

Interim Performance Evaluation: Campos de Esperanza ("Fields of Hope") Project in Mexico

United States Department of Labor

Bureau of International Labor Affairs

Office of Child Labor, Forced Labor and Human Trafficking



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Acronyms

AMLO	Andrés Manuel López Obrador, President of Mexico (Dec. 1, 2018—)
CdE	Campos de Esperanza (Fields of Hope)
CDI	National Commission for the Development of Indigenous Peoples
CITI	Inter-Sectoral Commission for the Prevention and Eradication of Child Labor and the Protection of Adolescents of Working Age
CKDu	Chronic Kidney Diseases of Unknown Causes
CMEP	Comprehensive Monitoring and Evaluation Plan
CNC	National Union of Cane Producers (<i>Unión Nacional de Productores de Caña de Azúcar</i>)
CNIAA	National Chamber for the Sugar and Alcohol Industries (<i>Cámara Nacional de las Industrias Azucarera y Alcohólica</i>)
CNPR	National Association of Sugarcane Growers (<i>Unión Nacional de Productores Cañeros</i>)
CONADESUCA	National Committee for the Sustainable Development of Sugarcane
CONOCER	National Council of Standardization and Certification (<i>Consejo Nacional de Normalización y Certificación de Competencias Laborales</i>)
COV	Community Outreach Volunteer
CVA	Citizen Voice and Action
DBMS	Direct Beneficiary Monitoring System
FpP	Fund for Peace (<i>Fondo para la Paz</i>)
GOM	Government of Mexico
ILAB	USDOL Bureau of International Labor Affairs
INEGI	National Institute of Statistics and Geography (<i>Instituto Nacional de Geografía y Estadísticas</i>)
INPI	National Institute of Indigenous People (<i>Instituto Nacional de los Pueblos Indígenas</i>)
M&E	Monitoring and Evaluation
MAC	Migrant Agricultural Community
MPG	Management Procedures and Guidelines
OCFT	ILAB's Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety and Health
PAHO	Pan-American Health Organization
PAJA	Program to Assist Migrant Agricultural Workers (<i>Programa de Atención a Jornaleros</i>)
PMP	Performance Monitoring Plan
SIKANDA	Solidaridad Internacional Kanda
SIPINNA	National System for the Comprehensive Protection of Girls, Boys and Adolescents
SEP	Secretary of Public Education (<i>Secretaría de Educación Pública</i>)
STPS	Secretary of Labor and Social Welfare (<i>Secretaría de Trabajo y Previsión Social</i>)
TOC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Reports
USDOL	United States Department of Labor
WV	World Vision

Executive Summary

Background

In November 2016, the United States Department of Labor (USDOL) awarded World Vision a four-year, USD \$7 million grant to implement the Campos de Esperanza (CdE) project in Mexico, with the principal goal of reducing child labor and improving the protection of labor rights in migrant agricultural communities in Veracruz and Oaxaca. The project strategies aimed to reach children and adolescents engaged in or at high risk of entering child labor and their families/households, and increase their participation in relevant education, training, and social protection programs. An additional USD \$1.75 million was awarded in September 2017, allowing the project to broaden its scope by incorporating an occupational safety and health (OSH) component focusing on the prevention and management of chronic kidney disease of unknown causes (CKDu), which has been associated with agricultural work in the sugarcane sector.

The CdE project currently involves multiple stakeholders including government, private sector and civil society organizations. Two civil society organizations act as subgrant partners—Fondo para la Paz in Veracruz and Si-Kanda in Oaxaca—to implement specific project activities within the selected migrant agricultural communities. Project strategies are divided into four components, corresponding to the four outcomes: (1) public sector engagement to strengthen the government’s capacity to offer social services and protect labor rights; (2) private sector engagement to improve working conditions and workers’ access to benefits in the private sector; (3) communication/awareness-raising on child labor and worker rights, including appropriate working conditions and OSH; and (4) provision of educational services to increase the quality of formal and non-formal educational services in migrant agricultural communities (MACs).

Evaluation Approach

The data collection methodology was primarily qualitative. Quantitative data were obtained from available monitoring and evaluation (M&E) records and project reports and incorporated into the analysis. Qualitative information was obtained through field visits, interviews and focus groups by two evaluators: the lead evaluator with Management Systems International (MSI), and an independent national evaluator.

The evaluators conducted interviews with a wide range of national, state and community stakeholders in Mexico City and the states of Oaxaca and Veracruz. In total, 351 stakeholders were interviewed either individually or in small groups. These included CdE project staff; local, state and national government representatives; teachers; children and adolescents benefiting from project educational services; parents of children benefiting from an educational service; and private sector representatives. The national evaluator also conducted observations of project activities in eight communities in Oaxaca and Veracruz.

Main Findings and Conclusions

The evaluation findings address the nine questions found in the terms of reference (TOR) and are organized by evaluation area: project relevance, effectiveness and sustainability.

Project Relevance

The CdE **project design** integrates viable strategies with appropriate activities for addressing the five areas of interest: (a) child labor; (b) migration; (c) worker rights and working conditions, including OSH; (d) indigenous populations; and (e) the private sector. Pertaining to the project’s **theory of change** (TOC), the four project outcomes identified in the original design—public sector engagement, private sector engagement, communication/awareness-raising and educational services—represented relevant

approaches for reducing child labor and improving the protection of labor rights in MACs. However, the public sector engagement strategy is undergoing change due to the elimination of several key governmental social protection programs that formed a central component of the project's livelihood strategy.

Effectiveness

Quantitative data indicates that the project has made limited progress in the four strategic areas: public sector engagement, private sector engagement, communication/awareness-raising, and educational services. This is partially attributed to delays in implementation pending completion of the revised project design and comprehensive monitoring and evaluation plan (CMEP). This occurred in September 2018, nearly two years after the project was awarded. The greatest progress has occurred with the sugarcane producers/employer organizations in the private sector, and with governmental stakeholders responsible for the protection of children and adolescents in the public sector. Qualitative data corroborate this finding and point to the fluid external communication and coordination between project staff and their public sector or private sector counterparts as the primary factors contributing to these advancements. Regarding Outcome 3—migrant agricultural communities in Veracruz and Oaxaca mobilized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu—the quantitative findings indicate minimal advancement regarding communication/awareness-raising outputs, although qualitative findings suggest that there is ongoing progress in implementation of the corresponding activities. A similar pattern was seen with respect to Outcome 4—provision of educational services to increase the quality of formal and non-formal educational services in MACs—where quantitative data indicate some advancement, especially in the area of training outputs for teachers and administrators but no advancement in formal school enrollment targets for children/adolescents within the target MACs. This lack of progress is partly attributed to a complex set of social factors affecting this specific group of beneficiaries. Qualitative findings suggest ongoing progress in the implementation of non-formal educational activities for children/adolescents in target MACs.

Pertaining to the **validity of the project design and theory of change**, qualitative data indicate that engagement with the public sector has contributed to increased coordination among the governmental institutions that are responsible for protecting children and adolescents. Likewise, private sector engagement has motivated sugarcane sector employer groups and organizations to take a more active role in improving working conditions throughout the value chain. Interviews with community members indicate that the communication/awareness-raising activities have not yet demonstrated an influence on community attitudes toward child labor; however, informal feedback from educators on the project's non-formal educational services suggests a positive effect on participants' interest and participation in the classroom. The data were insufficient to assess the validity of the project design and TOC from a quantitative perspective.

Regarding **stakeholder participation**, private sector stakeholders from the sugarcane sector have demonstrated their interest and support of project strategies aimed at reducing child labor and improving working conditions, particularly in building a knowledge base on the causes, prevention and management of CKDu. Governmental representatives in the public sector have demonstrated increased engagement with project activities and training, as well, including their demand for the project's technical assistance support. The strong engagement by public and private sector stakeholders can be partially attributed to effective outreach by project staff to engage stakeholders in project activities. Within the sugarcane sector, stakeholders also expressed strong interest in building the knowledge base on CKDu to better determine its correlation with agricultural work in that sector. Community members, leaders and authorities have participated to a much lesser degree in project activities. This is partially attributed to (a) cultural views on child labor, (b) intrinsic distrust of outsiders and (c) previous experience with social protection programs or other projects that offer participants gifts or money in exchange for their participation.

Pertaining to the **performance monitoring system**, a series of internal coordination and communication issues affected the execution of performance monitoring activities, as outlined in the project's CMEP. This deviation from the performance monitoring protocol impeded proper data analysis for the purpose of identifying trends or patterns, adapting strategies, or making informed decisions regarding corrective measures to share and implement with personnel.

Sustainability

Several promising opportunities exist to promote sustainability within the current project design. These include the promotion of actions related to decreasing child labor and protecting labor rights through (a) the Government of Mexico's (GOM's) National Development Plan and corresponding sectoral plans; (b) development of the Inter-Sectoral Commission for the Prevention and Eradication of Child Labor and the Protection of Adolescents of Working Age (CITI) strategic plans in conjunction with state Systems for the Comprehensive Protection of Girls, Boys and Adolescents (SIPINNAs) and (c) continued involvement by sugarcane sector representatives in promoting "zero tolerance for child labor", CKDu prevention and management and OSH promoters. Key factors contributing to their sustainability are alignment with the current administration's priorities, development of concrete outputs in conjunction with governmental counterparts and building on private sector child labor policies and interest in OSH issues. However, the limited time remaining in the project timeline creates a challenge to sustainability for all project outcomes. This is particularly true for community dialogue activities that require up to a year to complete before culminating in a community plan for action. Likewise, insufficient time may be available to adequately train teachers and provide the necessary follow-up to ensure the integration of non-formal teaching techniques into their regular classroom activities.

Lessons Learned and Promising Practices

Following are key lessons learned at the project midterm.

- Development projects that target marginalized populations within an unstable implementing environment can face major challenges to implementation when factors outside the control of the project shift or change. Inclusion of one or more measures to mitigate the risks associated with the critical assumptions can minimize disruptions or delays to implementation by allowing for strategy adaptation rather than a formal project modification.
- The development and piloting of all data collection tools prior to project implementation can help ensure ease of administration by project staff and adequate comprehension by the target population. This is especially important in the absence of a project baseline. Furthermore, ongoing coordination of the data collection processes at each level of the performance monitoring chain—data collection, verification, validation and analysis—can strengthen the data veracity.
- Systematic collection of baseline data corresponding to the project's key strategic components would ensure a reliable baseline from which to establish realistic and meaningful target values for subsequent analysis.

Following are key promising practices at project midterm, all pertaining to work being conducted in the sugarcane sector.

- Project strategies that have built on existing private sector policies, such as "zero tolerance for child labor," have helped increase buy-in from stakeholders and encouraged support for additional project strategies aimed at preventing child labor and improving compliance with labor laws.

- The establishment of a technical working group in the sugarcane sector has guided and supported project activities, in particular, the CKDu prevalence study and recommendations based on the study results.
- The support of the technical working group has facilitated obtaining formal certification of OSH promoters in the sugarcane sector, which has increased the legitimacy of their technical assistance services to improve worker health and safety and supported their sustainability within the broader agricultural sector.

Recommendations

The following recommendations focus on immediate actions the project can take at midterm to strengthen the execution of project activities and support the sustainability of project outcomes.

