strategy for the Prevention and Eradication of Child Labor (ENPETI, 2012-2021). Interviews with MTPS officials who coordinate CPETI confirmed the importance of Semilla’s contributions to this committee. Each month Semilla presents timely updates on the project’s progress and delivers semi-annual reports of its results, which then are distributed to all members of the national CPETI and the regional CRDPETIs. Of particular interest to the committee are Semilla’s research studies, which, according to MTPS officials, are helping fill-in important informational gaps such as the occupational risks associated with child labor.

The director of Huancavelica’s regional Office of Labor commented on Semilla’s important capacity-building efforts with the regional CRDPETI, including a workshop on the purpose and importance of CRDPETI’s role in the prevention and eradication of child labor. The

representative stated, *“There has been a lot of in-fighting among CRDPETI committee members because of a strong contingency from an NGO that wants to support young workers to help alleviate poverty. While there is still a lot to be done, Semilla has helped focus our efforts on hazardous child labor, which no organization should be supporting or promoting.”*

**University Diploma Program:** The Semilla project, in conjunction with the Ministry of Labor (MTPS) and the Catholic University of Peru, designed and implemented a Diploma course focusing on public policy and public management, with an emphasis on child labor issues. At the time of the interim evaluation, the first course either was nearly completed or had been completed at three campuses within Semilla’s target regions. According to Semilla officials, 144 students representing 85 different institutions participated in this initial phase. Interviews were conducted with six diploma students representing governmental and non-governmental organizations. All six students described the ways in which the course has raised their awareness on child labor issues. They also agreed on the utility of the course contents and its application to their daily work.

One diploma student working with the regional Office of Labor in Huancavelica described an immediate application of what he had learned in the diploma course. He was able to identify weaknesses within his own inspection department due to an increased understanding of national and international laws on child labor. In sharing this information with his two inspectors, he realized that child labor violations were not a part of their inspection protocol. He currently is working to formally integrate child labor issues into the office’s inspection protocol.

*“The information I learned in the Diploma course helped me see the weaknesses within my own institution...I am now working on efforts to formally integrate child labor issues within this office’s inspection protocol.”*

--Director, Regional Office of Labor, Huancavelica

### 3.2.6 Effectiveness of Awareness-raising Strategies

*What is the quality and effectiveness of the awareness-raising strategy?*

Semilla’s awareness-raising strategies are crosscutting, forming an integral part of all educational, livelihood, research and policy strategies. Project staff described the importance of implementing awareness-raising strategies that take into account the cultural values, customs and beliefs of the Peruvian rural population. One important cultural value centers on teaching the children to be productive members of the community. With this in mind, Semilla has taken the approach of distinguishing formative activities from tasks that are dangerous or inappropriate for children and can affect their physical or emotional health and well-being.

An important initial awareness-raising tool is the project’s “Activity Clock” (Figure 5). This simple but effective tool raises the critical question: *How much time does a child need to develop adequately?* Its visual representation of 24 hours in a day helps parents to reflect on the number of hours a child spends doing daily activities—going to school, doing homework, resting, playing, doing household chores, taking care of personal hygiene, eating and sleeping. It also stimulates discussion on important differences between formative activities and child labor.

Parents stated that they never realized that in order for their children to succeed in school, they could not dedicate much time to child labor activities.

The Semilla project recently completed a comprehensive awareness manual to help guide Semilla staff in their crosscutting awareness activities, and to serve as a model for other child labor projects with similar strategies.

The manual includes the following:

- Semilla’s awareness objectives and philosophy;
- National and international child labor laws;
- Political agreements between Semilla and national, regional or local governmental entities;
- Awareness methods (30-minute “icebreakers”) that project staff can use during any educational or production activity;
- Awareness methods that teachers can use with children to integrate content into the language arts;
- Guidelines for organizing special awareness outreach events such as fairs and forums, targeting in particular children, parents and political officials.



Fig. 5: Semilla's awareness-raising “Activity Clock” asks the critical question: How much time does a child need to develop adequately?

### 3.3 EFFECTIVENESS OF PROJECT MONITORING

#### 3.3.1 Comprehensive Monitoring and Evaluation Plan

*Is the project staff using the tools set in the CMEP? Are these useful for project management?*

**Background and Purpose of CMEP:** Semilla’s Comprehensive Monitoring and Evaluation Plan (CMEP) was established in accordance with USDOL’s Management Procedures and Guidelines (MPG).<sup>7</sup> The CMEP is a tool to guide and manage the process of monitoring, evaluating and reporting on progress made toward achieving intended project outputs and outcomes. It contains indicators to track project efforts at the output, outcome, and impact levels.<sup>8</sup> It is “comprehensive” because not only does it monitor results, but also addresses the important questions of “how” and “why” changes occur. At its foundation lies the project’s Theory of Change (TOC), discussed in Section 3.1.3.

<sup>7</sup> USDOL, Management Procedures and Guidelines: Grant and Cooperative Agreements, 2011.

<sup>8</sup> Ibid.

**Process for developing the CMEP:** In March 2012, an external M&E expert began the process of developing the CMEP in conjunction with Semilla project staff; it was completed at the end of 2012. During this process, the project management and monitoring teams felt that the external expert did not fully consider their input, resulting in an end product that was more “imposed” than collaborative. Project staff described the plan as “extensive, theoretical, and complex,” with 36 performance (outcome and output) indicators and approximately 140 sub-indicators (specific conditions of the performance indicators). USDOL officials noted that the project developed the indicators with guidance from the CMEP external expert that included ongoing efforts to reduce the number and scope of indicators. USDOL’s understanding is that in an effort to reduce the number of indicators per the guidance of the external expert, the project increased the complexity of indicators to capture multiple outcomes with one overarching indicator, resulting in layers of sub-indicators needed in order to calculate the final outcome-level indicator. To help resolve the unwieldy nature of the CMEP, Semilla’s monitoring team developed a condensed version (approximately 1/3 the length of the original) that contained the most pertinent contents of the original plan.

**Usefulness and Accessibility of Data Collected:** The project management and monitoring teams conducted a detailed analysis of the project’s advances and achievements at the biannual internal evaluation meetings. The project’s database is integrated within its electronic information management system (known as SIG SEMILLA), which permits authorized users to download specific information for further analysis and comparison. This information is used to guide the project’s operational plan, analyze specific services, and make any necessary adjustments. The results also are used to develop monthly and biannual progress reports for CPETI, CRDPETI and regional governmental offices, subsequently serving as a foundation for the project’s public policy efforts.

**Disadvantages or limitations of the data collection process:** The process of collecting data on all of the performance indicators was described as “arduous” and “time-consuming.” This was compounded by the fact that many of the indicators were considered of limited value for measuring progress toward achieving project outputs and outcomes. According to Semilla’s Monitoring and Evaluation team, of the 36 performance indicators, only a handful were useful for guiding and managing the project’s work, and for periodic reporting to project stakeholders. Indicators that were considered useful included project coverage, student attrition/drop-out rates, student performance, types of crops planted, composition of household, crop diseases, and number of agreements reached. As stated by the project’s monitoring team, “*The time invested in gathering what we consider relatively useless data could be better invested in analyzing the data that does help us advance toward meeting project objectives.*” Further discussion of the project’s performance indicators is found in Section 3.3.3.

### **3.3.2 Strengths and Weaknesses of the Project’s Monitoring System**

*What is the effectiveness of the project’s monitoring system, including the processes for monitoring and recording information on the provision of services; its timeliness; the completeness and consistency of the data generated by the system; and its usefulness for management and field staff?*

The following findings are based on discussions held with project staff in the Lima, Selva and Sierra offices regarding the strengths, weaknesses, and overall effectiveness of specific aspects of the project’s monitoring system.

**Data Collection:** Semilla’s monitoring and evaluation team oversees the data collection process; however, it is dependent upon the cooperation of the education and production staff, and participating teachers. The strengths and weaknesses of this process, as identified by the project’s management and monitoring team, are found in Table 5.

**Table 5: Strengths and Weaknesses of the Data Collection Processes**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Participatory process involving teaching staff of the After-school, Leveling and Secondary Tutorial programs.</li> <li>• Direct supervision of data collection, conducted by Semilla’s education and production technicians.</li> <li>• Annual training to review the procedures for collecting and reporting data.</li> <li>• Data collection forms developed based on input from all Semilla staff members.</li> <li>• Ongoing communication between monitoring officials in Selva and Sierra offices and their respective education and production technicians.</li> <li>• Ongoing communication between central office monitoring officials and regional office monitoring teams regarding the status of data collection.</li> <li>• Collection of data every six months allows for results to be integrated into the biannual Technical Progress Reports sent to USDOL.</li> <li>• Monitoring officials in each of the project zones directly verify information collected by education and production staff; each has the authority to immediately correct any inconsistencies with the data collection protocol.</li> </ul>	<ul style="list-style-type: none"> <li>• Data collection process for Multi-grade classroom services is not optimal, as teachers are not contracted by the project; extra time is required to ensure the accurate collection of data.</li> <li>• Distances to some remote areas may impede an immediate visit by the monitoring team.</li> <li>• Connectivity issues in the Selva region results in slower processing of information.</li> <li>• Some data are collected for the sole purpose of fulfilling monitoring requirements, rather than for measuring progress toward achievement of project objectives.</li> </ul>

**Reliability of Data Collected:** The evaluator visited each of the field offices to verify the reliability and consistency of the collected data. The qualitative findings are based on the project staff’s perceptions of their data collection system. These perceptions were not validated through cross-referencing with the project’s data files. The monitoring officials and data entry staff in the two offices followed the same data collection protocols to enhance reliability. The monitoring teams in the central and regional offices identified the strengths and weaknesses of these protocols, as presented in Table 6.