World Vision

- 1) **Strengthen internal communication channels.** The CdE project management team should strengthen the internal channels of communication to facilitate the flow of information between staff based in Veracruz/Oaxaca and the Mexico City-based staff. This should include regular team meetings in Veracruz, Oaxaca and Mexico City to discuss project progress and any concerns with project implementation.
- 2) **Strengthen formal external communication channels.** The project's communication specialist and project director should strengthen formal external communication channels to increase the visibility of the project and keep all stakeholders at the national, state and local levels abreast of project advancement, including the formal dissemination of qualitative and quantitative data. This communication should be leveraged through the project's social media sites. Moreover, the project's webpage and an electronic news bulletin should be finalized.
- 3) **Strengthen M&E processes.** The project M&E team (specialist and coordinators) should review all M&E processes that involve the collection, delivery, verification and validation of data to identify and correct areas of weakness. The M&E team should reassess data collection mechanisms in use, or that need revision or development, to enable systematic and accurate data processing.
- 4) **Analyze project performance data and implement corrective measures.** The project director and M&E specialist should review the monitoring reports and verify the integrity of the data for accurate analysis. They should then provide feedback to staff on project performance and identify corrective measures to reinforce areas of poor performance. The M&E specialist also should follow-up with newly implemented corrective measures to ensure their proper application and function.
- 5) **Provide additional training to project facilitators.** The project M&E specialist and education specialist should provide additional training to facilitators on the data collection processes and discuss ways to use the collected data to measure project progress. Facilitators also would benefit from the development of "essential soft skills" to strengthen the effectiveness of service delivery. This includes effective communication, organization, facilitation and classroom control.
- 6) **Increase technical support to project facilitators.** Project field coordinators and the education specialist should increase the technical support to facilitators by improving the consistency and frequency of observations of educational activities and providing timely feedback to the facilitators on proper application and delivery of the non-formal educational methodologies.
- 7) **Develop a sustainability strategy that focuses on building local capacity.** For the remaining project implementation period, the project management team should focus its efforts on strategies

that build local capacity and increase stakeholder buy-in based on newly established relationships. For the public sector, there should be follow-up actions to (a) support newly established CITIs as they execute their strategic plan; (b) assess the degree of application of learned skills by the labor inspectorate as a result of project training; and (c) ensure the uploading of the labor inspectorate training program to the SICADIT online training platform. For the private sector, there should be continued support of sugarcane employer organizations' efforts to promote worker rights and safety, with emphasis on the OSH promoters and the newly established OSH competency standard. For community leaders, there should be follow-up actions to ensure (a) completion of the community action plan by community outreach volunteers, and (b) development of mechanisms to assess the effectiveness of the communication/awareness-raising activities. For teachers, there should be follow-up to ensure completion of the teacher training and integration of non-formal teaching techniques.

- 8) Take immediate action to prioritize participation in public consultations on national sectoral plans.** The public policy specialist and public policy coordinators in Oaxaca and Veracruz should prioritize active participation in public consultations now taking place on proposed programs and strategies (sectoral plans) that support the priorities outlined in the GOM's National Development Plan (2019–2024). This consultation period offers a short window of opportunity for the project to advocate specific strategies or programs for reducing child labor and improving working conditions in MACs.
- 9) Prioritize the development of private sector mechanisms.** The project director, industry engagement specialist and OSH coordinator should prioritize the private sector's demand for mechanisms to reduce child labor and improve working conditions among agricultural workers. Such a mechanism should include tools that allow producers to measure the benefit of increased compliance with child labor laws and improved working conditions, and then compare that benefit with the corresponding costs. OSH coordinators and promoters should then provide timely follow-up to sugarcane producers to discuss the cost-benefit results and provide any needed technical assistance to develop and implement an action plan.

USDOL

- 10) Require grantees to develop mitigation measures for high-risk assumptions.** For future projects, USDOL should require grantees to thoroughly assess the degree of risk associated with critical assumptions that underlie major project components, and then develop specific measures to mitigate those risks. This can minimize disruptions or delays to implementation by allowing for strategy adaptation rather than a formal project modification.

I. Introduction

The United States Department of Labor (USDOL) awarded World Vision a four-year, USD \$8.75 million grant to implement the Campos de Esperanza (CdE) project in Mexico from November 2016 to October 2020. The project's objective is to reduce child labor and improve the protection of labor rights in migrant agricultural communities¹ in Veracruz and Oaxaca, particularly in the coffee and sugarcane sectors. The CdE project is part of the technical cooperation initiatives of USDOL's Office of Child Labor, Forced Labor and Human Trafficking (OCFT) within the Bureau of International Labor Affairs (ILAB).

This interim performance evaluation of CdE aims to assess the project's relevance, effectiveness and plans for sustainability, and provide lessons and recommendations for ongoing implementation and future projects.

II. Project Description and Context

Project Description

In November 2016, USDOL awarded World Vision a four-year USD \$7 million grant to implement the CdE project in Mexico, with the principal goal of reducing child labor and improving working conditions and protection of labor rights for those of legal working age in migrant agricultural communities (MACs) in Veracruz and Oaxaca, particularly in the coffee and sugarcane sectors. Project strategies aimed to reach children and adolescents engaged in or at high risk of entering child labor and their families/households, and increase their participation in relevant education, training and social protection programs.

USDOL awarded World Vision an additional USD \$1.75 million in September 2017, allowing the project to broaden its scope by incorporating an occupational safety and health (OSH) component focusing on the prevention and management of chronic kidney disease of unknown causes (CKDu), which has been associated with agricultural work in the sugarcane sector.² This modification fits within the scope of the project's Long-Term Outcome 1, which aims to increase key stakeholders' *respect, promotion and/or protection of labor rights, specifically related to child labor, acceptable conditions of work for those of legal working age and benefits afforded to registered workers under the law*. The additional project component is expected to strengthen the Mexican government's capacity to prevent and manage CKDu and improve working conditions based on regional and international best practices, in partnership with the private sector and community-based groups.

The CdE project did not receive approval from USDOL to begin implementation of project activities in the targeted MACs until the revised project design and comprehensive monitoring and evaluation plan (CMEP) were completed. According to USDOL's 2015 Management Procedures and Guidelines (MPG), grantees cannot begin activities with direct beneficiaries until the Project Document package has been approved.³

¹ For this project, "migrant agricultural communities" are towns or regions *from* which workers migrate, either permanently or temporarily, *to* other regions of Mexico for agricultural work, or towns or regions *to* which workers migrate, either permanently or temporarily, *from* other regions of Mexico, for agricultural work.

² Pan American Health Organization (PAHO), "Kidney Disease of Unknown Causes in Agricultural Communities in Central America Is Declared a Serious Public Health Problem," Washington D.C. October 4, 2013. https://www.paho.org/hq/index.php?option=com_content&view=article&id=9062:2013-kidney-disease-agricultural-communities-central-america-serious-public-health-problem&Itemid=1926&lang=en

³ USDOL, Bureau of International Labor Affairs, Office of Child Labor, Forced Labor and Human Trafficking, Management Procedures and Guidelines for Cooperative Agreements, 2015.

This occurred in September 2018, nearly two years after project award.

The CdE project in Mexico involves multiple stakeholders, including government, private sector and civil society organizations (CSOs). Two CSOs were selected as subgrant partners to implement specific project activities within the MACs. In the state of Veracruz, Fondo para la Paz (FpP) implements educational, communication and monitoring activities with oversight from World Vision, which also directly implements public policy activities within Veracruz. In the state of Oaxaca, Solidaridad Internacional Kanda (Si-Kanda) directly implements public policy activities, while World Vision carries out the educational, communication and monitoring activities.

The CdE is organized into four components corresponding to four outcomes. Table 1 lists these project components and their outcomes, along with the anticipated sub-outcomes.

Table 1: CdE Project Strategic Components and Anticipated Outcomes

Project Objective: To reduce child labor and improve the protection of labor rights in MACs in Veracruz and Oaxaca	
Strategic Component	Sub-Outcomes (Anticipated)
Outcome 1: Improved provision of governmental programs and services for reduction of child labor and protection of labor rights in MACs	
Public Policy	<ul style="list-style-type: none"> Improved service delivery capacity among child protection, labor rights defense mechanisms and OSH and CKDu prevention and management services in MACs of Veracruz and Oaxaca Secretary of Labor and Social Welfare (STPS) (federal and state) and other government agencies in target areas with improved implementation of labor inspection protocols related to child labor prevention, labor rights and OSH compliance
Outcome 2: Private sector stakeholders (agricultural producers and/or interest groups) in Veracruz and Oaxaca comply with labor regulations	
Private Sector, including OSH	NOTE: Outcome 2 lists only outputs
Outcome 3: MACs in Veracruz and Oaxaca mobilized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu	
Communication/Awareness-Raising	<ul style="list-style-type: none"> Households in MACs in Veracruz and Oaxaca sensitized on child labor reduction and the protection of labor rights and working conditions, including OSH practices to prevent CKDu MACs in Veracruz and Oaxaca organized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu
Outcome 4: Target children and adolescents in MACs in Veracruz and Oaxaca with increased school retention	
Educational Services	<ul style="list-style-type: none"> Schools in MACs in Veracruz and Oaxaca with improved quality of adaptive educational services Target children and adolescents in MACs in Veracruz and Oaxaca improve regular attendance at formal and non-formal educational services

Source: CdE CMEP, September 2018

Project Context

Child Labor in Mexico. According to the most recent child labor statistics from Mexico's National Institute of Statistics and Geography (INEGI, 2017), approximately 3.2 million children between the ages of 5 and

17 years engage in child labor, or 11 percent of this age group.⁴ Of these working children, 2.1 million (66 percent) carry out activities that are not permitted under Mexican law due to the health and safety risks posed.⁵ These activities include most types of agricultural work, which expose children to long working hours, sharp tools, extreme temperatures, pesticides and carrying heavy loads.

Migrant Agricultural Workers and Communities in Mexico. The CdE project targets children, adolescents and their households from MACs within the states of Oaxaca and Veracruz. In February 2019, the National Network of Agricultural Day Laborers (*Red Nacional de Jornaleros y Jornaleras*), formed by the Mexican CSO, Center for Studies in International Cooperation and Public Management (CECIG), published a report documenting human rights violations among migrant agricultural workers.⁶ This report described migrant agricultural workers as those coming from rural, isolated and impoverished communities in Mexican states with a large indigenous population.⁷ According to the report, in addition to poor wages, migrant agricultural workers routinely suffered violations of labor rights and the right to decent housing, education and health care, as well as a healthy diet.⁸ Within this context of poverty and human rights abuse, the children of migrant workers also are exposed to their parents' precarious living conditions.

Current Social and Political Context. Several social and political events in Mexico in recent years have either directly or indirectly impacted the project's implementing environment. The administration of Mexico's president Andrés Manuel López Obrador (AMLO), who took office December 1, 2018, swiftly implemented austerity measures as part of a campaign promise to cut wasteful government spending. This resulted in deep cuts to the federal government's budget, slashing the budget of some ministries, such as the Secretary of Labor and Social Welfare (STPS), by more than 25 percent.⁹ These cuts also affected 18 social programs that the previous administration instituted to better address the needs of marginalized populations, including indigenous people, migrant agricultural workers and children.¹⁰ The government has approved 14 new social programs, one specifically for indigenous populations, but it is not clear how these programs will support marginalized population groups at the community level, including children who migrate and migrant agricultural laborers.

Furthermore, project implementation occurred at a time of great political unrest. This is particularly true in Veracruz, where state government has undergone three changes since 2016, each characterized by an internal reorganization of the state-level ministries and municipal governments. As a result, attempts to establish any continuity with government counterparts has proven extremely challenging.

Lastly, it is important to highlight the project's volatile implementing environment. Mexico is now considered one of the most dangerous countries in the world, with five Mexican jurisdictions listed among the top 10

⁴ Instituto Nacional de Estadísticas y Geografía (INEGI), 2017, Módulo de Trabajo Infantil 2017. Retrieved from <https://www.inegi.org.mx/programas/mti/2017/>

⁵ Ibid

⁶ *Red Nacional de Jornaleros y Jornaleras Agrícolas*, "Violación de los derechos de las y los jornaleros agrícolas en México: Primer informe," February 2019, Retrieved from http://ceciq.org.mx/wp-content/uploads/2019/03/INFORME_RNJJJA_2019.pdf

⁷ CECIG, *Red Nacional de Jornaleros y Jornaleras Agrícolas*, <http://ceciq.org.mx/conocenos/>

⁸ Ibid

⁹ Osorio, A. (2019, January 9) "Continúan los despedidos, ahora en la Secretaría de Trabajo," *La Izquierda diario*. Retrieved from <http://www.laizquierdadiario.mx/Continuan-los-despidos-ahora-en-la-Secretaria-de-Trabajo>

¹⁰ Enciso, A. (2019, January 21), "María Luisa Albores: se puso fin a programas sociales clientelares," *La Jornada*, Retrieved from <https://www.jornada.com.mx/ultimas/2019/01/21/maria-luisa-albores-se-puso-fin-a-programas-sociales-clientelares-8910.html>

most violent cities in the world.¹¹ In 2018, violence increased in nearly every state, including Oaxaca and Veracruz. Both states, and particularly Veracruz, have been plagued by violence attributed in part to drug gangs, fuel thieves (known as *huachicoleros* in Spanish) and extortionists.¹²

III. Evaluation Objectives and Methodology

This interim performance evaluation aims to:

- **Assess the project’s relevance within the cultural, economic and political context of the country.** Assess the validity of the project design and extent to which it addresses the priorities and policies of the host government and other national stakeholders;
- **Determine whether the project is on track to meet its objectives.** Identify challenges and opportunities encountered during project implementation and analyze the factors hindering or driving these events;
- **Assess the effectiveness of project strategies.** Identify project implementation strengths, weaknesses and areas in need of improvement;
- **Assess the project’s plans for sustainability at the local and national levels, and among implementing organizations.** Identify key stakeholders and strategies that can promote sustainability and overcome barriers to long-term implementation.
- **Provide conclusions, lessons learned and recommendations.** Analyze project results-to-date and use this information to strengthen and guide ongoing implementation and future projects.

Evaluation Questions

The interim evaluation questions were designed to assess three main areas: relevance, effectiveness and sustainability. The order of the first four evaluation questions is rearranged to take into account both the content and context of the field data. This allows for a more logical sequencing of the findings and minimizes areas of duplication. The three questions pertaining to sustainability (7, 8 and 9) are addressed together, as they are highly interrelated. Each question’s analysis can be better understood in the context of the other two.

Relevance

1. Does the project’s design effectively address (a) child labor; (b) migration; (c) worker rights and working conditions, including OSH; (d) indigenous populations; and (e) the private sector?
2. Is the project’s design and theory of change relevant within the current socio-political-cultural context?

Effectiveness

3. At the midterm, is the project on track in terms of meeting its targets/objectives? What are the factors driving or hindering project progress thus far?

¹¹ Medina, P.B. “Latinoamérica, la región más violenta del planeta: 5 ciudades mexicanas en el top 10,” (2018, December 4). *CNN Español*, Retrieved from <https://cnnspanol.cnn.com/2018/12/04/latinoamerica-la-region-mas-violenta-del-planeta-5-ciudades-mexicanas-en-el-top-10/>

¹² Veracruz es el estado más “huachicolero” del país. (2019, April 9). *Diario Contrapeso Ciudadano*, Retrieved from <https://www.contrapeso-ciudadano.com/veracruz-es-el-estado-mas-huachicolero-del-pais/>

4. Does the available quantitative and qualitative information (including M&E data and project research studies) support the validity of the project design and theory of change?
5. What is the nature of stakeholder participation in the project, including their level of commitment to project implementation efforts and contribution to the project objectives? How effectively has the project engaged with each target group (private sector, government, local authorities, community leaders)?
6. To what extent have the monitoring and evaluation systems (CMEP, etc.) been implemented? Are they being used to identify trends or patterns, adapt strategies and make informed decisions?

Sustainability

7. Are the project strategies relevant and adequate to ensure the sustainability of expected outcomes?
8. How is the project promoting sustainability of expected outcomes with (a) private sector; (b) federal, state and municipal governments; and (c) local authorities and community leaders?
9. What are the major challenges to achieving sustainability? What opportunities exist to support sustainability?

Methodology

Approach. The data collection methodology was primarily qualitative in nature. Quantitative data were obtained from available M&E records and project reports and incorporated into the analysis. Qualitative information was obtained through field visits, interviews and focus groups by two evaluators: the lead evaluator with Management Systems International (MSI) and an independent national evaluator.

The lead evaluator conducted in-person interviews with government and private sector stakeholders in Mexico City and the capital cities of Oaxaca in the state of Oaxaca and Xalapa in Veracruz. The national evaluator conducted field visits and interviews with direct project beneficiaries (children, adolescents, parents and workers), and with local project staff, community stakeholders and private sector stakeholders in Veracruz and Oaxaca. Data collection methods and stakeholder perspectives were triangulated for many of the evaluation questions to bolster the credibility and validity of the results. The evaluators followed a semi-structured interview protocol, with adjustments made for each person's background knowledge and level of involvement in project activities.

Evaluation Schedule. The evaluation took place in May and June 2019. The lead evaluator reviewed project documents, provided guidance in establishing the fieldwork itinerary and developed the interview tools for the fieldwork. Both evaluators conducted field visits and interviews between May 13 and May 23 and presented preliminary findings at an internal stakeholder meeting on May 24. The lead evaluator also held a debrief discussion with USDOL on May 30. Most of the data analysis and report writing occurred between May 26 and June 14. The complete schedule of evaluation activities is in Annex B.

Data Collection. USDOL developed the evaluation questions with input from project staff and MSI. These questions served as the basis for the guides and protocols used during key informant interviews and document reviews (see Master Interview Guide in Annex C). Following is a description of the methods employed to gather the primary and secondary data.

- *Document Review:* Each evaluator reviewed and referenced numerous project documents and other reference publications. These documents included the technical proposal, grant modifications, comprehensive monitoring and evaluation plan, technical progress reports and other supporting project materials obtained during the fieldwork component. Annex D contains a complete list of the documents reviewed.

- *Key Informant Interviews:* The evaluators conducted interviews with a wide range of national, state and community stakeholders in Mexico City and the states of Oaxaca and Veracruz. In total, 351 stakeholders participated in interviews, either individually or in small groups. These included CdE project staff; local, state and national government representatives; teachers; children and adolescents benefiting from project educational services; parents of children benefiting from an educational service; and private sector representatives. Table 2 summarizes the stakeholder groups interviewed and their characteristics, as well as the interview method and sample size. A complete list of individuals interviewed is in Annex E.

Table 2: Stakeholder Group, Method, Sample Size and Sample Characteristics

Stakeholder Group	Individual Interviews	Group Interviews		Sample Characteristics
		#	Persons Interviewed	
CdE project staff from World Vision	7	5	14	Project staff from World Vision in Mexico City, Oaxaca and Veracruz
CdE project staff from Fondo para la Paz (FpP)	N/A	3	13	Project staff from FpP in Mexico City and Veracruz
CdE project staff from Si-Kanda	N/A	1	3	Project staff from Si-Kanda in Oaxaca
GOM officials (municipal, state and national levels)	5	11	34	Government officials from national, state and local institutions
Teachers	N/A	5	22	Teachers whose students participate in one of CdE's educational services or who benefit from CdE technical assistance
Private sector	7	4	12	Sugar sector: chamber representatives, producer organizations, sugar mill operators
U.S. Government officials	1	N/A	N/A	U.S. Embassy
Direct beneficiaries – children and adolescents	N/A	7	148	Participants in educational activities: Reto, Reto Junior and Community Libraries
Direct beneficiaries – parents and adults in target communities	N/A	6	81	Participants in community activities: parents, leaders, volunteers and coffee producers
Direct beneficiaries – agricultural workers from the sugarcane sector	N/A	1	4	Sugarcane workers
TOTAL	20	43	331	Total individuals interviewed: 351

- *Observations:* The national evaluator conducted observations of project activities in four communities in the state of Oaxaca, and four in Veracruz. These included educational services (Reto, Reto Junior and community libraries) in elementary and secondary schools, an OSH training and several community dialogue activities. Table 3 summarizes the characteristics of each observation.

Table 3: Observations of Educations Services and Community Activities

Community	Service or Activity Observed
1. Acatlán, La Junta	Reto activity with adolescents in secondary school
2. Acatlán, La Cañada	Community library activity with children
3. Acatlán, La Capilla	Community dialogue with parents, leaders and volunteers

Community	Service or Activity Observed
4. Acatlán, Acatlán	Teachers whose students participate in Reto activities
5. San Miguel Soyaltepec, Nuevo Pescadito	Reto Junior activity with children in elementary school
	Community dialogue with parents, leaders and volunteers
6. San Miguel Soyaltepec, Nuevo Paso Nazareno	Reto activity with adolescents in secondary school
7. San Miguel Soyaltepec, Reforma	Teachers whose students participate in Reto and Reto Junior activities
8. Acatlán, Vicente Camalote	Sugar mill workers
	Sugarcane workers
9. Cosolapa, El Refugio	Sugar mill workers
10. Tezonapa, Laguna Chica	Community dialogue with volunteers
11. Tezonapa, Paraiso	Teachers whose students participate in Reto activities
	Community dialogue with parents, leaders and volunteers
	Reto activity with adolescents in secondary school
12. Zongolica, Xochiojca	Teachers whose students participate in Reto Junior activities
	Reto Junior activity with children in elementary school
13. Zongolica, Zomajapa	Teachers whose students participate in Reto activities
	Reto activity with adolescents in secondary school
	Community dialogue with parents, leaders and volunteers
14. Zongolica, Moxala	Community dialogue with parents, volunteers and coffee producers
15. La Antigua, Cardel	Sugar mill workers and producers' organizations

Data Analysis. The document reviews and stakeholder interviews generated a significant amount of raw qualitative data that were then categorized, synthesized and summarized for analysis. The evaluation questions drove the analysis process.

Debriefing. The evaluators conducted a debriefing for CdE project staff and representatives from the respective organizations: World Vision, Fondo para la Paz and Si-Kanda. The meeting provided an opportunity to present preliminary findings, solicit clarification, and gather further input on areas of opportunity or concern that could impact project outcomes and their sustainability.

Limitations. The lead evaluator was issued a travel restriction by the U.S. Embassy in Mexico City due to security concerns. Her travel was limited to Mexico City and the capital cities of Oaxaca City in Oaxaca and Xalapa in Veracruz. Therefore, a national evaluator was hired to conduct interviews at the community level. The lead evaluator and national evaluator made all efforts to capture a wide range of viewpoints from project stakeholders at the national and state levels, in addition to a representative sample of project beneficiaries in the targeted migrant agricultural communities. These communities included those in which the project had progressed, as well as those where it had experienced challenges. However, the lead evaluator and national evaluator did not have much time, besides the day used to prepare the debrief presentation, to bring together their notes and discuss the findings. Moreover, the original timeline for analysis and report writing did not consider that additional time would be needed for the two evaluators to coordinate and bring together their data.

The accuracy and usefulness of the findings in this report depend on the integrity and relevance of the information provided to the evaluators from document reviews and key informant interviews.

IV. Findings

The findings address the nine evaluation questions approved in the TOR. They are organized by evaluation area: project relevance, effectiveness and sustainability.

Project Relevance

Validity of Project Design

Question 1: Does the project’s design effectively address (a) child labor; (b) migration; (c) worker rights and working conditions, including OSH; (d) indigenous populations; and (e) the private sector?

USDOL and WV identified five areas of interest for the evaluator to consider during the assessment of the validity of the project design: child labor; migration; worker rights and working conditions, including OSH; indigenous populations and the private sector. Table 4 summarizes the activities under each project strategic component that are designed to address each of these areas of interest.