**Table 6: Strengths and Weaknesses Regarding the Reliability and Consistency of Data**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Project’s electronic monitoring system (SIG) facilitates the consistent processing of data.</li> <li>• Multiple individuals involved in the process of validating information: education and production technicians, regional monitoring staff, and central monitoring officials.</li> <li>• Fluid communication exists between production, education and monitoring teams in regional</li> </ul>	<ul style="list-style-type: none"> <li>• Delays in the delivery of information due to long distances between the various communities.</li> <li>• Prolonged validation times for information coming from the Multi-grade classrooms, due to delays by teachers in handling in their data.</li> <li>• Harvest data in the Sierra region dependent upon agricultural cycle for that particular crop (not all are harvested at once).</li> </ul>

<p>offices, and the corresponding officials in the project’s central office.</p> <ul style="list-style-type: none"> <li>• Monitoring teams in central and regional offices are very familiar with the contents of the project’s monitoring plan and protocol.</li> <li>• Manual files are organized according to beneficiaries of education or production services and updated with subsequent follow-up visits.</li> <li>• Automatic backups of electronic monitoring files reduce the risk of losing data; manual files serve as another backup.</li> </ul>	
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**Reliability of Data Collected on Work and Educational Status:** The qualitative findings are based on the project staff’s perceptions of their data collection system. These perceptions were not validated through cross-referencing with the project’s data files. Project M&E staff explained that once a child is enrolled in a Semilla educational service, teachers collect baseline information on that child’s work and educational status. As part of this intake process, the Semilla project follows a protocol in which the child recalls his or her activity during the previous week (Figure 6). Since teachers know students’ routines best, they are the ones who most often collect the data. The project trains teachers and other staff on probing techniques that can obtain the most accurate information. Semilla project staff or teachers verify the data collected with a follow-up home visit, although this is not done in each case. The activity recall is re-administered every six months to monitor progress of each child’s labor and educational status.

**Fig. 6:** Data collection tool: What activities did you do last week?

What activities did you do last week?				
Time		From Monday to Friday	Saturday	Sunday
4 - 5	AM			
5 - 6				
6 - 7				
7 - 8				
8 - 9				
9 - 10				
10 - 11				
11 - 12				
12 - 1	PM			
1 - 2				
2 - 3				
3 - 4				
4 - 5				
5 - 6				
6 - 7				
7 - 8				
8 - 9				
9 - 10				
10 - 11				
11 - 12				
12 - 1	AM			
1 - 2				
2 - 3				
3 - 4				

### 3.3.3 Performance Indicators: What is Useful and What is Not

*Are there any indicators that have not been reported? Why?*

Interviews conducted with Semilla staff in the central and regional offices revealed a number of concerns with performance indicators found in the project’s Outcome Measurement Framework (Annex 4 of the CMEP). Table 7 contains a list of selected indicators that the project has *not* reported to date, and some that have been reported but have raised concerns among project staff regarding their complexity and/or the usefulness of the data.

**Table 7:** Semilla project indicators that have not been reported or have been reported but raise concerns.

Area related to results/products	Indicators	Reasons for not reporting results to date <i>and/or</i> other concerns expressed by Semilla project staff
<b>I. Impact</b>		
<i>Child Labor</i>	I.1 % of households in target communities with underage children who are working	<ul style="list-style-type: none"> <li>Indicators I.1, I.2, I.3, I.4 will only be reported at the end of the project, utilizing the results of a survey with 1400 families (baseline completed, follow-up expected in Oct. 2015). The unit of measurement for these indicators is the household.</li> <li>A concern regarding child labor was raised. If one child in the household continues to work, the entire household is counted as participating in child labor, even if the other children are no longer working.</li> <li>A concern regarding school attendance was raised. The results do not take into consideration other barriers to education, i.e., communities that do not have a school, children with disabilities, teenage pregnancy, etc. The project strategies cannot resolve all of the barriers that impede access to education for all household children in targeted communities.</li> </ul>
<i>Hazardous Child Labor</i>	I.2 % of households in target communities with children 5 to 17 years of age who are doing dangerous work	
<i>Worst Forms of Child Labor</i>	I.3 % of households in target communities with children 5 to 17 years of age who are doing the worst forms of child labor	
<i>Education</i>	I.4 % of households in which all children between 6 to 12 years of age attend school (by gender and age)	
<b>II. Results</b>		
<i>Outcomes related to children’s work status</i>	WS.2 % of child beneficiaries participating in the worst forms of child labor	<ul style="list-style-type: none"> <li>Indicator WS.2 not reported because Semilla’s focus is on hazardous child labor (hours and risks), which are considered a worst form of child labor and reported as part of impact (Section I of this table). This is only reported once under Indicator I.3.</li> </ul>
	WS.3 % of children who are victims of human trafficking	<ul style="list-style-type: none"> <li>Not reported. This is not an issue in Semilla’s target communities.</li> </ul>
	WS.5 % of children who are victims of commercial sexual exploitation	<ul style="list-style-type: none"> <li>Not reported. This is not an issue in Semilla’s target communities.</li> </ul>
<i>Outcomes related to children’s education</i>	OTC 2: % of beneficiary schools that have integrated strategies to prevent and resolve educational problems related to child labor	<ul style="list-style-type: none"> <li>Reported, but a concern was raised. This indicator is based on four complex variables, making it very difficult to assess and report. Furthermore, the project does not consider the resulting information as useful, since they can give a more accurate qualitative assessment based on their daily or weekly interaction with the schools. Gathering unnecessary data is an inefficient use of time.</li> </ul>

	OTC 3: % of children with improved learning, based on test scores pre- and post-intervention	<ul style="list-style-type: none"> <li>Reported, but a concern was raised regarding the difficulty of attaining four levels of achievement in language arts in order to demonstrate improved learning.</li> </ul>
	OTC 5: % of households that are producers of coffee or cacao, who, as a result of forming an association, improve the quality of their products	<ul style="list-style-type: none"> <li>Not reported because the indicator is based on the assumption that an improvement in product quality is the direct result of formation of an association.</li> <li>This indicator is based on four complex variables that only apply to households that are part of an association.</li> <li>The indicator does not take into consideration the effects of the coffee rust fungus.</li> </ul>
	OTC 6: % of households that are producers of coffee or cacao and who market their products at a more competitive price than national or international prices (international reference price based on NY stock exchange)	<ul style="list-style-type: none"> <li>Not reported because the results are not useful for the project.</li> <li>The project’s main interest with producers is to document successful production of their crop without child labor; market analysis is not necessary.</li> <li>The rust fungus that attacked the coffee crops will make it impossible to reach the target of 5 points above international market price.</li> </ul>
<b>III. Outputs</b>		
<i>Outputs related to education</i>	OTP3: # of children that enroll in secondary education as a result of the Secondary Tutorial program	<ul style="list-style-type: none"> <li>Not yet reported, as the Secondary Tutorial program just began in March 2014 and the indicator is based on 160 days of school attendance.</li> </ul>
	OTP 4: # of teachers that apply the After-school program methodology	<ul style="list-style-type: none"> <li>Reported, but this indicator is overly complex and is based on fulfilling five sub-indicators. If one of the five sub-indicators is not met, then the teachers cannot be counted as utilizing the methodology.</li> </ul>
	OTP 7: # of teachers in Multi-grade classroom that incorporate differential teaching for each grade level	<ul style="list-style-type: none"> <li>Reported, but this indicator is overly complex and is based on achieving five of seven sub-indicators.</li> </ul>
	OTP 8: # of schools that have educational equipment for the implementation of the programs	<ul style="list-style-type: none"> <li>Reported, but this is a complex indicator based on the fulfillment of a minimum of 4 items of a long and comprehensive checklist.</li> </ul>
<i>Outputs related to livelihood services (common indicators)</i>	L.2 # of adults provided with employment services	<ul style="list-style-type: none"> <li>Not reported, as these services are not provided by the project.</li> </ul>
	L.3 # of children of legal working age that receive employment training services	<ul style="list-style-type: none"> <li>Not reported, as this component has not yet been implemented.</li> </ul>
	L.4 # of individuals provided with economic strengthening services	<ul style="list-style-type: none"> <li>Reported, but the subindicators require the fulfillment of two of four specific criteria. This contradicts the MPG that counts an individual after provision of the initial services.</li> </ul>
<i>Outputs related to livelihood services (project specific)</i>	OTP 10 # of households of coffee and cacao producers that implement post-harvest practices of drying and classification	<ul style="list-style-type: none"> <li>Not reported. This indicator involves a detailed assessment of the product quality (e.g. “27% of the coffee beans in a given sample do not have defects in accordance with a specific quality control checklist”). This involves a costly and time-consuming assessment,</li> </ul>

		and the results are not useful for a project that aims to promote agricultural practices without the participation of child labor.
	OTP 11 # of households that receive technical assistance and/or training that leads to better market position	• Not reported. This indicator requires the fulfillment of two criteria: technical assistance related to economic strengthening, and participation in one marketing event (not feasible for many producers).
<i>Indicators related to the context of each area (not dependent on the project)</i>	CTX 1: Changes in legislation or governmental plans/ projects CTX 2: Changes in public officials that work with project CTX 3: Climatic factors that affect agricultural productivity CTX 4: Annual changes in commodity prices, i.e., coffee, cacao, potatoes and barley CTX 5: Fluctuations in the dollar exchange rate	• Not reported. These 5 indicators are difficult to quantify and compare, particularly with regard to their impact on project implementation and results. They are reported qualitatively within the body of the biannual TPR.

### 3.4 EFFICIENCY

*Are project strategies/activities efficient in terms of financial and human resources in relation to their outputs and outcomes?*

The assessment of the project’s efficiency included a comparative analysis of educational and production services’ cost relative to their respective outputs and outcomes. This analysis was based on information provided to the evaluator by the project management staff, and did not include a comprehensive assessment of the project’s financial records.