Table 4: Summary of CdE Strategic Components and Activities that Address Areas of Interest

Area of Interest	Project Strategic Components and Activities that Address Area of Interest
Child labor	<ul style="list-style-type: none"> • Public sector engagement: (1) Strengthen governmental capacity to coordinate social protection programs and provide services to MACs; (2) Coordinate with SIPINNA to establish the Inter-Sectoral Commission for the Prevention and Eradication of Child Labor (CITIs) at the state and municipal levels, where they do not exist; and (3) Strengthen the capacity of the labor inspectorate on procedures, protocols and data collection tools related to child labor and labor rights. • Private sector engagement: (1) Raise employer awareness on compliance with child labor regulations; (2) Engage with stakeholders from the sugarcane sector to promote “zero tolerance for child labor,” and (3) Develop and validate resource guide/toolkit and provide technical training for sugarcane and coffee producers on improving worker productivity, conditions and rights, and reducing child labor. • Communication/awareness-raising: (1) Conduct community dialogue activities that lead to advocacy and action plans to reduce child labor; (2) Provide information and referrals to governmental social protection programs to improve household socio-economic standard of living and lessen the need for children to work; (3) Carry out informational campaigns on child labor, labor rights and working conditions using a wide array of communication channels, including TV/mobile ads, radio spots, social media and printed materials. • Educational services: (1) Promote access to education for migrant children to decrease their likelihood of engaging in child labor; (2) Improve the quality of education through teacher training to increase children’s interest in school and decrease the likelihood of children engaging in child labor; (3) Promote community literacy activities to support this prerequisite skill for succeeding in school; (4) Promote peer tutoring program to improve academic performance for children at risk of engaging in child labor; (5) Promote socio-emotional/life skills training for children at risk of engaging in child labor.

Area of Interest	Project Strategic Components and Activities that Address Area of Interest
Migration (migrant agricultural communities and migrant workers)	<ul style="list-style-type: none"> • Public sector engagement: (1) Promote governmental social protection programs; (2) Develop and validate protocols and procedures to reduce child labor and improve working conditions within the context of MACs. • Private sector engagement: Provide training on OSH and child labor to migrant workers in the sugarcane sector. • Communication/awareness-raising: Raise awareness in MACs on issues related to (a) school access, (b) governmental services and benefits for registered migrant workers and (c) child labor and labor rights of migrant agricultural workers (migration kit). • Educational services: Improve migrant children’s access to school by (a) simplifying the process for enrollment or re-enrollment and (b) mobilizing school administrators to accept migrant children into schools and ease their transition process.
Worker rights and working conditions, including OSH	<ul style="list-style-type: none"> • Public sector engagement: (1) Strengthen the capacity of federal, state and municipal stakeholders in Veracruz and Oaxaca to coordinate OSH and CKDu prevention and management services; (2) Develop a knowledge exchange platform for stakeholders on CKDu awareness and OSH prevention; (3) Conduct a CKDu prevalence study; (4) Design and validate guidelines and protocols on CKDu prevention and management; (5) Conduct needs assessment to identify training needs in the coffee value chain sector and provide technical trainings based on needs identified. • Private sector engagement: (1) Strengthen the capacity of local-level stakeholders from the sugarcane sector to comply with OSH guidelines for the prevention and management of CKDu among agricultural workers; and (2) Train sugarcane and coffee workers based on their needs. • Communication/awareness-raising: Raise awareness on issues related to worker rights and working conditions in MACs through (1) Community dialogues and citizen voice and action (CVA) activities, (2) household visits, (3) awareness-raising campaign and (4) promotional materials
Indigenous populations	<ul style="list-style-type: none"> • Public sector engagement: Promote governmental social protection programs. • Communication/awareness-raising: Develop project materials and messages to address the language and cultural distinctions of indigenous populations within the targeted MACs.
Private sector	<ul style="list-style-type: none"> • Public sector engagement: Government representatives inform private sector stakeholders (sugarcane and coffee sectors) of labor law regulations set by federal, state and municipal governments. • Private sector engagement: Provide technical assistance to agricultural producers and other private sector interest groups. • Communication/awareness-raising: Examine the recent phenomenon of CKDu within the sugarcane sector and develop prevention guidelines and management processes.

Discussion: The CdE project design identifies viable activities under multiple strategic components for all five areas of interest identified for this evaluation: child labor; migration (migrant agricultural communities and migrant workers); worker rights, working conditions and OSH; indigenous populations; and the private sector. Of these, the activities aimed at reducing child labor are the most comprehensive, since they span across all four strategic components, corresponding to the four outcomes represented. While migration is adequately addressed through three of the strategic components, it will be a challenge to implement the “public sector engagement” component due to the recent elimination by the current administration of the key program for migrant agricultural workers (PAJA), with no comparable replacement yet. Regarding worker rights/working conditions and the private sector, both include a comprehensive set of activities related to public sector and private sector engagement and communication/awareness-raising.

Nonetheless, private sector engagement has mostly focused on the sugarcane sector; there has been no engagement with the coffee sector besides the value chain assessment conducted by the project.

Regarding indigenous populations within the targeted MACs, the project design specifically mentioned the promotion of governmental social protection programs, such as the National Commission for the Development of Indigenous People (CDI). The current administration replaced that program with the National Institute of Indigenous Peoples (INPI); however, it is not yet clear how this program will provide direct services to indigenous people at the community level. Additional project activities have been integrated to address the language and cultural distinctions of indigenous populations within the targeted communities.

Relevance of Project Design and Theory of Change

Question 2: Is the project's design and theory of change relevant within the current socio-political-cultural context?

The Campos de Esperanza theory of change (TOC) states that the reduction of child labor in migrant agricultural communities in Oaxaca and Veracruz will derive from the following strategies corresponding to the four outcomes: (1) public sector engagement to strengthen the government's capacity to offer social services and protect labor rights; (2) private sector engagement to improve working conditions and workers' access to benefits in the private sector; (3) communication/awareness-raising on child labor and worker rights, including appropriate working conditions and OSH; and (4) provision of educational services to increase the quality of formal and non-formal educational services to target populations.¹³

The CdE Project Document (September 2018, pending approval at the time of this evaluation) describes how the project's four outcomes can contribute toward the desired change of a reduction in child labor and improvements in labor conditions in MACs. Table 5 provides an analysis of each strategy's relevance within the current socio-political environment.

Table 5: Relevance of CdE Strategies to Produce the Desired Change within the Current Socio-Political Context

TOC Assumptions	Relevance of Project Strategies and Activities within the Current Socio-Political Context
Outcome 1: Improved provision of governmental programs and services for reduction of child labor and protection of labor rights in MACs	
<p>a) <i>If CdE improves governmental capacity to coordinate social protection programs (within and across government agencies) and to provide service delivery to migrant agricultural communities, then families will be more likely to access services that can raise their socio-economic standard of living and lessen the pressure for children to engage in child labor to contribute to household incomes.</i></p> <p>b) <i>If CdE strengthens labor inspection services, then there will be improved monitoring and increased identification of labor law violations, which, in turn, can deter employers from committing violations, thus creating a safer work environment for migrants.</i></p>	<ul style="list-style-type: none"> • Improving governmental capacity to coordinate social protection programs: Coordination between the project and SIPINNA remains viable to (a) re-establish the CITIs in each state; and (b) provide technical assistance on the strategic planning of programs and services related to the protection of children and workers' rights in MACs. • Promotion of governmental social protection programs: Several governmental social service programs that the project had intended to promote have been eliminated under the current administration, e.g., PROSPERA (Mexico's former anti-poverty program), PAJA (a support program for agricultural workers), and

¹³ CdE Project Document (September 2018, pending approval at the time of this evaluation)

TOC Assumptions	Relevance of Project Strategies and Activities within the Current Socio-Political Context
	<p>the CDI (a program for indigenous peoples). A new government program for indigenous populations, INPI, has been established by the AMLO administration. However, it is not yet clear how this program will provide direct services to indigenous people at the community level.</p> <ul style="list-style-type: none"> • Strengthening the capacity of the labor inspectorate: Capacity-building activities remain viable albeit improbable given the austerity measures implemented by the AMLO administration and resultant cuts to STPS, including the labor inspectorate.
<p>Outcome 2: Private sector stakeholders (agricultural producers and/or interest groups) in Veracruz and Oaxaca comply with labor regulations.</p>	
<p>a) <i>If</i> CdE provides technical assistance to employers to increase their bottom line, <i>then</i> they will be less likely to cut corners when it comes to addressing worker safety, employing child workers, and providing worker benefits to migrant populations.</p> <p>b) <i>If</i> CdE informs employers of labor laws and assists them with complying with such laws, <i>then</i> they will be less likely to commit infractions.</p>	<ul style="list-style-type: none"> • Technical assistance to employers in sugar sector: Sugar employer associations have expressed a strong commitment to promoting good practices related to improving working conditions and “zero tolerance for child labor.” • Employer trainings: The project has carried out monthly information-sharing sessions with employers in the sugar sector to coordinate joint actions such as training of labor inspectors, awareness-raising activities and development of the OSH promoter position. These strategies are promising and remain viable. While the project conducted a coffee value chain assessment, activities have not yet been implemented.
<p>Outcome 3: MACs in Veracruz and Oaxaca mobilized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu</p>	
<p>a) <i>If</i> CdE informs migrant populations of their rights and refers them to governmental programs for assistance, <i>then</i> migrants will be more likely to access and utilize government services that can increase their income and improve their livelihoods.</p> <p>b) <i>If</i> the project sensitizes the migrant agricultural communities on the issues related to child labor and labor rights through community dialogues and CVA activities, <i>then</i> over time there will be an acceptance of new social norms in the communities that advocate for the elimination of child labor and promotion of quality education, government services and benefits for registered migrant workers.</p>	<ul style="list-style-type: none"> • Government programs for migrants: The current administration eliminated the social protection programs specifically targeting migrant agricultural workers, with no comparable replacements or alternatives. • Raising community awareness: Project strategies to sensitize MACs through community dialogues and CVA activities promote collaboration and are viable. The use of community-based volunteers to facilitate dialogue on community issues (a) builds trust and respect within the community and (b) generates support from community leaders. Such strategies promote changes in knowledge and attitudes, which can lead to changes in behavior in the target population.
<p>Outcome 4: Target children and adolescents in MACs in Veracruz and Oaxaca with increased school retention</p>	
<p>a) <i>If</i> the project works to inform parents and caregivers about school availability, improves the process for enrolling/re-enrolling their children and mobilizes school administrators to accept migrant children into schools and ease their transition process, <i>then</i> access to schools will be increased.</p>	<ul style="list-style-type: none"> • Outreach to migrant families to increase school access: While this strategy is viable, the CdE project has had trouble reaching the children who are migrating and in need of assistance to access school services. According to project staff, this is due to several factors, including (1) schools’ refusal to enroll students after the

TOC Assumptions	Relevance of Project Strategies and Activities within the Current Socio-Political Context
<p>b) <i>If the project increases the availability of books and provides literacy support for target children through mobile libraries and reading camps throughout the target area, then access to education will be increased.</i></p> <p>c) <i>If the project provides supplemental competency training to teachers and administrators, then the quality of education will be improved.</i></p> <p>d) <i>If the access and quality of education is improved through the measures mentioned above, then children will be more likely to attend and be engaged in school, thus reducing the likelihood that they will engage in harmful work.</i></p>	<p>enrollment period ends; (2) parents that view child labor as beneficial to children/youth; and (3) discrimination and harassment of indigenous children/youth, which contributes to an unsafe school environment.</p> <ul style="list-style-type: none"> • Access to books and literacy support: This is an important community strategy to promote literacy and education among children and youth who may not be enrolled in school. • Improving quality of education: The training activities targeting teacher and administrator competencies promote effective educational techniques for migrant children. However, the strategy currently does not include (a) follow-up or feedback to ensure proper application of new or improved teaching methods or (b) monitoring of the impact on school attendance.

Source: CdE Project Document (September 2018, pending approval at the time of this evaluation)

Discussion: The project's four outcomes identified during the original design stage and subsequent project modifications are relevant approaches for reducing child labor and improving the protection of labor rights in MACs. At the same time, the implementation of these approaches has required adjustment to better fit within the current implementing environment, which has become increasingly insecure since the original project design phase. This is partially attributable to two major occurrences following project initiation: (1) severe cuts to the federal budget by the AMLO administration which affected several key social protection programs and (2) the complex and dynamic social issues found in migrant agricultural communities.

Federal budget cuts instituted in the first three months of the new administration resulted in the elimination of several governmental social protection programs designed to address the needs of marginalized populations. Some of these programs—especially those targeting migrant agricultural workers—formed an important part of the project's information and referral strategy under Outcome 1. While some new social protection programs have been established under President López Obrador, it is not clear how these will be of service to the vulnerable populations at the community level. Regarding increased violence, Mexico recorded its highest murder rate on record in 2018, and Veracruz experienced a sharp rise in criminal activity during the first quarter of 2019.¹⁴ The CdE Technical Progress Reports (TPRs) submitted to USDOL have consistently documented the increased volatility of the targeted regions. This has undermined general access to the target population and restricted the amount of time permitted to carry out project activities. Moreover, general instability of the region has created some apprehension within the target communities, requiring additional time to establish the depth of rapport necessary to implement project strategies. Further discussion of these and other factors driving or hindering project progress falls under Evaluation Question 3.

Modifications to Project Design: The original project design submitted by WV was modified post-submission through a formal process established by USDOL. The first design modification occurred in September 2017, expanding the strategies aimed at promotion and protection of labor rights, specifically in

¹⁴ Ávila, E. *El Universal*, "Veracruz, presa de la inseguridad," (2018, December 2). Retrieved from <https://www.eluniversal.com.mx/estados/veracruz-presa-de-la-inseguridad>

the area of OSH. An additional modification was submitted during the development of the project's CMEP. During this process, adjustments were made to the number of direct beneficiaries in the selected MACs of Oaxaca and Veracruz based on a review of budgetary and monitoring considerations.¹⁵ These changes were permissible under the original terms and conditions of the award, and were intended to adjust for the remaining project timeline as well as take into account the unanticipated occurrences impacting the operating environment and access to the target groups. Table 6 shows the updated target values for direct beneficiaries.

Project Effectiveness

Progress at Midterm

Question 3: At the midterm, is the project on track in terms of meeting its targets/objectives? What are the factors driving or hindering results thus far?

Project performance is reported to USDOL on a semi-annual basis as a part of the Technical Progress Report (TPR). This includes data on USDOL's common indicators related to education and livelihood (E1 and L1), as well as project-specific indicators contained in the Performance Monitoring Plan (PMP). Specific target values are established for each output and outcome indicator and reported in the Data Reporting Form. Outcome indicators measure achievement of the expected effects/changes in the short, intermediate and long terms, while output indicators measure the products or deliverables of the activities.¹⁶

In general terms, output indicators can gauge project progress toward achieving the stated outcomes. Table 6 presents the project's outcomes and corresponding output indicators, end-of-project target values, actual values and percent advancement as of April 2019.

Table 6: CdE Project Advancement toward Achieving End-of-Project Targets

#	Output or Outcome Indicator	End-of-Project Target	Actual	Progress (%) as of April 2019
Outcome 1: Improved provision of governmental programs and services for reduction of child labor and protection of labor rights in MACs				
L1 (Outcome Indicator)	Number of households receiving livelihood services (number of households referred to social protection services or programs in the past 6 months)	760	0	0%
OTP 1	Number of officials in state and municipal governmental agencies who completed at least one training in the past 6 months related to children's rights, child labor or labor rights in migrant agricultural communities	48	358	746%
OTP 2	Number of officials in state and municipal governmental agencies who completed at least one training in the past 6 months related to OSH and CKDu prevention and management services for households in MACs	40	0	0%
OTP 3	Number of STPS (federal and state) labor inspection staff who completed at least one training in the past 6	TBD	41	---

¹⁵ USDOL, Terms and Conditions of Award, GRANT NUMBER: IL-29993-16-75-K-11

¹⁶ USDOL ILAB, OCFT, Resources for Developing an OCFT Comprehensive Monitoring and Evaluation Plan (CMEP), February 2018.

https://www.dol.gov/sites/default/files/images/ilab/CMEP%20Resource%20Document_FINAL%2002132018.pdf

#	Output or Outcome Indicator	End-of-Project Target	Actual	Progress (%) as of April 2019
	months related to child labor and labor rights inspection procedures			
OTP 4	Number of STPS (federal and state) labor inspection staff who completed at least one training in the past 6 months related to OSH inspection procedures	TBD	0	---
Outcome 2: Private sector stakeholders (agricultural producers and/or interest groups) in Veracruz and Oaxaca comply with labor regulations				
OTP 5	Number of producers trained by the project in the past 6 months to implement protocols on acceptable working conditions and child labor	338	0	0%
OTP 6	Number of national and local level stakeholders from the sugarcane sector trained by the project in the past 6 months on OSH standards to prevent and/or manage CKDu among agricultural workers	218	1,410	647%
OTP 7	Number of private sector mechanisms established to reduce child labor and improve labor rights compliance.	9	0	0%
OTP 8	Number of private sector mechanisms established in the past 6 months to improve OSH conditions and prevent CKDu	18	0	0%
OTP 9	Percent (%) of adult agricultural workers aware of labor rights and OSH issues	40%	0%	0%
Outcome 3: MACs in Veracruz and Oaxaca mobilized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu				
OTP 10	Number of communities with targeted communication channels established in the past 6 months	24	0	0%
OTP 11	Percent (%) of target households that reported receiving information from the project in the past 6 months on child labor, labor rights and OSH	80%	0%	0%
OTP 12	Number of communities that implemented community dialogues in the past 6 months to address child labor, labor rights and OSH	24	0	0%
Outcome 4: Target children and adolescents in MACs in Veracruz and Oaxaca with increased school retention				
E1 (Outcome Indicator)	Number of children engaged in or at high risk of entering child labor who were provided educational or vocational training services.	1,500	173	12%
OTP 13	Number of school teachers, area managers, supervisors and principals trained by the project on best practices for adapting educational services to meet the needs of MACs	92	139	151%
OTP 14	Number of children and adolescents in target households who were enrolled in formal educational services in the past year	1,094	0	0%
OTP 15	Number of children and adolescents who completed non-formal educational services provided by the project in the past 6 months	430	0	0%

Source: CdE, Technical Progress Report, Annex A, April 2019

Discussion: The CdE project has 18 months remaining to complete project activities and corresponding deliverables. To date, the quantitative data indicate limited progress toward achievement of Outcomes 1, 2 and 4 based on specific output indicators. Minimal advancement has occurred toward achievement of Outcome 3 (communication/awareness-raising strategies). While the quantitative findings suggest minimal advancement, especially for Outcome 3, the qualitative findings show good progress in the implementation of the corresponding activities.

Outcome 1. Output indicators OTP 1 and OTP 2 both focus on the training of government officials. OTP 1

(number of officials trained on children's rights, child labor or labor rights) surpassed its target value by 646 percent at midterm, demonstrating promising achievement but also raising the possibility that the original target value was set too low. OTP 2 (number of officials completing at least one training related to OSH and CKDu prevention/management) showed no progress toward achievement. This pattern also emerged with output indicators OTP 3 and OTP 4, which both focus on training of STPS labor inspectors. Advancements occurred on OTP 3 (number of inspectors trained on issues related to child labor or labor rights inspection procedures)—although unmeasurable due to the absence of a target value—but no progress toward OTP 4 (number of labor inspectors trained on OSH inspection procedures) took place. The general lack of progress related to OSH trainings for public sector stakeholders can be attributed to the GOM's request to delay trainings until results of the CKDu prevalence study are available.

Outcome 2. OTP 6 (number of national and local stakeholders trained from the sugarcane sector) surpassed its target value by 547 percent at midterm, demonstrating promising achievement but also raising the possibility that the original target value was set too low. These trainings have targeted primarily the sugarcane harvest workers and have received full support from sugarcane employers. Beyond the training participation data of OTP 6, no data evaluate the effectiveness of these trainings on workers (OTP 9), such as increased knowledge or awareness of labor rights or OSH issues. Furthermore, there has been no advancement toward completion of the various trainings targeting sugarcane (and coffee) producers and employer associations on acceptable working conditions and preventing child labor (OTP 5, OTP 7, OTP 8), likely because the protocols and mechanisms necessary for these trainings are in their early research and development phase.

Outcome 3. There has been no progress reported for any of the three outputs intended to establish communication channels within communities or to households (OTP 10, OTP 11, OTP 12); however, qualitative data indicate good progress in establishing the necessary community relations that contributed to the successful implementation of a barrier analysis as well as the selection and training of the community outreach volunteers. Furthermore, there is evidence of progress related to OTP 10 and 11 where several communication mechanisms are in their final design phase, such as the project website and the migration kits. Other communication channels, specifically the use of social media, are in use but can be strengthened by developing a specific social media strategy and identifying who could manage the wide range of potential social media sites (Twitter, Facebook, Instagram, YouTube, etc.). Delays in establishing these mechanisms can be partially attributed to bottlenecks in the development and approval processes involving an external communications agency and CdE project staff. Regarding OTP 12, community dialogue activities have begun in the target MACs, yet none completed the full process. A community dialogue process can take up to a year before completing the final community action for change.

Outcome 4. Notable advancement has transpired in one of the three project-specific output indicators focused on educational strategies (OTP 13). Its target value for number of school teachers/administrators trained on best practices for adapting educational services to MACs was exceeded by 51 percent at the midterm. Still, no progress has occurred in the number of children/adolescents in target households enrolled in formal educational services (OTP 14) who might benefit from these improved educational practices. This suggests that the project is not reaching MAC households with children in need of these enrollment services. According to project staff, however, information is insufficient to assess whether children in target households have migrated, or if they are members of households where migration is occurring. Furthermore, the complex and dynamic social issues found in MACs make it even more difficult to determine which children migrate. Regarding OTP 15, the project is implementing its non-formal educational services in the target MACs, although to date no children/adolescents have completed a full cycle of the RETO or RETO Junior programs to date.

USDOL Common Indicators. The CdE project has two USDOL common indicators, L1 and E1, noted in Table 6. Outcome indicator L1 is part of Outcome 1 on improved provision of governmental services, and specifically involves the number of target households referred to governmental social protection programs by CdE. To date, the project has not completed a single referral. This could be partially due to recent severe cuts in governmental social protection programs that served migrant agricultural workers at the community level. This directly impacted the project’s ability to refer households to government social protection programs, which is the cornerstone of the project’s livelihood strategy.

Outcome indicator E1 is part of Outcome 4 on improved school retention of children/adolescents in MACs, and specifically involves the provision of educational services to children engaged in or at high risk of entering child labor. To date, the project is just beginning to have a measurable effect on its intended population, with 12 percent achievement of its target value of 1,500 children and adolescents. However, the extent that the provision of discrete educational services as a direct intervention might be impacting school retention is unclear, due to the lack of reported values for OTP 14. The project expects to report data related to OTP 14 in the October 2019 Technical Progress Report.

Factors Driving and Hindering Project Progress

The CdE project did not receive approval from USDOL to begin implementation of project activities until the revised project design and CMEP were approved. According to USDOL’s MPG, grantees cannot begin activities with direct beneficiaries until the Project Document package has been approved. This occurred in September 2018, nearly two years after project award.