#### 3.4.1 Efficiency of Semilla’s Educational Services

The Semilla project implemented a variety of educational services for rural students, with the goal of improving student learning and eradicating hazardous child labor. These services ranged in cost from a high of US \$1,366 per student per year, to a low of US \$51 per student per year (Table 8). Cited costs include all expenses associated with program development and implementation over the course of one year. These costs could decrease in subsequent years if the need for curriculum development and teacher training decreases.

**Table 8:** Semilla’s Educational Services and Cost per Beneficiary

Educational Service	Cost/Child/Year in \$USD
Academic Leveling	896
After-school Program	233
Secondary Tutorial Program	1,366
Multi-grade Quality Improvement strategy	51
Adolescent Technical Training Program	280

Cost alone does not determine the efficiency of each educational service; it also is necessary to compare each service to alternatives that may exist, assess the service’s effectiveness in

preventing or eradicating hazardous child labor, and determine the potential for sustainability. The following is an analysis of each educational service’s efficiency, based on these criteria.

**Academic Leveling:** The Peruvian Ministry of Education does not offer a similar educational alternative for students who are lagging behind two or more years in primary school. The investment of US \$896 per student per year is low when considering that in 2012, the Peruvian Ministry of Education spent an average of US \$690 per student per year for basic primary education,<sup>9</sup> and the Academic Leveling program allows the student to complete two years in one. Furthermore, the likelihood of sustainability is high: the Ministry of Education currently is planning to fund a pilot Academic Leveling program in 80 additional schools, while at the same time conduct an impact evaluation to demonstrate its effectiveness. According to Ministry of Education officials, the goal is to support the full integration of an Academic Leveling program into public policy.

**After-school program:** The After-school program has a cost of US \$233 per student per year. There is no publicly funded after-school program that could serve as an alternative. MINEDU’s basic primary education provides approximately five hours of academic learning per day at a cost of \$690 per student per year. When comparing this cost to the after-school program, the latter provides approximately 60% as many hours but costs only 34% as much, including food. Even with the favorable cost comparison, the sustainability of the After-school program is less likely, according to MINEDU officials, because it is not specifically aligned with the required national curriculum. Nevertheless, the Ministry of Education is discussing the possibility of extending the academic school day and is interested in exploring the possibility of adapting the project’s After-school program model for this purpose.

**Secondary Tutorial program:** The cost of the Secondary Tutorial program is US \$1,366 per student per year, which is the most costly program of Semilla’s educational services. While there is no governmental education program that provides the same kind of service, MINEDU does offer an alternative school for adolescent and adult students. In 2012, MINEDU spent US \$703 per year for each student enrolled in an alternative school.<sup>10</sup> The costs for the Secondary Tutorial program may decrease in the future, however, since its total cost included curriculum development. The likelihood of sustainability for this program is high: MINEDU already has assumed the costs of the teachers and the training for Semilla’s Secondary Tutorial services, which are the major expenses within the total cost of \$1,366 per student. Furthermore, because this program is filling such a gap in services, MINEDU plans to expand it to six other provinces in 2015.

**Multi-grade Quality Improvement strategy:** The cost for implementing the Multi-grade Quality Improvement strategy is minimal at US \$51 per student per year. This cost only covers teacher training and materials, as MINEDU is responsible for paying the teachers. An examination of the effectiveness of this strategy is currently the focus of Semilla’s impact evaluation (in conjunction with livelihood services for families), due to the fact that the multi-grade classroom is a standard part of public education services under MINEDU. The likelihood

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<sup>9</sup> Ministerio de Educación, Estadística de la Calidad Educativa, 2009, Lima, Peru, 1 July 2014.  
<http://escale.minedu.gob.pe/tendencias>

<sup>10</sup> Ibid.

of sustainability for the Multi-grade Quality Improvement strategy is high, making this a particularly cost-effective intervention.

**Adolescent Technical Training program:** The Adolescent Technical Training program has not officially begun, but the cost is estimated at US \$280 per adolescent per year. This cost can be compared to that of MINEDU’s vocational education programs, which in 2012 cost US \$511 per student per year.<sup>11</sup>

### 3.4.2 Efficiency of Semilla’s Livelihood (Production) Services

The livelihood strategies aim to increase household income by increasing production, while at the same time decreasing or eliminating the reliance on child labor to achieve the increased production level. The livelihood intervention strategies require an investment in supplies, technical assistance, and in some cases machinery to mechanize the process. What is not reflected in the project’s investment is the frequent and consistent opportunity to raise the awareness of producers on child labor issues and children’s right to education.

Table 9 demonstrates the crop production costs and yields, before and after project intervention strategies. This is followed by a narrative description for each crop investment, its yield, and particular circumstances affecting either of these two variables.

**Table 9:** Livelihood Strategies: Cost per household and yields, before and after project intervention

Before Project Intervention			After Project Intervention	
Crop	Cost per household USD	Yield	Cost per household USD	Yield
Coffee	67.93	9 qq/ha	132.05	15 qq/ha
Cacao	20.56	600 kg/ha	216.42	1200 kg/ha
Avocado	70.28	n/a	83.39	n/a
Beans	19.81	1.1 tm/ha	44.42	2.2 tm/ha
Potato	20.56	10 tm/ha	38.75	15 tm/ha
Barley	6.2	1.1 tm/ha	18.94	1.5 tm/ha
Grasses	12.78	12 tm/ha	28.06	20 tm/ha

- **Coffee:** Coffee production costs per household nearly doubled with the project intervention strategies. The yields, however, were significantly affected by the rust fungus, with a loss of nearly 60% of coffee planted. An unforeseen investment in coffee production called the “recovery package” allowed farmers to replant the lost crops with a rust-resistant variety; its first harvest will not occur until after the project ends.
- **Cacao:** Cacao production costs increased nearly tenfold with the integration of project strategies, but the return on this initial investment cannot be fairly assessed at this time, since the trees just started to produce their fruit. Semilla production staff estimates cocoa yields will increase significantly in 3 years.

<sup>11</sup> Ibid.

- **Avocado:** The avocado trees are still young and the first harvest will not occur until 2016. For this reason, it is not possible to comment on this investment.
- **Beans:** The approximately twofold investment in beans yielded twice as many tons per hectare.
- **Potatoes:** The investment in potatoes was nearly twice the amount as pre-intervention costs, yet the yield did not increase proportionally.
- **Barley:** Barley production costs tripled, yet the yield did not increase proportionally.
- **Grasses:** Grass production costs more than doubled from pre-intervention costs, yet the yield was less than double.

### 3.5 IMPACT EVALUATION

*To what extent has the impact evaluation affected perceptions of the project?*

*Has the impact evaluation influenced the project in terms of resource allocations?*

**Purpose:** The Semilla project’s impact evaluation will help address existing empirical knowledge gaps on the types of interventions that are most effective in preventing and eliminating child labor. An external evaluation team, the International Labor Organization’s Global Monitoring and Evaluation project (GEM), was selected through a competitive bidding process to lead Semilla’s impact evaluation.

**Impact Evaluation Design:** The impact evaluation focuses on the effectiveness of the Multi-grade Quality Improvement strategy and livelihood (production) services in eliminating hazardous child labor. The evaluation design required the selection of 40 communities to implement the Multi-grade Quality Improvement and livelihood (production) strategies, 40 communities that would only implement the livelihood strategies, and 40 control communities that would not implement either strategy. While this experimental design served the purpose of the impact evaluation, Semilla project staff explained that it goes against their model of an integrated intervention approach in which the project works with multiple stakeholders within a community or region. This resulted in the project having to adjust its selection of communities and beneficiaries based on the impact evaluation design, rather than the impact evaluation design accommodating the project’s ideal selection criteria.

**Delays:** The project was cleared to begin all production activities in August 2012, after the randomization but prior to the profiling of control communities. Nevertheless, some of the production activities for the intervention groups started in the second half of 2012, others in 2013 and still other production activities will be implemented in 2014. The Multi-grade Quality Improvement strategy began in September 2013, with one teacher-training workshop. Another teacher-training workshop was given in early 2014, and changes in classroom methodologies began in March 2014. According to project staff, some of the delays were attributed to difficulties in obtaining the required number of control and intervention communities with the necessary characteristics, forcing the Semilla project to vastly extend its geographical target area. Delays in the selection of beneficiaries were further impacted by the necessity to synchronize with the agricultural and scholastic cycles. Other delays were attributed to the time-consuming process of verifying the list of beneficiaries, which was not completed until early 2014. These delays may impact the results due to the significantly shortened intervention time period for both

production activities and educational services—a concern raised by Ministry of Education officials.

**Discord:** Semilla project staff in the Selva zone described the difficulties of working within the confines of the experimental approach, which involved control versus intervention communities. This approach created several conflicts for Semilla staff, including the inability to establish agricultural associations due to its potential effect on the control group. The experimental approach also negated the possibility of offering services to neighboring communities within a given intervention zone if they were designated as a control group. Control communities that knew of production and educational intervention strategies in neighboring areas did not understand how the project could serve one community and not the next, when both were equally interested in participating. A third problem involved the inability of Semilla staff to carry out the original strategy of installing plant nurseries throughout the project's intervention zones. These decentralized nurseries would have allowed project staff to provide a practical experience for producers to learn about this important production strategy. Instead, plant nurseries were forced to remain centralized in order to avoid possible contamination of a control group.

**Resource allocations:** Semilla’s monitoring teams in the central and regional offices dedicated an extraordinary amount of time during the first quarter of 2014 to verifying the beneficiary list, as the GEM project did not have the necessary staffing to undertake this important but time-consuming task. According to project officials, this forced the project to contract additional staff to carry out the regular responsibilities of the project’s monitoring team. In addition, the extended geographical area required by the impact evaluation design resulted in the need to redistribute project personnel and increase the transportation budget.