During this two-year revision period, it was determined that the required baseline study was not feasible due to insufficient expertise on the part of the external national consultants and because of heightened security risks in the target regions during the presidential pre-election period. The project also experienced heavy staff turnover while waiting for project approval, with approximately half of total personnel leaving the project in Mexico City, Veracruz and Oaxaca.

CdE educational activities began in Oaxaca starting in October 2018, while educational activities in Veracruz, implemented by project partner, Fondo para la Paz, were delayed until January 2019. Evaluation interviews with project staff and stakeholders provided additional context on the factors promoting or delaying the project’s progress. Table 7 organizes and presents these responses by project strategic component.

Table 7: Factors Driving and Hindering Project Progress

Factors Driving Project Progress	Factors Hindering Project Progress
<p>Public sector engagement:</p> <ul style="list-style-type: none"> • Early coordination with key government officials appointed by the AMLO administration at the national and state levels. • Close coordination with state SIPINNAs to re-establish CITIs in Veracruz and Oaxaca and facilitate the process of strategic planning. • Good coordination between Si-Kanda (implementing partner in Oaxaca) and World Vision on public policy activities. • Direct coordination with public and private sector representatives on specific project activities such as reestablishment of CITIs and promotion of OSH 	<p>Public sector engagement:</p> <ul style="list-style-type: none"> • Deep cuts to federal programs by the new administration, some of which were key to the project’s information and referral activities. • Trainings at the municipal level have not started because of the recent elections and changes in local authorities in the target municipalities.

Factors Driving Project Progress	Factors Hindering Project Progress
activities in the sugarcane sector.	
<p>Private sector engagement:</p> <ul style="list-style-type: none"> • Strong coordination with and demonstrated interest from national and local level sugarcane sector stakeholders regarding project OSH activities, including the prevention and management of CKDu. 	<p>Private sector engagement:</p> <ul style="list-style-type: none"> • Coordination of activities initiated during busy harvest season, versus pre-harvest, making it difficult to gain access to employers and workers. • Adjustments needed to coffee sector strategy based on results from value chain assessment.
<p>Communication:</p> <ul style="list-style-type: none"> • Selection of community leaders to serve as project community outreach volunteers (COVs) for carrying out community dialogue activities. • Direct coordination with public and private sector representatives on specific project activities such as re-establishment of CITIs and promotion of OSH activities in the sugarcane sector. 	<p>Communication:</p> <ul style="list-style-type: none"> • Delays in establishing external communication channels, such as the project webpage to keep <i>all</i> stakeholders at the national, state and local levels abreast of project advancement, including the sharing of qualitative and quantitative data. • Communication messages on child labor are not well understood by target MACs.
<p>Educational services:</p> <ul style="list-style-type: none"> • Direct coordination with local education officials in Oaxaca, including school directors and teachers, facilitated by World Vision's previous work in Oaxaca. 	<p>Educational services:</p> <ul style="list-style-type: none"> • Difficulties identifying and/or reaching children/adolescents in MACs who need formal educational services. • Difficulties applying soft skills training, such as effective classroom/group management as well as communication and facilitation skills. • Inadequate feedback and support for facilitators implementing educational services in the target MACs. • Difficulties obtaining approval from local authorities to implement educational services and/or donate community space for their implementation (i.e. community libraries). <p>Project Management:</p> <ul style="list-style-type: none"> • Lack of internal project communication among or between project staff in Mexico City and Veracruz/Oaxaca affecting the integration of project components.

Discussion: The public sector and private sector strategic components have demonstrated the most success in terms of measurable progress within the five areas of interest, despite recent cuts to governmental social services programs. Both strategies have experienced good coordination and communication between project staff and their public sector or private sector counterparts. Fluid communication has also occurred between project field staff focusing on public and private sectors and Mexico City-based staff. The private sector in particular has expressed great interest in the project's contributions toward the CKDu knowledge base.

In contrast, the communication and educational services strategic components have experienced more difficulties regarding internal coordination and communication between project field staff and staff based in Mexico City. This was especially the case in Veracruz, where there was overlapping supervision of

facilitators from Fondo para la Paz and World Vision. Additionally, project facilitators responsible for carrying out non-formal educational services in both Veracruz and Oaxaca have received little to no feedback from neither FpP nor World Vision on the quality of their services or how they are conducting their activities. Instead, facilitators described visits from supervisory staff as focusing on monitoring errors such as missing or incongruent attendance sheets or differences in the number of pre- and post-tests.

All project stakeholders, including project staff and representatives from the public and private sectors, agreed that increased internal and external communication would strengthen all project strategies. National-level stakeholders from the sugar sector added that they would like periodic updates on quantifiable results. They suggested a news blog or bulletin to disseminate such information.

Finally, the original project design had intended to capture children in MACs in need of enrollment or re-enrollment to formal educational services (OPT 14). However, the project has had difficulty identifying children/adolescents in MACs who need formal education enrollment/re-enrollment services. This, in part, can be attributed to the complex and dynamic social issues found in migrant agricultural communities, where children are attending school but also engaging in child labor.

Question 4: Does the available quantitative and qualitative information (including M&E data and project research studies) support the validity of the project design and theory of change?

The Campos de Esperanza TOC states that the reduction of child labor in MACs in Oaxaca and Veracruz will derive from project strategies focused on public sector engagement, private sector engagement, communication/awareness-raising, and provision of educational services. An analysis of the quantitative data to assess the validity of the project design and TOC is not possible due to insufficient data (see Table 6). Therefore, the following discussion is based primarily on qualitative data collected at project midterm.

Public Sector Engagement. Interviews with public sector stakeholders suggest that project activities implemented to strengthen governmental capacity have contributed toward an increased awareness of government officials on child labor issues, as well as improved coordination among governmental institutions. Participants from three state governmental agencies (SIPINNA, Attorney General's Office and STPS) validated the importance of inter-institutional coordination of social protection services to ensure judicious use of the limited resources, and to raise awareness among labor inspectors on the detection of child labor. The project's technical assistance in reinstating the CITIs in Veracruz and Oaxaca and facilitating development of the CITI strategic plan directly supports these efforts. Still, this progress comes at a time when severe cuts to governmental programs designed to assist marginalized populations could affect the feasibility of relying on these same programs to help improve the livelihood of migrant agricultural households. For example, recent reductions in the number of labor inspectors could impact the feasibility of activities targeting the labor inspectorate and corresponding efforts to enforce child labor laws.

Private Sector Engagement. At mid-term, the project had developed at least one private sector mechanism—broadly defined as tools or personnel that aid the private sector in addressing child labor and improving working conditions among agricultural workers. An additional mechanism could include tools to assess the benefits of increased compliance with labor laws and improved working conditions versus the costs associated with such changes. Representatives from sugarcane associations and employer organizations at the national and local levels have expressed a clear need for cost-benefit data to support the actualization of workplace improvements. Even without this information, however, the national-level sugarcane sector is playing a key role in supporting the project's OSH promoters in the sugar mills as a first step toward improving workplace conditions

Regarding child labor laws, representatives of the sugarcane sector stated that providing sugarcane

associations and employer organizations with training and information on child labor laws might not be an essential strategy due to the zero-tolerance policies already in place. Rather, they pointed to the need for the government to take more responsibility for governmental obligations. Other stakeholders, however, are unconvinced that the zero-tolerance policy has eliminated child labor in the sugarcane sector, particularly in the supply chains, and that additional actions within the private sector are needed to prevent child labor and improve working conditions.

Communication/Awareness-Raising Strategies. As stated, no quantifiable progress, with respect to the reported outputs of the communication/awareness-raising strategies, has occurred to date. From a qualitative perspective, the implemented awareness activities have had little influence on community attitudes toward child labor. Community leaders, parents and teachers who participated in the six MAC interviews all recognized that child labor exists in their communities but viewed child labor as an economic necessity for families rather than as a choice. More than half of the parents interviewed considered child labor and “helping” with agricultural work to be a formative skill. Furthermore, they did not relate child school absenteeism during harvest season to school dropout rates. This general lack of awareness regarding the ramifications of child labor may be because the implementation of the community dialogue methodology is in its early stages and will require significant time to bring about community change.

Educational Services. To date, no quantifiable data exists to assess either the feasibility or effectiveness of the educational strategies aiming to (a) improve school access for children and adolescents in MACs; (b) improve literacy of children and adolescents in MACs; and (c) improve quality of education through teacher training. Likewise, data do not exist to explore the supposition that new teaching methods can lead to improved school attendance, which can then lead to decreased engagement in harmful work. When interviewed, teachers were supportive of the community libraries, which they said increased children’s interest in reading. They suggested, however, that libraries be located in places that are accessible to all youth and not just within schools. Project staff clarified, however, that the establishment of community libraries in or out of schools depends on the availability of community spaces and the decision of community leaders. The relationship between increased literacy and improved access to school in MACs has not yet been established.

A key part of the TOC focuses on informing and assisting migrant families to enroll or re-enroll their children in school. Since the project has yet to reach children who migrate, it is not possible to assess the validity of this strategy. The implementation of non-formal educational services is underway, with early qualitative evidence from teacher interviews showing that students involved in these activities demonstrate a greater interest in classroom participation. Still, it is too early for teachers to link increased student interest to improved school retention rates. Furthermore, teacher trainings have not yet been implemented to assess their impact on the quality of education. The project recently completed a teacher-training needs assessment in Oaxaca and Veracruz whose results will be used to strengthen the didactic skills of educators and started the teacher training on child labor and solidarity tutors.

Stakeholder Participation

Question 5: What is the nature of stakeholder participation in the project, including their level of commitment to project implementation efforts and contribution to the project objectives? How effectively has the project engaged with each target group (private sector, government, local authorities, community leaders)?

Four key stakeholder groups are participating in the CdE project: (1) public sector representatives, including government officials from national, state and local institutions; (2) private sector representatives who include employer organizations and producers from the sugarcane sector; (3) migrant agricultural communities,

including community leaders and volunteers; and (4) educators, including teachers and principals in the target MACs. Table 8 summarizes the key stakeholder groups, major actors constituting those groups and the nature of their participation in the project.

Table 8: Summary of Key Stakeholder Groups, Major Actors and Description of Participation

Stakeholder Group	Major Actors	Participation in Project
<p>1. Public Sector Representatives</p>	<p>SIPINNA: Responsible for coordinating all GOM agencies and programs that play a role in the protection of children and adolescents. Part of SIPINNA's initiative includes the prevention and eradication of child labor.</p>	<ul style="list-style-type: none"> • The CdE project has coordinated with SIPINNA at the national, state and municipal levels. At the state level, CdE is coordinating efforts to (a) establish/re-establish the CITIs; and (b) facilitate the CITI strategic planning process. • Representatives from state and municipal SIPINNAs have participated in project trainings on child labor and children's rights issues.
	<p>STPS: The STPS labor inspectorate, OSH and child labor units are considered project stakeholders. They are responsible for the enforcement of labor laws, oversight of workplace health and safety and promotion of workplaces free of child labor, respectively.</p>	<ul style="list-style-type: none"> • CdE implemented a training course for state labor inspectors to strengthen their knowledge and skills in conducting child labor and OSH inspections in the sugarcane sector. • CdE conducted a training course for federal STPS inspectors on OSH in the sugarcane sector. • <i>Note: The federal STPS OSH and child labor units of the new administration have not yet played an active role in CdE. The project attributes this to the administration's restructuring of government units.</i>
	<p>Attorney General's Office for the Protection of Children and Adolescents: Responsible for the investigation and prosecution of crimes against children, and for the restitution of children's rights.</p>	<ul style="list-style-type: none"> • CdE has collaborated with the federal Attorney General's Office for the Protection of Children and Adolescents to train state public servants on children's rights, the rights of vulnerable populations and the restitution of rights, particularly in cases involving child labor.
	<p>CONADESUCA (National Committee for the Sustainable Development of Sugarcane): A decentralized public institution responsible for coordinating all activities provided by the Sustainable Development of Sugarcane Act, pertaining to the agroindustry of sugarcane.</p>	<ul style="list-style-type: none"> • CONADESUCA has been instrumental in promoting the project to several sugar mills in the target regions, resulting in their approval of the project's implementation strategy.
<p>2. Private Sector Representatives</p>	<p>Sugarcane Employer and Producer Associations: Includes the National Chamber for the Sugar and Alcohol Industries (CNIAA), the National Union of Cane Producers (CNC) and the National Association of Sugarcane Growers (CNPR).</p>	<ul style="list-style-type: none"> • Sugarcane employer and producer organizations have actively participated in CdE trainings for the STPS labor inspectorate, awareness-raising activities and development of the labor competence standard for the OSH promoter position. • Sugarcane employer and producer organizations are part of a technical

Stakeholder Group	Major Actors	Participation in Project
		<p>working group guiding the project's private sector implementation strategy.</p> <ul style="list-style-type: none"> • CdE participated in a CNIAA workshop to share lessons learned and good practices from the OSH promoters in the sugarcane sector.
	<p>Sugarcane Mills: Local actors in Oaxaca and Veracruz.</p>	<ul style="list-style-type: none"> • CdE OSH promoters have coordinated trainings and awareness-raising activities with three sugarcane mills and local producer organizations to prevent child labor and promote improvements in working conditions. • Sugar mills co-developed materials used for worker OSH trainings.
<p>3. Migrant Agricultural Communities</p>	<p>Community Leaders and Volunteers: Volunteers are selected through a competitive process.</p>	<ul style="list-style-type: none"> • Community leaders were consulted, and their approval was obtained prior to implementation of project activities. • Community volunteers have been responsible for implementing the community dialogue activities and overseeing the community libraries. They received training and a shirt identifying them as project volunteers, and often have accompanied project facilitators when conducting visits to MAC households. • Community volunteers were trained in the education and communication methodologies, as well as the child protection policy. • Community volunteers supported the identification and registration of project household beneficiaries.
<p>4. Educators</p>	<p>Teachers and principals: In the target MACs.</p>	<ul style="list-style-type: none"> • Primary and secondary school teachers and principals in target MACs have allowed CdE facilitators to implement non-formal educational activities during classroom time. • CdE has provided teachers with information on project objectives and child labor issues and is in the process of developing teacher trainings on non-formal educational methodologies so teachers can integrate these didactic techniques into their classroom instruction.

Discussion: The **private sector** stakeholder group, particularly within the sugarcane sector, have had the most project participation to date. Several internal and external factors have fomented this strong relationship, including (1) frequent outreach by project staff to engage representatives from the sugarcane sector in project activities and training; (2) interest on the part of sugar mills to meet compliance criteria of sugar certification programs (e.g., Bonsucro and ISO), which include a zero-tolerance policy on child labor and evidence of continuous OSH improvements throughout the supply chain; (3) interest in building the knowledge base regarding CKDu, including identification of risk factors and prescribed mechanisms for prevention and management; and (4) implementation of concrete services to improve conditions for

workers, carried out or organized by OSH promoters. However, the evaluation did not find any project participation from the coffee sector. While the project has conducted a coffee value chain assessment, the results have not yet been used to engage the coffee sector.

Public sector stakeholder participation to date can be attributed to (1) frequent outreach by project staff to engage governmental representatives in project activities and trainings and (2) implementation of concrete services to establish/re-establish the CITIs and facilitate the strategic planning process, both of which require close follow-up with governmental stakeholders. The heavy turnover of governmental representatives under the new administration affected some of the progress achieved by the project with the prior administration; however, early outreach to new governmental counterparts helped to identify the areas of collaboration, training and/or technical assistance that formed part of the project's public sector focus in the first six months of the new administration.

Community stakeholder participation in project activities has been challenging for numerous reasons, including (1) MACs do not always perceive child labor as a major problem; (2) community participants are accustomed to receiving monetary support or gifts from project implementers in exchange for their participation; (3) community members are often suspicious of outsiders, particularly in regions that have been plagued by violence; and (4) community members do not perceive any immediate benefit from participating in lengthy processes such as community dialogues. To encourage participation, community volunteers in Veracruz have used creative, culturally appropriate approaches to entice the community members, such as providing tamales during meetings.

Educator stakeholder participation, including that of teachers and principals, has encountered barriers similar to those described for community stakeholders: (1) educators do not always view child labor as a major problem; (2) educators are often suspicious of outsiders; and (3) the project did not provide any monetary support for such things as improvements to school infrastructure. Further, the process to obtain formal approval by regional education authorities to conduct activities in schools has proven lengthy, particularly given that not all authorities view project activities as directly supporting the educational curriculum requirements. The training of teachers in non-formal educational methodologies will be a main focus in the project's final year, although these efforts may not be sustainable without sufficient time to provide the necessary follow-up. Additional discussion on sustainability of project outcomes follows under Question 7.

Monitoring and Evaluation System

Question 6: To what extent have the monitoring and evaluation systems (CMEP, etc.) been implemented, and are they being used to identify trends or patterns, adapt strategies and make informed decisions?

The CdE project's CMEP was completed in September 2018 in accordance with USDOL's 2015 MPG.¹⁷ The CMEP contains 10 elements that include the project theory of change, PMP and internal guidelines specifying how data will be collected, validated and reported. Together, the CMEP elements are intended to guide the process of monitoring and evaluation.¹⁸ In practical terms, the data collected should be used to continuously track the achievement of project outputs and outcomes, identify activity shortfalls and manage corrective changes in project implementation.

¹⁷ USDOL, Bureau of International Labor Affairs, Office of Child Labor, Forced Labor and Human Trafficking, Management Procedures and Guidelines for Cooperative Agreements, 2015.

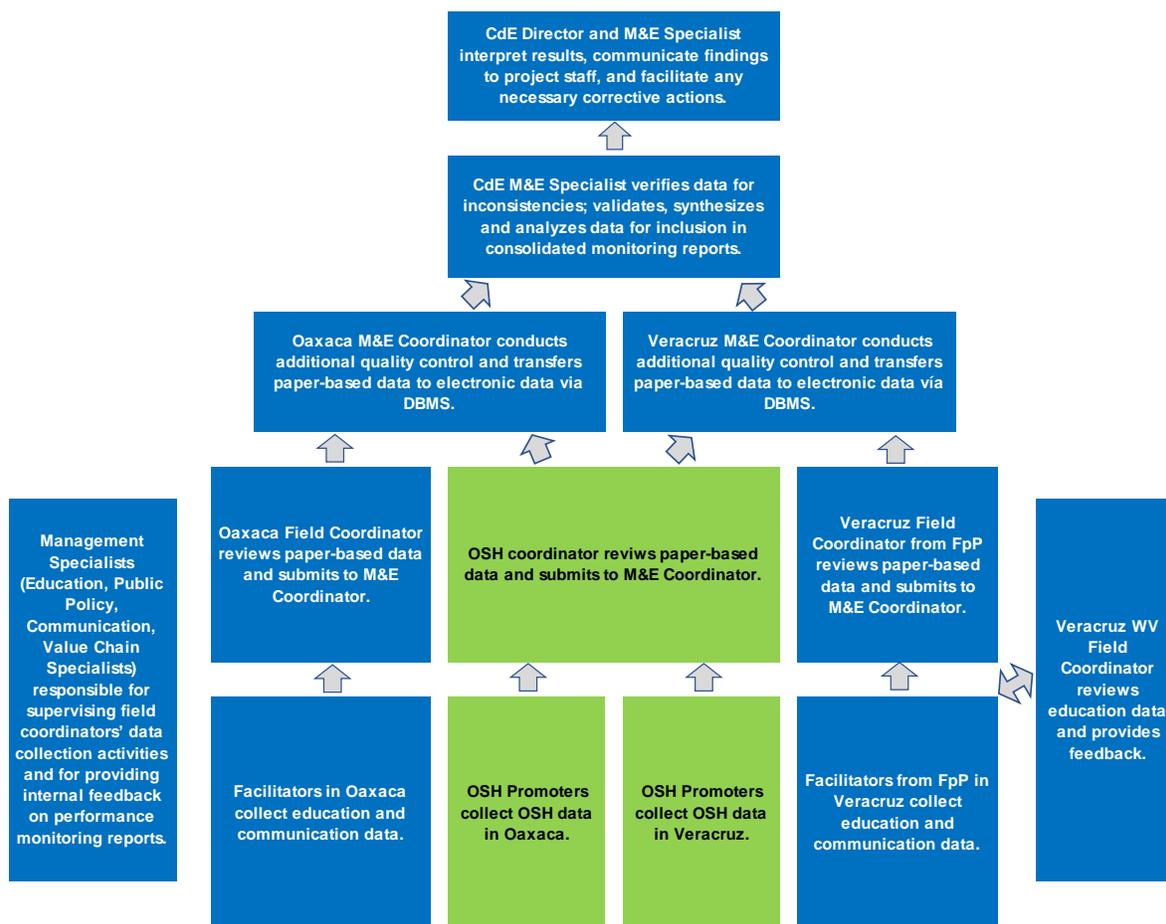
¹⁸ Ibid

The following discussion focuses on three facets of the project's monitoring and evaluation system, and includes factors that promoted or hindered its efficient and/or effective application: (1) the system established in the CMEP for collecting, validating and reporting data on direct beneficiaries; (2) qualitative findings on how the system was applied or not applied according to the CMEP protocol; and (3) the process used to interpret and report results to project staff.

Data collection system for services provided to direct beneficiaries. As outlined in the project's CMEP, staff members are responsible for continuously collecting data on the services and activities provided to direct beneficiaries. Beneficiaries include (a) children and adolescents participating in educational services; (b) community members participating in communication activities; and (c) workers participating in OSH activities. Figure 1 outlines the roles, responsibilities and flow of information that begins with the facilitators and OSH promoters, who collect direct beneficiary attendance numbers and, in some cases, pre- and post-test data. The field coordinators review this paper-based information and send it to the M&E coordinators in Oaxaca and Veracruz for additional quality control and data entry. The M&E specialist then receives the verified information from the coordinators for subsequent validation, synthesis and analysis, and consolidates the results into monitoring reports. The project director and M&E specialist review and interpret these reports and provide feedback on project performance to CdE staff and stakeholders, including any necessary corrective actions.¹⁹

¹⁹ CdE CMEP, September 2018

Figure 1: Roles and Responsibilities for Data Collection, Validation, Analysis and Reporting, based on CMEP Protocol



Source: CdE CMEP, September 2018

Qualitative findings on the application of CMEP protocol: As Figure 1 illustrates, the CMEP clearly articulates the roles and responsibilities for data collection. However, interviews with project staff elucidated several internal and external factors that have hindered the application of this protocol. Staff members described their experience with the data collection process and their perception of the validity of the data collected and reported.

Facilitators: Interviews were conducted with 11 project education and communication facilitators in Oaxaca and Veracruz, who described their many responsibilities for planning and executing the project's educational services. Pertaining to collection of data in Oaxaca, facilitators are designated to collect attendance sheets; report attendance to the field coordinator; implement pre- and post-tests for each "Reto" module; and provide a qualitative description of what occurred in each session. In Oaxaca, qualitative findings indicate the monitoring protocol was closely followed; however, facilitators expressed uncertainty as to the purpose of monitoring since results are not shared with them.

In Veracruz, some implementation of the pre- and post-tests has been inconsistent; the facilitators attributed this to varying attendance during pre- and post-test sessions. FpP facilitators expressed some frustration with all the time-consuming monitoring requirements when results have not been divulged with project staff.