**Other issues of concern:** During the interim evaluation fieldwork, one producer was hesitant to speak with the evaluator. He explained that he had just participated in an interview for “another Semilla evaluation” (data collection for the impact evaluation baseline), and he had not liked his experience or how the evaluation team had approached other members in the community. This producer, who was also a parent representative, described the researchers as “brusque” and “intimidating.” The evaluator asked the Semilla team about the protocol for the impact evaluation; they explained that a specific protocol had been established, but that the evaluation team might not be following it. Semilla already had received complaints about the impact evaluation team introducing themselves as part of the Semilla project, conducting research on project beneficiaries. If true, this goes against established protocol that specifies the independent nature of the impact evaluation, and it could compromise the validity of the study’s results.

## 3.6 SUSTAINABILITY

### 3.6.1 Sustainability of Semilla Project Services

*Which project services/initiatives should be sustained by local, regional and national government entities? How can this be achieved?*

**Educational Services:** All 25 government stakeholders agreed during the interviews on the importance of taking concrete action to sustain Semilla’s educational strategies, specifically

identifying the Secondary Tutorial program and Multi-grade Quality Improvement strategy as interventions most likely to be adopted as public policy. National Ministry of Education officials elaborated on the process necessary for transferring responsibility of Semilla’s educational services to the Peruvian government, which includes the piloting of educational strategies, validation of the methodology, collection of data to demonstrate effectiveness, dissemination of results, and advocacy for integration of the services into public policy. MINEDU primary education officials highlighted their commitment to this process by describing the impact evaluation study funded by their agency to study the effectiveness of the Academic Leveling program. As one official stated, *“Impact evaluations are expensive, but we cannot promote services without reliable quantitative evidence.”*

**Livelihood Services:** Both government stakeholders and Semilla project staff agreed that livelihood services should be implemented in tandem with educational services. Specific suggestions for sustaining livelihood services within existing governmental programs that were mentioned in the final stakeholder meeting include the following:

- Require applicants of government-sponsored agricultural support programs to commit to production practices that are free of hazardous child labor. This would apply to any of the Peruvian government competitive production programs such as PROCOMPITE.
- Support practices that incorporate appropriate technology, thereby increasing the probability of increased production and a decreased need for child labor.

### 3.6.2 Priorities for the Semilla Project to Ensure Sustainability

*What should the Semilla project prioritize during its final 18 months to ensure the sustainability of its strategies and initiatives?*

Government stakeholders and Semilla project staff offered a number of suggestions for prioritization of Semilla’s sustainability efforts during its final 18 months of implementation. These include the following:

- **Work closely with local, regional and national counterparts:** Participants of the final stakeholder meeting suggested that Semilla focus its efforts on working collaboratively with national, regional and local governmental institutions, with a goal of aligning its educational and production services with existing governmental programs. This would bring the additional benefit of allowing for the transfer of knowledge of technical programs and monitoring systems. Specific institutions mentioned included the Ministry of Education, Ministry of Labor and Ministry of Agriculture.
- **Work with local communities:** Stakeholders reiterated the importance of Semilla’s efforts to build the capacity of local communities and municipal governments, enabling both to better manage future livelihood and educational services. The Secondary Tutorial program, in particular, depends on the buy-in and participation of local communities and municipal governments. Community capacity-building efforts also should include production strategies that help promote the formation of agricultural associations—a prerequisite for PROCOMPITE funds.

- **Raise the awareness of public officials:** Representatives of governmental institutions emphasized the need for Semilla to continue its awareness and capacity-building efforts with public officials, particularly with regard to policies and actions that directly promote the eradication of child labor. The six students of the University Diploma program unanimously agreed that their participation in the program has given them the tools to advocate for child labor policies within their respective institutions.
- **Seek additional funding:** Stakeholders universally expressed that a project such as Semilla needs a longer period of time to implement project strategies and document their impact. A short-term project runs the risk of losing valuable experience and having insufficient time for follow-up and transfer of knowledge.
- **Document project strategies and costs:** Stakeholders suggested that Semilla provide detailed documentation of program strategies and costs so that local, regional and national institutions can consider all that is involved for sustaining current efforts and scaling-up to other communities.
- **Provide quantitative evidence of effectiveness:** Representatives of governmental institutions reiterated the importance of Semilla focusing program efforts on gathering quantitative evidence to demonstrate the effectiveness of educational and production services, including their impact on child labor practices, student learning and agricultural production. These results should be widely disseminated and serve as the basis for promoting sustainability of project strategies.

### 3.6.3 Possible Barriers to Sustainability

*What additional steps need to be taken in order to promote the sustainability of project components?*

Government stakeholders identified a number of factors that can impede the sustainability of Semilla project strategies. Potential barriers to sustainability and strategies for overcoming these barriers are summarized in Table 11.

**Table 11: Barriers to Sustainability and Strategies for Overcoming these Barriers**

Barriers to Sustainability	Strategies for Overcoming Barriers
1. Child labor is a culturally accepted practice among parents, teachers and authorities, being viewed as a tradition and perhaps an economic necessity	1. Reinforce awareness strategies directed to parents to differentiate between formative activities and hazardous child labor. Also, raise awareness among children regarding their right to quality education.
2. Insufficient preparation and training for teachers leads to lower quality education in the classroom	2. Review and redefine teacher standards/criteria to ensure adequate numbers of qualified classroom teachers.
3. Frequent turnover of government officials (elections and constant replacements), breaking consistent support for project goals	3. Raise awareness and build capacity at all levels of government to institutionalize support for the eradication of hazardous child labor
4. Lack of impact data to better promote project strategies	4. Provide regular communication with governmental stakeholders to keep them apprised of ongoing project achievements and results. Disseminate impact data, once available.
5. Little interface between school and	5. Create more opportunity for parent-teacher-student interactions within an educational context.

<b>Barriers to Sustainability</b>	<b>Strategies for Overcoming Barriers</b>
<p>home environment/family</p> <p>6. Insufficient governmental support for agricultural producers.</p> <p>7. Project communication strategies that do not take into consideration the realities of rural communities and the importance of formative agricultural activities.</p> <p>8. Project strategies are not fully compatible with the Peruvian government structure.</p>	<p>6. Raise awareness of agricultural institutions regarding hazardous child labor and the effectiveness of production activities to reduce its prevalence.</p> <p>7. Create and implement awareness campaigns that promote agricultural work that is free of hazardous child labor and recognizes the positive nature of formative agricultural activities.</p> <p>8. Align project strategies with existing educational services and programs such that they complement one another.</p>

## IV CONCLUSIONS

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Based on the specific findings outlined in Section III, the following conclusions can be made regarding the Semilla project’s relevance, effectiveness, efficiency, impact, and sustainability.

### 4.1 RELEVANCE

- The Semilla project is making an important contribution to the National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021) by piloting strategies that focus on prevention and eradication of child labor in rural and agricultural areas.
- The program design is particularly effective through its inclusion of an array of educational strategies that address multiple issues contributing to child labor. The complementary approach of linking educational services with livelihood (production) strategies creates a synergistic effect to better address one of the root causes of child labor identified by the project: low productivity/household income.
- The project’s Theory of Change continues to be a consistent model for outlining the project’s pathway to change, leading to the achievement of the project’s long-term goal of eradication of child labor in rural Peru.

### 4.2 PROJECT PROGRESS AND EFFECTIVENESS

- The barriers that have impeded the attainment of the target numbers for three of the educational services represent factors that are outside the project’s control. These barriers have significantly impacted the potential reach of two educational services—Adolescent Leveling and Secondary Tutorial—that serve children and adolescents at greatest risk of dropping out of school and going to work.
- All of the educational strategies, with the exception of the Adolescent Technical Training program, have demonstrated positive preliminary results with respect to improving the quality of education, increasing academic learning and preventing children or adolescents from participating in hazardous child labor activities.
- It is too early to draw conclusions on the effectiveness of production strategies based on production yields and improved market shares, due to variables such as length of the growing season and plant plagues. However, these strategies have successfully served to increase producer and community awareness on the importance of children’s right to education, and the use of production strategies that do not rely on child labor.
- Capacity-building strategies, such as the innovative University Diploma course, have served to raise the awareness of a wide variety of stakeholders from governmental and non-governmental organizations regarding child labor policies and practices. For some participants, this increase in knowledge and understanding might form the foundation for future concrete actions within their institutions for the promotion, defense and protection of children’s right to education and the eradication of hazardous child labor.
- The Semilla project has successfully developed and implemented an effective, crosscutting awareness-raising approach that forms an important part of each of its educational, production, research and policy activities. This integrated approach has served as a common denominator in efforts to achieve the long-term goal of eradicating child labor in rural Peru.

### **4.3 EFFICIENCY**

- The four educational services implemented by Semilla to date have demonstrated cost-efficiency in light of the absence of existing publicly funded educational alternatives. They have shown effectiveness in preventing or eradicating hazardous child labor, and three of the four services have demonstrated a strong potential for sustainability: Academic Leveling program, Multi-grade Quality Improvement strategy, and Secondary Tutorial program.
- It is too early to determine the efficiency of the livelihood (production) services based on production costs and yields, since initial investments were high and harvests have not occurred for several of the crops planted.

### **4.4 PERFORMANCE MONITORING**

- Semilla’s Comprehensive Monitoring and Evaluation Plan (CMEP) contains effective tools to guide the process of monitoring, evaluating and reporting on project progress. Nevertheless, project staff perceives the CMEP as overly academic and unwieldy, containing a number of indicators/sub-indicators that are of limited relevance for measuring progress toward achieving project outputs and outcomes.
- The project’s data collection system ensures the reliability of the collected information by following a consistent protocol, by using a series of crosschecks to validate the data, and by maintaining both manual and electronic backups. The project’s electronic information management system is a versatile and accessible system that successfully facilitates the processing and analysis of data, and allows for the periodic adjustment of strategies to better meet project objectives.
- The design of the impact evaluation created some conflict between the intervention strategies of the Semilla project and the impact evaluation’s goal of documenting the effectiveness of these interventions. In some instances, this has impeded the project’s ability to implement its integrated intervention approach, and has created tension between the Semilla staff and the impact evaluation team. In addition, the inability to achieve target numbers for particular educational services might be more a result of the impact evaluation design (e.g. the selection of the communities and beneficiaries based on impact evaluation selection criteria), rather than the degree of success of the intervention itself.

### **4.5 SUSTAINABILITY**

- Three of the four educational services implemented to date—the Secondary Tutorial program, Academic Leveling program and Multi-grade Quality Improvement strategy—have the greatest potential for sustainability due to their high degree of relevance and adaptability, as well as the broad buy-in and participation of national, regional and local education authorities.
- The After-school program is an effective academic enrichment service, as well as an effective strategy for the prevention of children’s participation in hazardous child labor. Unfortunately, it currently does not demonstrate the same level of commitment and buy-in by educational authorities for its sustainability.
- Regarding the livelihood (production) strategies, it is too early to determine the potential for sustainability due to the fact that this is partially determined by crop yields and improved

market strategies. With more time, however, the predicted increase in yields will likely bolster support for agricultural practices that do not rely on child labor.

- Several of the Semilla project strategies are successfully addressing barriers that impede sustainability of its efforts to eradicate child labor in rural Peru. Nevertheless, certain barriers still exist that have not been adequately addressed by the current project strategies and will require an additional, more concerted effort.

## V RECOMMENDATIONS

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The following **recommendations** are based upon the findings and conclusions of the interim evaluation. They are intended to provide the Semilla project staff and the donor with actions that can further strengthen project outputs and outcomes.

- (1) **Align project educational services with existing Ministry of Education programs:** Semilla should focus on strengthening ties with MINEDU at the national, regional and local levels, with the goal of aligning all of its educational services with existing governmental programs. Efforts should focus on the transfer of knowledge of educational methodologies, curricular content and monitoring systems.
- (2) **Develop a written sustainability plan:** Semilla should create a written sustainability plan that can serve as a working document to guide the project’s sustainability efforts and measure progress toward their achievement.
- (3) **Scale-up the capacity-building efforts targeting governmental and non-governmental organizations:** Semilla should expand its capacity-building efforts that target representatives of governmental and non-governmental organizations using such strategies as the University Diploma program, implemented in conjunction with the Ministry of Labor. Furthermore, the Diploma program has the potential for duplication in other regions of Peru that fall outside of the project’s intervention zones. Additional capacity-building efforts by Semilla should focus on strengthening the abilities of the Ministry of Education and the Ministry of Labor to effectively monitor children’s work and educational status.
- (4) **Reinforce community capacity-building efforts with producers:** Semilla should bolster its community capacity-building efforts aimed at producers, to give them the tools and knowledge to form associations that will qualify them for governmental agricultural development funds such as PROCOMPITE. In addition, efforts should be made to scale-up marketing strategies that promote child labor-free products.
- (5) **Continue the successful implementation of awareness-building activities at the local, regional and national levels:** Semilla should continue its crosscutting, integrated approach to building awareness that has served as a common denominator in efforts to achieve the long-term goal of eradicating child labor in rural Peru.
- (6) **Revise the current CMEP:** USDOL should consider working directly with the project to identify and eliminate performance indicators that are not serving the intended purpose of measuring progress toward achievement of project objectives. This would ensure collection and analysis of only the most pertinent data during the project’s final 18 months.
- (7) **Ensure project ownership of the CMEP:** External monitoring experts who are responsible for developing the CMEP should continue to facilitate a participatory process that promotes the project’s full input and buy-in of the developing CMEP. This process ultimately should lead to the project taking full ownership of the CMEP and finalizing a practical, feasible and effective monitoring tool.
- (8) **Reevaluate the development process and protocol of future impact evaluations:** USDOL should reevaluate its process for developing the impact evaluation protocol. Specifically, the finalized evaluation design should not interfere with the project’s ideal implementation strategy, as this could affect the educational services’ target numbers or impede the results of production intervention strategies.

- (9) **Extend the project implementation timeline:** USDOL should consider extending Semilla’s current implementation timeline by no less than two years to allow for the completion of the long-term production strategies. This will provide adequate time to demonstrate the production results of coffee, cacao and avocado, and measure the outcome of all project educational services.



## **ANNEXES**

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## **ANNEX A: TERMS OF REFERENCE**

# **TERMS OF REFERENCE**

## **AN EXTERNAL INTERIM EVALUATION OF THE COMBATING EXPLOITATIVE RURAL CHILD LABOR IN PERU**

### **INTRODUCTION**

The U.S. Department of Labor (USDOL) has retained O'Brien & Associates, Inc. to undertake an external interim evaluation of the Combating Exploitative Rural Child Labor in Peru program (Semilla Project). This is 4-year, \$13 million project that is funded by USDOL and implemented by Desarrollo y Autogestión (DyA) and its implementing partners, the Centro de Estudios y Promoción del Desarrollo (DESCO) and World Learning (WL). This evaluation is intended as a formative evaluation that will allow the project to address challenges encountered and take mid-course corrective actions before the project is scheduled to end in December 2015.

The following Terms of Reference (TOR) serves as the framework and guidelines for the evaluation. It is organized according to the following sections.

1. Background of the Project
2. Purpose, Scope, and Audience of Evaluation
3. Evaluation Questions
4. Evaluation Management and Support
5. Roles and Responsibilities
6. Evaluation Methodology
7. Evaluation Milestones and Timeline
8. Deliverables and Deliverable Schedule
9. Evaluation Report

### **BACKGROUND AND JUSTIFICATION**

#### **USDOL - OCFT**

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

Since 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitative child labor internationally. This funding has been used to support technical cooperation projects to combat exploitative child labor in more than 91 countries around the world. The majority of these projects provide direct services to children and families to decrease the prevalence of child labor. These projects often target specific sectors of child labor and geographical areas. USDOL also funds separate research and capacity projects to build the knowledge base on child labor as well as the

capacity of governments to address the issue. The primary approach of USDOL-funded projects that provide direct beneficiary interventions is to decrease the prevalence of exploitative child labor through increased access to education, improved livelihoods of vulnerable families, raised awareness of the dangers of child labor and benefits of education, and increased institutional capacity to address the issue.

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

#### **CHILD LABOR IN RURAL PERU**

According to the Peruvian government's 2011 Household Survey, 68 percent of child laborers under the legal working age work in rural areas. The worst forms of child labor in rural areas include hazardous activities in agriculture and mining. Children in agriculture reportedly produce cotton, rice, barley, coffee, broccoli, cacao, avocado, and sugarcane, which often exposes them to harmful pesticides, long working hours, and extreme weather. Although information is limited, there are reports that children also perform hazardous activities in the production of Brazil nuts. Children are also responsible for shepherding and caring for farm animals, where they may suffer injuries such as being bitten, butted, gored, or trampled by animals.<sup>12</sup>

Many children also work in mines, where they are exposed to harmful chemicals. Children who work in mining, particularly gold mines, are required to carry heavy loads and work in poorly ventilated, unsafe conditions. Evidence suggests that forced child labor is a problem in informal gold mines.<sup>13</sup>

**Peruvian Government Efforts:** In 2012, Peru made a significant advancement in efforts to eliminate the worst forms of child labor. The Government approved and began implementing its first National Strategy for the Prevention and Eradication of Child Labor for 2012-2021. As part of the strategy, the Government funded and/or supported three new pilot programs to reduce child labor in urban and rural areas. The Government also began collecting more detailed annual statistics on children's work and initiated two impact evaluations on programs to combat child labor. Further, the Ministry of Labor hired additional inspectors and increased the number of employers sanctioned for child labor violations. The National Police released public information on the number of children rescued from situations of trafficking, as well as information on criminal prosecutions of traffickers. While these efforts demonstrate positive steps, child labor inspections remain underfunded and are insufficient in number, especially in regions with the highest rates of child labor. There is also a lack of coordination and information-sharing between Government agencies dealing with child labor issues.

#### **BACKGROUND OF THE PROJECT**

The Semilla project aims to reduce exploitative child labor in agricultural and rural areas in the Huancavelica, Pasco and Junín regions of Peru. All three Departments were selected because they surpass the national average in terms of percentage of working children between the ages of 6 and 17.

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<sup>12</sup> USDOL, *2012 Report on the Worst Forms of Child Labor*; Washington DC, April 7, 2014. <http://www.dol.gov/ilab/reports/child-labor/findings/2012TDA/peru.pdf>.

<sup>13</sup> *Ibid.*

Other factors considered for choosing these three Departments include the high rates of poverty, migration, and ethnic diversity between the Andean highlands and Amazon region.

The project will directly benefit 6,500 children engaged in and at risk of entering exploitative child labor, and 3,000 households of targeted children through efforts to guarantee sustainable livelihoods. The project's multifaceted approach includes education, livelihood, awareness-raising, public policy and research strategies. The specific project objectives are as follows:

- Provide direct educational services to targeted children and sustainable livelihood services to members of their households;
- Support national institutions to improve policies, programs, and delivery of education, social protection, and sustainable livelihood services;
- Raise awareness of exploitative child labor and its root causes and the importance of education for all children;
- Mobilize stakeholders to improve and expand educational opportunities;
- Support research and the collection of reliable data on child labor and its root causes, as well as effective strategies to address it; and
- Ensure long-term sustainability of these efforts.

## **PURPOSE, SCOPE, AND AUDIENCE OF EVALUATION**

### **PURPOSE**

OCFT-funded projects are subject to external interim and final evaluations. The interim evaluation of the Semilla project is due at this time.

The overall **purpose** of this interim evaluation is to assess program design, review the progress made toward the achievement of the outcomes of the project, and identify lessons learned from its program strategy and its key services implemented to date. The evaluation will investigate how well the project team is managing project activities and whether it has in place the tools necessary to ensure achievement of the outputs and objectives. The evaluation will also provide recommendations for enhancing achievements of project objectives and addressing limitations in order to improve the project's ability to achieve results within its period of performance.

Specifically the mid-term evaluation aims to achieve the following:

1. Assess the project's effectiveness and achievement in reaching established goals to date, and to highlight any additional information than what has already been reported in the project's Technical Progress Reports (TPR) and CMEP data.
2. Identify any specific areas that may benefit from adjustments to ensure the project can be as successful as possible during the remaining period of implementation.
3. Determine if there are any marked differences in the way the project services are being delivered in sierra and selva environments.
4. Assess whether the topic of child labor is consistently woven into the provision of livelihood and education services, i.e., that these services are not just implemented in a way that raises family's incomes or improves school outcomes, but that there is a consistent effort to link these services to reducing child labor.
5. Provide recommendations that can help the project meet its objectives and targets by the time of project end;

6. Evaluate the relevance of the project strategies and their combination to prevent and eradicate child labor in agricultural and rural areas.
7. Assess the design, approach and effectiveness of the project's educational, livelihood, and public policy strategies.
8. Determine whether the educational programs, in particular the leveling (*nivelación*) and multigrade services, can be scaled-up and replicated.
9. Assess the level of involvement that families have in the execution of program activities.
10. Assess the effectiveness of project reporting on livelihoods training, including recommendations for improvements in monitoring processes.
11. Assess the effectiveness of the project's public policy work; specifically collaboration with Ministries of Education and Labor, including recommendations for steps the project should take to create sustainable changes and ongoing government support of interventions after the project ends.

## **SCOPE**

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

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

## **AUDIENCE**

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

The report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

## **EVALUATION QUESTIONS**

To serve these purposes, this external interim evaluation will focus on the purpose outlined above and the validity of the project's design, the relevance of the project's services to the target groups' needs, the

project's efficiency and effectiveness, the impact of the results, and the potential for sustainability. These criteria are explained in detail below by addressing their associated questions.

Additional questions may also be analyzed as determined by the stakeholders and evaluator before the fieldwork begins. The evaluator may also identify further points of importance during the mission that may be included in the analysis as appropriate.

### **Relevance**

1. Is the project design appropriate for the cultural, economic, and political context in which it works?
2. To what extent has the project harmonized its interventions with existing government initiatives?

### **Validity and Project Design**

3. Is the project's overall Theory of Change consistent with the data/findings obtained from project implementation to date?

### **Project Progress and Effectiveness**

4. What is the quality and effectiveness of the project's educational strategies?
5. Do the educational services and production interventions appear to be having an effect on child labor and school attendance?
6. What are the reasons for the delay in implementing the vocational/technical training for adolescents.
7. What is the extent of capacity building with local and national entities that work on child labor issues? Has the project addressed capacity deficiencies in the CPETI? Has it coordinated with any local programs that local governments might be running?
8. What is the quality and effectiveness of the awareness raising strategy
9. What is the extent of sharing/capacity building with local and national entities that work on child labor issues? For example, has the project addressed capacity deficiencies in the CPETI? Has it coordinated with any local programs that local governments might be running?

### **Efficiency**

10. Are project strategies/activities efficient in terms of financial and human resources in relation to their outputs and outcomes?

### **Effectiveness of Project Management**

11. Based on the provisions included in Semilla's CMEP, what is the effectiveness of the project's monitoring system, including the processes for monitoring and recording information on the provision of services; its timeliness; the completeness and consistency of the data generated by the system; and its usefulness for management and field staff? Are there any indicators that have not been reported? Why?
12. How accessible is the data that is being collected? How is this data being used to assist in project implementation?
13. Are the grantee and the sub-grantees using the tools set in the CMEP? Are these useful for project management? Why or why not? To what extent do management decisions take into account monitoring-based information?
14. Is the project collecting reliable data on the work and educational status of beneficiary children? How can this be improved?

### **Impact Evaluation**

15. To what extent has the impact evaluation affected perceptions of the project?
16. Has the impact evaluation influenced the project in terms of resource allocations? Please describe any changes that have been made.

#### **Sustainability**

17. Which project activities/initiatives are most likely sustainable and transferable to the communities and relevant local institutions (i.e., local government authorities or non-government agencies) before the project ends?
18. Is the project able to leverage additional financial resources from the government and private sector? If so, please describe how this has been accomplished.
19. What additional steps need to be taken in order to promote the sustainability of project components?

### **EVALUATION MANAGEMENT AND SUPPORT**

O'Brien and Associates International has contracted Michele Gonzalez Arroyo to conduct this evaluation. Michele is a senior evaluation consultant that specializes in education and labor issues. She has substantial experience evaluating USDOL programs in Latin America and Asia. Over the past 12 years, she has conducted 17 program evaluations of which 14 were in the Latin American region. In 2012, Michele conducted the mid-term evaluation for a child labor prevention and eradication project targeting indigenous populations in Bolivia (*Ñaupacman Puriy-Kereimba-Chi'k'y Wawita: Combating Exploitative Child Labor in Bolivia*) that served as a model for the current child labor elimination project that is now underway in Peru. Michele also carried out evaluations of USDOL-funded child labor elimination projects in Colombia (*Edúcame Primero Colombia*, 2009), Central America and Dominican Republic (*Primero Aprendo*, 2009), and Nicaragua (*ENTERATE*, 2011).

O'Brien and Associates will provide logistical, and administrative support to the evaluator, including travel arrangements and all materials needed to provide the deliverables specified in the Terms of Reference. O'Brien and Associates International will also be responsible for providing technical oversight necessary to ensure consistency of methods and technical standards.

### **ROLES AND RESPONSIBILITIES**

The evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). She will:

- Finalize and submit the TOR
- Review project background documents
- Review the evaluation questions and refine the questions, as necessary
- Develop and implement an evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions, including a detailed discussion of constraints generated by the retrospective nature of this evaluation methodology and data collection and how those constraints could be avoided in future projects
- Conduct planning meetings/calls, as necessary, with USDOL and DyA
- Decide composition of itinerary, field visits, and interviews to ensure objectivity of the evaluation
- Present verbally preliminary findings to project field staff and other stakeholders as determined in consultation with USDOL and DyA

- Prepare an initial drafts (48 hour and 2 week reviews) of the evaluation report and share with USDOL and ILO
- Prepare and submit final report

USDOL is responsible for:

- Providing project background documents to the evaluator
- Obtaining country clearance
- Briefing DyA on evaluation to ensure coordination and preparation for evaluator
- Reviewing and providing comments of the draft evaluation reports
- Approving the final draft of the evaluation report
- **PARTICIPATING IN THE POST-TRIP DEBRIEFING**

DyA is responsible for:

- Reviewing and providing input to the TOR
- Providing project background materials to the evaluator
- Providing information on all project sites for evaluator to choose from in deciding the evaluation itinerary
- Preparing a list of recommended interviewees
- Scheduling meetings for field visit and coordinating all logistical arrangements
- Reviewing and providing comments on the draft evaluation reports
- Participating in the post-fieldwork stakeholder debrief to review and discuss preliminary findings
- Organizing and participating in the stakeholder debrief

## **EVALUATION METHODOLOGY**

Performance shall be assessed in terms of six criteria: relevance and strategic fit; validity of project design; project progress and effectiveness; efficiency of resource use; impact orientation and sustainability of the project; and effectiveness of management arrangements.

The evaluation shall draw on six methods: 1) review of documents, 2) review of operating and financial data, 3) face-to-face and telephone interviews with key informants, 4) field visits, 5) a stakeholder debriefs in Peru, and 6) a post-trip conference calls.

**Document Review:** The evaluator will review the following documents before conducting any interviews or trips in the region.

- The project document
- Cooperative agreement
- Technical progress reports and comments
- Reports on specific project activities
- Training materials
- Trip reports, field visits, meetings, needs assessments and other reports
- Strategic framework, PMP, and the CMEP including performance indicators
- Project evaluations and available data
- Work plans

- Any other relevant documents
- Review of operating and financial data

**Interviews with key informants:** Interviews are to be conducted with key program stakeholders (by phone or in-person) including (but not limited to):

- USDOL project management team
- Project director and implementation team in Peru
- Direct and indirect beneficiaries as appropriate and feasible
- Key government representatives and stakeholders
- Project partners
- US Embassy labor officer in Peru
- Other donor representatives who have been involved with the project
- Other stakeholders

**Fieldwork in Peru:** The evaluator should meet and interview the project director and her team in Peru. The evaluator should also plan to meet and interview a wide range of project stakeholders, **including hard-to-reach sites in the sierra and jungle**. The evaluator will base her evaluation primarily on information obtained through these field visits and interviews. The evaluator should note how key informants were selected and how the selection may influence findings.

The exact itinerary will be determined by the evaluator, which may be influenced by availability of interviewees. Meetings will be scheduled in advance of the field visits by the project staff, coordinated by the designated project staff, in accordance with the evaluator's requests and consistent with these terms of reference. The evaluator will be responsible for making the final decisions regarding the interview schedule. In addition, the evaluator should conduct interviews with beneficiaries and stakeholders without the participation of any project staff.

**Stakeholder debriefings:** Before departure from Peru, the evaluator will conduct a debriefing meeting with project staff and key stakeholders to present and discuss initial findings.

**Post Trip Debriefings:** Upon return from Peru, the evaluator will provide a post-trip debrief by phone to relevant USDOL staff to share initial findings and seek any clarifying guidance needed to prepare the report. Upon completion of the report, the evaluator will provide a debriefing to relevant USDOL staff on the evaluation findings, conclusions, and recommendations, as well as the evaluation process. In discussing the evaluation process, the evaluator will clearly describe the constraints generated by the retrospective nature of this evaluation methodology and data collection and how those constraints could be avoided in future projects.

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

**Limitations:** The scope of the evaluation specifies two weeks of fieldwork, which is only enough time to travel to Peru to interview the project team, key stakeholders and a sample of direct and indirect beneficiaries in each of the target regions. Every effort will be made to include a diverse set of site visits in both the sierra and jungle regions. The evaluator will not have enough time to visit all project sites or undertake other data collection activities such as surveys. As a result, the evaluator will not be able to consider all sites when formulating the findings.

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

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

### EVALUATION MILESTONES AND TIMELINE

Activity	Date	Products/Comments
Prepare and submit TOR	April 25	Draft TOR
Doc reviews, methodology, data collection instruments	TBD	Final evaluation questions Methodology section Instruments
USDOL pre-trip calls	TBD	N/A
Fieldwork Peru including debrief meeting	June 2-13	Debrief presentation
USDOL debrief call	June 17	Debrief notes
Analysis and report writing	June 16-July 3	N/A
Send first draft report for 48 hour review	July 7	Draft Report 1
Revise and send second draft report for 2 week review	July 10*	Draft Report 2
Finalize and send final report	July 29*	Final Report

\* These dates depend on when USDOL and ILO provide comments to evaluator

### DELIVERABLES AND DELIVERABLE SCHEDULE

- A. Finalized TOR with USDOL input, April 25, 2014
- B. Method to be used during field visit, including itinerary, May 2, 2014
- C. Debriefing meetings/presentations in Peru; June 13, 2014
- D. USDOL debrief calls, June 17, 2014 (date to be finalized later)
- E. Draft Report 1 to USDOL and grantee July 7, 2014 (48-hour review)
- F. Draft Report 2 to USDOL and grantee by July 10, 2014 (2 week review)

H. Final Report to USDOL and grantee by July 29, 2014

## **EVALUATION REPORT**

The evaluator will complete a draft report of the evaluation following the outline below and will share it with the USDOL and DyA for an initial 48-hour review. Once the evaluator receives comments, she will make the necessary changes and submit a revised report. USDOL and DyA will have two weeks (ten business days) to provide comments on the revised draft report. The evaluator will produce a re-draft incorporating the USDOL and grantee comments where appropriate, and provide a final version within three days of having received final comments.

The final version of the report will follow the format below (page lengths by section illustrative only) and be no more than 30 pages in length, excluding the annexes:

### Report

1. Title page (1)
2. Table of Contents (1)
3. Acronyms (1)
4. Executive Summary (5)
5. Background and Project Description (1-2)
6. Purpose of Evaluation (2)
7. Evaluation Methodology (1)\*
8. Findings, Conclusions and Lessons Learned, and Recommendations (no more than 20 pages).

*\*This section should be organized around the TOR key issues and include findings, conclusions and recommendations for each*

### Annexes

1. Terms of reference
2. Strategic framework
3. Project CMEP
4. Project work plan
5. List of meetings and interviews
6. Any other relevant documents

## ANNEX B: INTERVIEW EVALUATION INTERVIEW SCHEDULE

### Itinerario Evaluación intermedia del Proyecto Semilla - Peru 2 a 13 de junio del 2014

Fecha	Actividad	Lugar	Horario	Participantes	Observaciones
domingo 1 junio	Llegada a Lima	Lima			Reservación de hotel pendiente
lunes 2 junio	<ul style="list-style-type: none"> <li>Presentación y reunión inicial con equipo central del proyecto</li> <li>Entrevistas con funcionarios de Ministerio de Trabajo</li> <li>Entrevistas con funcionarios de Ministerio de Trabajo</li> </ul>	<p>Oficina Proyecto Semilla</p> <p>Oficina Ministerio de Trabajo (MINTRA)</p> <p>Oficina Ministerio de Educación (MINEDU)</p>	<p>8:30- 11:00</p> <p>11:30-13:00</p> <p>15:00-16:00</p> <p>17:00-18:00</p>		<ul style="list-style-type: none"> <li>Presentaciones y documentos de proyecto</li> <li>Reuniones grupales con equipo MINEDU y equipo MINTRA. Aprox. 45 minutos cada una, tomando en cuenta una hora de desplazamiento.</li> <li>Reuniones individuales de aprox. 45 min. cada una.</li> </ul>
martes 3 junio	<ul style="list-style-type: none"> <li>Salida hacia zona selva</li> <li>Visita secundaria tutorial Marankiari y Pampa Julián</li> </ul>	La Merced	<p>6:00-2:00</p> <p>4:00-6:00</p>		<ul style="list-style-type: none"> <li>Salida en el vehículo del proyecto con chofer.</li> <li>La secundaria tutorial solo funciona lunes y martes, por eso proponemos que se visite a la llegada.</li> <li>Dormida en La Merced</li> </ul>

miércoles 4 junio	<ul style="list-style-type: none"> <li>• Visita a escuelas nivelación</li> <li>• Entrevistas con autoridades locales Entrevista a estudiantes diplomado</li> </ul>	Chanchama yo (Junín)	8:00-12:00 11:00-13:00 15:00-17:00		•
jueves 5 junio	<ul style="list-style-type: none"> <li>• Viaje a Villa Rica</li> <li>• Visita Horario extendido Puente Paucartambo</li> <li>• Visita escuela servicio multigrado El Oconal</li> <li>• Reunión con equipo local</li> <li>• Visita a productores Eneñas</li> </ul>	Villa Rica (Pasco)	7:00-8:30 9:30-11:00 10:00-11:00 11:00-12:00 15:00-18:00		El viaje a Villa Rica toma 2 horas Recorrido en vehículo del proyecto
viernes 6 junio	<ul style="list-style-type: none"> <li>• Visita Multigrado 28 de Julio</li> <li>• Visita aulas de nivelación</li> </ul>	Pichanaqui – Chanchama yo (Junín)			<ul style="list-style-type: none"> <li>• Una hora de viaje hasta llegar a Pichanaqui.</li> </ul>
sábado 7 junio	<ul style="list-style-type: none"> <li>• Viaje a Sierra y visita productores sierra</li> </ul>				<ul style="list-style-type: none"> <li>• Viaje hacia La Merced. Dormida en la Merced</li> </ul>
domingo 8 junio	<ul style="list-style-type: none"> <li>• Viaje hacia Sierra</li> <li>• Preparación para la reunión Stakeholders</li> </ul>				<ul style="list-style-type: none"> <li>• Viaje en camioneta del Proyecto 6 horas de viaje</li> </ul>
lunes 9 junio	<ul style="list-style-type: none"> <li>• Reunión con equipo local</li> <li>• Visita Secundaria Tutorial.</li> <li>• Reuniones con instituciones locales (Dirección Regional de Educación, Gerente de Desarrollo Regional)</li> <li>• Entrevista con estudiantes Diplomado</li> </ul>	Ciudad de Huancayo	8:30 – 10:30 11:00– 13:00  4:30 -6:00pm		<ul style="list-style-type: none"> <li>• Movilización en camioneta del Proyecto hacia la ciudad de Huancayo (7 horas)</li> <li>• Reunión con todo el equipo</li> <li>• Entrevistas con representantes de gobierno regional y Dirección regional de educación</li> </ul>
martes 10 junio	<ul style="list-style-type: none"> <li>• Visita a escuela de servicio nivelación del rezago Yananaco (Huancavelica)</li> <li>• Visita a secundaria tutorial de Vilca (Huancavelica) y entrevista con Alcalde</li> </ul>	Huancavelica	7:00-11:00  15:00-18:00		Desde Huancayo el desplazamiento toma 2 horas en camioneta del proyecto. Se visita actividades en el departamento de Huancavelica y se regresa a dormir en Huancayo
miércoles 11 junio	<ul style="list-style-type: none"> <li>• Visita escuela de Nivelación de Junín (Chupaca)</li> <li>• Visita a escuela multigrado</li> <li>• Visitas a productores</li> </ul>	Chupaca (Junín)	8:00-11:00 11:00-12:00 15:00-17:00		
jueves 12 junio	<ul style="list-style-type: none"> <li>• Viaje a Lima</li> <li>• Preparación para la reunión Stakeholders</li> </ul>		7:00-14:00		El viaje a Lima toma 7 horas.

viernes 13 junio	Reunión Stakeholders	Lima	3:00-18:00		Incluir actores clave del proyecto—el personal de Semilla y una representación de los diferentes stakeholders (puede incluir adolescentes y padres de familia, si es posible y apropiada)
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## Annex C: INTERVIEW GUIDES

Questions	Stakeholder Group		
	Semilla Staff	Gov't Officials	Educators
1. ¿Es apropiado el diseño del proyecto dentro del contexto cultural, económico y político de Perú? ¿Tiene algunas sugerencias para mejorar el diseño para que sea más apropiado dentro del contexto peruano?	x	x	x
2. ¿Cómo complementa las intervenciones del proyecto a iniciativas del gobierno para erradicar el trabajo infantil?	x	x	x
3. El diseño del proyecto tiene como base una teoría de cambio: la eliminación sostenible del trabajo infantil dependerá del progreso alcanzado en dos factores: la mejora de las condiciones de vida de los niños y sus hogares, y el fortalecimiento del medio comunitario e institucional para abordar el problema del TI. Según los resultados hasta la fecha, ¿piensa que esta teoría de cambio todavía es válida? ¿por qué? o ¿cómo lo modificaría?	x	x	
4. Para cada servicio educativo, ¿cuáles son las fortalezas y debilidades? ¿cómo se mide la calidad y eficacia de cada servicio?	x	x	x
5. ¿Qué efecto ha tenido los servicios educativos y productivos sobre el trabajo infantil y asistencia escolar?	x	x	x
6. ¿Cuáles son las razones por la demora en la capacitación técnica/vocacional para los adolescentes? ¿Cómo se puede superar las barreras?	x	x	x
7. ¿Cuáles actividades han hecho para fortalecer las capacidades de las entidades locales y nacionales que trabajan en asuntos de trabajo infantil? ¿Cree que estas actividades han ayudado a fortalecer la	x	x	

capacidad de CPETI? ¿Cómo? ¿Ha coordinado el proyecto con algunos programas locales, gestionados por el gobierno local?			
8. ¿Cuáles son las fortalezas y debilidades de las actividades de sensibilización? ¿Cómo se mide la calidad y eficacia de estas actividades?	x	x	x
9. ¿Cuáles son las fortalezas y debilidades del programa de diplomado en políticas públicas con mención en trabajo infantil? ¿Qué ha sido lo más útil? ¿Cómo va a aplicar esta información en su trabajo cotidiano?			
10. Para los productos y resultados que han logrado hasta la fecha, ¿cree que el proyecto ha utilizado los recursos del proyecto—tanto los fondos como el personal—de una manera eficiente? ¿o cree que existe algunas alternativas que significan menos inversión y logran los mismo resultados?	x	x	
11. ¿Cuáles han sido las fortalezas y debilidades del sistema de monitoreo y evaluación para: - recolectar los datos sobre los servicios implementados - generar la información requerida con suficiente tiempo - producir datos completos y consistentes - usar los datos para guiar la gestión e implementación de actividades?  ¿Existen algunos indicadores que no han sido reportados? ¿Por qué?	x		
12. ¿Qué tan accesible son los datos que han sido recogidos? ¿Cómo se está utilizando la información generada para mejorar la implementación del proyecto?	x		
13. ¿Se están utilizando los tres socios del proyecto las herramientas que forman parte del PEMI? ¿Son útiles para la gestión del proyecto? ¿Por qué sí o por qué no? ¿Cuáles decisiones de gestión se han tomado a base de la información generada por el sistema de monitoreo?	x		
14. ¿Cuáles son los mecanismos integrados para saber si el proyecto está recogiendo datos fiables sobre el estatus laboral y de educación de los NNA beneficiarios? ¿Cuáles sugerencias tiene para mejorar la fiabilidad de los datos recolectados?	x	x	
15. ¿Ha afecto la evaluación de impacto las percepciones del proyecto? ¿Cómo?	x		
16. ¿Ha tenido la evaluación de impacto alguna influencia sobre la asignación de recursos del proyecto? ¿Cuáles son los cambios que han tenido que hacer?	x		

17. ¿Cuáles actividades/iniciativas tienen mayor probabilidad de ser sostenibles y transferibles a otras comunidades o instituciones locales, antes de que se termine el proyecto? Explique.	x	x	x
18. ¿Han podido lograr el apoyo financiero del gobierno o sector privado? ¿De quién? ¿Cuál fue el proceso para lograr este apoyo?	x	x	
19. ¿Cuáles pasos adicionales deben tomar para promover la sostenibilidad de los diferentes componentes del proyecto?	x	x	x
20. ¿Existe alguna otra “buena práctica” que el proyecto se está haciendo que todavía no se ha mencionado?	x	x	x
21. ¿Existe algunas “lecciones aprendidas” o alguna recomendación para que este proyecto o algunos semejantes tengan resultados más exitosos?	x	x	x

### Students

1. Preguntas generales: ¿Qué quiere ser cuando sea más grandes? ¿Cómo les está ayudando el proyecto para lograr esa meta?
2. ¿Qué les gusta más del proyecto? ¿Por qué?
3. ¿Qué hace en las actividades del proyecto? ¿Le gusta las actividades y tareas? ¿Cuáles les gusta más/menos? ¿Por qué?
4. ¿Por qué cree que fue seleccionado para participar en este programa? ¿Quería participar? ¿Cree que la selección de participantes fue justo o hay niños que no deben o deben estar en el programa?
5. ¿Contribuye a su hogar trabajando? ¿Qué oficios hace para su mamá/papá? ¿Para otros? ¿Dónde? ¿Cuándo? ¿Cuántas horas por semana?
6. ¿A qué edad empezó a trabajar/ayudar? ¿Todavía está trabajando/ayudando?
7. ¿Trabaja más horas, menos horas, o dejó de trabajar después de su participación en el programa?
8. ¿Cómo está ayudando el proyecto para que puedan continuar con su educación y no trabajar?
9. ¿Qué hizo el proyecto para sensibilizar a sus madres y padres, empleadores, maestros, otros niños? ¿Fueron eficaces estos esfuerzos?
10. ¿Cómo podría mejorar el proyecto para ayudar a otros NNA y eliminar el trabajo infantil?

### Observations

- Los niños y niñas pueden articular la importancia del servicio educativo
- Los niños y niñas pueden describir algún cambio como resultado de su participación
- Los niños están participando activamente en el servicio educativo
- Los niños están contentos y entusiasmados

### Parents

1. Preguntas generales: ¿Cuáles metas tienen para sus hijos? ¿Cómo les están ayudando el proyecto para que sus hijos logren estas metas?
2. Selección: ¿Por qué creen que sus hijos/as fueron seleccionados para participar en este programa? ¿Querían participar? ¿Creen que la selección de participantes fue justo o hay niños/as que no deben o deben estar en el programa?
3. Trabajo: ¿Contribuye su hijo/a al hogar trabajando? ¿Qué oficios hace para usted? ¿Para otros? ¿Dónde? ¿Cuándo? ¿Cuántas horas por semana? ¿A qué edad empezaron a ayudarles? ¿Todavía están trabajando o ayudándoles?
4. Sensibilización: ¿Cuáles fueron los mejores medios de alcance (sensibilización) para padres y

madres – reuniones, tele, radio? Explique porque fueron eficaz.

5. Eficacia: ¿Cómo ayudó el proyecto para prevenir y retirar a los niños/niñas del TI o para que los NNA continuaran con su educación?
6. Sostenibilidad: ¿Qué aspecto del proyecto cree que va a ser sostenible/permanente cuando ya se acaban los fondos?
7. Buenas prácticas: ¿Cuál actividad o estrategia del proyecto sobresale como una “buena práctica” y que debe tratar de replicarlo en otras comunidades?
8. Lecciones aprendidas: ¿Existe algunas “lecciones aprendidas” o alguna recomendación para que este proyecto o semejantes proyectos tengan mayor éxito en sus resultados?

#### **Observations**

- Los padres de familia pueden articular la importancia de la educación.
- Los padres de familia pueden describir las actividades o los cambios que han hecho para que sus hijos no tengan que trabajar.

## ANNEX D: LIST OF DOCUMENTS REVIEWED

### I. Project Documents:

1. Technical Proposal: “Combating Exploitative Rural Child labor in Peru”
2. Baseline Study: “Proyecto Semilla, Combatiendo el trabajo infantil peligroso en comunidades rurales del Perú”
3. Comprehensive Monitoring and Evaluation Plan (CMEP) 2013: “Combating Exploitative Rural Child labor in Peru”
4. Semilla Project M&E Manual, Jan. 2014
5. Semilla Project Communication Strategy Manual: “Manual de comunicación para el cambio,” 2014
6. Technical Progress Reports (TPR):
  - April 2012
  - October 2012
  - April 2013
  - October 2013
  - April 2014

### II. Government of Peru Documents and Reports:

1. Ministerio de Trabajo y Promoción de Empleo, Estrategía Nacional para la Prevención y Erradicación del Trabajo Infantil en Perú, 2012, Lima, Peru, June 17, 2014.  
[http://www.trabajo.gob.pe/archivos/file/exposicion/Estrategia\\_Trabajo\\_Infantil.pdf](http://www.trabajo.gob.pe/archivos/file/exposicion/Estrategia_Trabajo_Infantil.pdf)
2. Government of Peru, *Código de los Niños y Adolescentes, Ley No. 27337*, July 2000, Lima, Peru, 18 June 2014.  
[http://www.tarea.org.pe/images/Codigo\\_Ninos\\_Adolescentes.pdf](http://www.tarea.org.pe/images/Codigo_Ninos_Adolescentes.pdf)
3. Encuesta Nacional de Hogares, Julio 2012, Lima, Peru, June 28, 2014,  
[file:///Users/mgarroyo3/Downloads/Resultados%20Generales%20ENAHO-2012%20\(1\).pdf](file:///Users/mgarroyo3/Downloads/Resultados%20Generales%20ENAHO-2012%20(1).pdf)

### III. USDOL Reports, Guidelines and Agreements:

1. USDOL, Management Procedures and Guidelines: Grant and Cooperative Agreements, 2011
2. USDOL, *2012 Report on the Worst Forms of Child Labor*; Washington DC, June 17, 2014. <http://www.dol.gov/ilab/reports/child-labor/findings/2012TDA/peru.pdf>.
3. Notice of Award: Cooperative Agreement between USDOL and Centro de Desarrollo y Autogestión

### IV. Other

1. United Nations Children’s Fund, “Defining Quality in Education,” New York, NY, 2000. <http://www.unicef.org/education/files/QualityEducation.PDF>

**ANNEX E: LIST OF PERSONS INTERVIEWED**

## ANNEX F: PROJECT LOGIC MODEL

### SEMILLA PROJECT OUTCOME TREE: STRATEGIC ELEMENTS LEADING TO A REDUCTION IN THE NUMBER OF CHILD LABORERS