OSH Promoters: The four OSH promoters interviewed in Oaxaca and Veracruz described fewer M&E responsibilities than those of the facilitators. Data-gathering responsibilities center on the collection of attendance lists, which they described as challenging due to the large number of participants with literacy barriers. While the promoters do not administer pre- or post-tests, at least one training module has a self-guided assessment tool designed to emphasize key points from the training in an illustrated, easy-to-read format. The promoters concurred that literacy issues preclude the use of any kind of traditional pre- and post-test mechanism to measure a change in knowledge. They have not yet received a template to report qualitative information to the OSH coordinator, but regularly provide direct verbal feedback.

Field and OSH Coordinators: The two field coordinators interviewed described their responsibilities for reviewing the data. Regarding the educational services information, some inconsistencies were found between the raw data of the attendance lists and the reported data by the facilitators, which led to the implementation of an additional verification step: facilitators are required to send a real-time picture of the attendance list to the corresponding field coordinator. To facilitate this step, the project provided each facilitator with a tablet; however, the tablets require Internet for sending documents in real time, which is not always available in the remote MACs. Other issues with the educational services data emerged, including delays by the field coordinators in (a) reviewing and submitting pre- and post-tests and (b) submitting the required periodic qualitative updates on educational services, which itself contributed to excessive delays by the field coordinators in sending monthly field reports to the M&E coordinators. The OSH coordinator has not yet developed a reporting form to systematically capture information from the OSH promoters.

M&E Coordinators: The two M&E coordinators interviewed described their respective roles in conducting additional quality control on the paper-based data received from the field coordinators and transferring that data to digital form. Both described incomplete or inconsistent data from the attendance lists, missing pre- and post-tests and incomplete implementation of the sessions contained in the educational module. In Oaxaca, most data collection errors could be resolved in an efficient and effective manner. In Veracruz, delays in receiving data from the field coordinators required the M&E coordinator to scramble to rectify and forward the data to the M&E specialist on time. According to the M&E coordinator, these errors could have been avoided if the data had been thoroughly reviewed by the field coordinators (FpP and WV). In response, FpP representatives stated that monitoring protocols were not clearly explained, and this has been a learning process for both WV and FpP. Furthermore, M&E coordinators mentioned a domino effect with the delays by facilitators and field coordinators that directly impacted their ability to send in monitoring reports on time.

M&E Specialist: The M&E specialist is responsible for coordinating all data collection with project staff, with support from the M&E coordinators. This includes the validation, synthesis and analysis of the collected information. In his interview, the M&E specialist described the difficulties inherent in enforcing the data collection protocol as outlined in the CMEP, particularly regarding coordination between FpP staff and WV staff for the M&E activities in Veracruz. The M&E specialist emphasized the importance of ongoing communication within the various levels of field staff and the “domino effect” that can occur when any level of personnel does not take its performance monitoring obligations seriously. At the same time, project staff responsible for collecting data expressed frustration with contradictory instructions.

Management Specialists: The CdE management specialists, such as the education, public engagement, value chain and communication specialists, are responsible for supervising/monitoring field coordinators’ data collection activities, for providing internal feedback to the M&E specialist on performance monitoring reports and data verification reports each semester and for providing content on implemented activities.

Interpretation and Reporting of Results to Project Staff: The project's CMEP outlines the responsibility of the project director to work with the M&E specialist to (a) continuously track achievement of project outputs and outcomes based on an analysis of the collected data; (b) identify activity shortfalls; and (c) manage corrective changes in project implementation with support from the project's management specialists.²⁰ Management specialists stated that minimal opportunities were available to meet as a team and specifically address M&E issues; however, project management clarified that coordination meetings have been held and actions have been taken to address M&E issues.

Facilitators collecting the data viewed data collection activities as part of their job obligation but were uncertain as to why. Furthermore, communication gaps between FpP and WV Field Coordinators in Veracruz exacerbated efforts to make quick corrective changes to problems involving data collection.

Interviews conducted with the Management Specialists did not reveal their knowledge of monitoring responsibilities as outlined in the project CMEP. This includes supervising field coordinators' data collection activities and providing internal feedback on performance monitoring reports and data verification reports each semester.

In summary, a common thread emerged in interviews with project staff that identified instances of weak internal communication and coordination at every performance level as the primary cause of difficulties experienced in executing the performance monitoring activities. These manifested in the inconsistencies seen in multiple stages, beginning with the initial data collection by facilitators—particularly in Veracruz—and OSH promoters, and subsequently impacting each successive level of personnel and their ability to carry out their designated responsibilities pertaining to data collection, quality control, validation, analysis and reporting. Ultimately, inconsistencies and delays in flow of data have debilitated the process by which the project director and the M&E specialist can accurately interpret the data to an extent that would allow them to identify trends or patterns, adapt strategies or make informed decisions regarding corrective measures to share and implement with personnel. Additional implications, conclusions and corresponding recommendations will be discussed in Sections VI and VII.

Sustainability

Question 7: Are the project strategies relevant and adequate to ensure the sustainability of expected outcomes?

Question 8: How is the project promoting sustainability of expected outcomes with the following stakeholders: (a) private sector; (b) government; and (c) local authorities and community leaders?

Question 9: What are the major challenges to achieving sustainability? What opportunities exist to support sustainability?

The CdE project has not yet developed a strategy for promoting the sustainability of project outcomes, as required under USDOL's 2015 MPG.²¹ The project's sustainability strategy should describe how project outcomes can be sustained after the project ends. Specifically, the sustainability plan must include a strategy for **building local capacity** to take **sustainable action** to reduce child labor and improve working conditions in migrant agricultural communities.

The three questions pertaining to sustainability (Questions 7, 8, 9) are addressed together, as each

²⁰ CdE CMEP, September 2018

²¹ USDOL, Management Procedures and Guidelines for Cooperative Agreements, 2015

question’s analysis can be better understood within the context of the other two questions. Table 9 identifies project strategies that are relevant to building local capacity of the key stakeholders: public sector/government; private sector; local authorities and community leaders; and educators (Questions 7 and 8). These strategies are discussed in terms of the opportunities or challenges that could affect the ability of stakeholder groups to generate sustainable actions to reduce child labor and improve working conditions in migrant agricultural communities (Question 9).

Table 9: Project Strategies Relevant to Building Local Capacity, and Opportunities or Challenges to their Sustainability

Stakeholder Group	Strategies Relevant to Building Local Capacity	Opportunities and Challenges to Generating Sustainable Actions
Outcome 1: Improved provision of governmental programs and services for reduction of child labor and protection of labor rights in MACs		
Public Sector/ Government	<ul style="list-style-type: none"> • Strengthen the capacity of SIPINNA to coordinate social protection programs and provide services to MACs. 	<ul style="list-style-type: none"> • Opportunity: The project has successfully coordinated efforts with SIPINNA to establish or re-establish the CITIs in both Veracruz and Oaxaca, and currently is facilitating the development of a strategic plan clarifying the roles and services of the various institutions that protect children and defend worker rights in MACs. • Challenge: Key governmental social protection programs relevant to the project target groups were cut by the current administration, with no comparable replacements. These programs formed the cornerstone of the project's larger livelihood strategy. In addition, deep cuts to the STPS labor inspectorate has significantly reduced the number of labor inspectors. • Opportunity and Challenge: The GOM's National Development Plan (2019-2024) establishes the government's priorities during the next six years. Under the national framework, each governmental institution must specify actions that it will adopt to support the National Development Plan priorities. This presents a window of opportunity to promote the integration of actions related to decreasing child labor and improving working conditions in MACs. This public policy advocacy work will require the immediate attention of project staff for any recommended actions to be considered.
	<ul style="list-style-type: none"> • Strengthen the capacity of the labor inspectorate on procedures, protocols and data collection tools related to child labor prevention and labor rights. 	<ul style="list-style-type: none"> • Opportunity: Project training for STPS inspectors related to child labor and labor rights in the sugarcane sector is expected to be uploaded to the internal STPS training platform (SICADIT) by August 2019, which will facilitate the current training of labor inspectors in Veracruz and Oaxaca and lay a foundation for the scaling-up of future trainings after the project ends. • Challenge: Deep cuts to the number of labor inspectors by the current administration will likely affect the government's ability to enforce labor laws, and casts doubt on the sustainability of strategies that rely on the quantity of labor inspectors.

Stakeholder Group	Strategies Relevant to Building Local Capacity	Opportunities and Challenges to Generating Sustainable Actions
	<ul style="list-style-type: none"> • Provide trainings to inspectors on STPS inspection procedures, protocols and tools related to OSH and CKDu. 	<ul style="list-style-type: none"> • Challenge: STPS OSH authorities are waiting for further evidence from project research on CKDu before supporting any efforts to modify OSH inspection protocols.
Outcome 2: Private sector stakeholders (agricultural producers and/or interest groups) in Veracruz and Oaxaca comply with labor regulations		
Private Sector	<ul style="list-style-type: none"> • Strengthen the capacity of sugarcane employer organizations to comply with child labor regulations and labor rights. 	<ul style="list-style-type: none"> • Opportunity: A technical working group of sugarcane employer organizations at the national level has been established and has demonstrated a strong commitment to promoting their “zero tolerance of child labor” policy and improving working conditions, particularly as they relate to CKDu prevention and management. Periodic updates by project staff to sugarcane sector employer organizations have served to maintain interest in project OSH activities, but the committee expressed a need for evidence-based results. • Challenge: Sugarcane employers perceive a lack of initiative and follow through on the part of the governmental agencies to provide basic social services such as childcare, education, and enforcement of child labor laws.
	<ul style="list-style-type: none"> • Strengthen the technical capacity of sugarcane employer organizations on OSH standards to prevent and/or manage CKDu among agricultural workers. 	<ul style="list-style-type: none"> • Opportunity: The project has begun developing trainings for prevention and management of CKDu in the sugarcane sector even before the results of the prevalence study become available. • Challenge: The project has not developed a mechanism, such as a cost-benefit template for employers to use when measuring the effect of improvements in working conditions on level of productivity, to systematically capture results of general workplace improvements implemented as a result of awareness-raising activities.
	<ul style="list-style-type: none"> • Provide OSH training to migrant workers in the sugarcane sector 	<ul style="list-style-type: none"> • Opportunity: The sugarcane sector is committed to promoting OSH promoters as a viable strategy and resource for employers to improve worker health and safety. With completion of the OSH competency standard occurring in July 2019, the formal certification of OSH promoters will encourage employers to move forward in improving working conditions in the sugarcane sector. This may result in a sustainable good practice to promote OSH in the agricultural sector.

Stakeholder Group	Strategies Relevant to Building Local Capacity	Opportunities and Challenges to Generating Sustainable Actions
Outcome 3: MACs in Veracruz and Oaxaca mobilized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu		
Local Authorities and Community Leaders	<ul style="list-style-type: none"> Raise community awareness via community dialogues to sensitize MACs on child labor and worker rights, including appropriate working conditions and OSH 	<ul style="list-style-type: none"> Opportunity and Challenge: The project's activities in target MACs have generated interest and support from municipal authorities and community leaders, although this interest is waning in the absence of concrete results. Opportunity and Challenge: The community dialogue methodology can promote changes in knowledge, attitudes and behavior in the target MACs. However, it is a lengthy process with inherent obstacles based on an intrinsic perception within the MACs that child labor does not constitute a major problem. Given the project time remaining, completion of the community dialogue process and implementation of a community plan for action may not be feasible and might not bode well for long-term sustainability.
	<ul style="list-style-type: none"> Train community outreach volunteers (COV) on CVA methodology 	<ul style="list-style-type: none"> Challenge: The project has not yet trained the COVs, who are intended to facilitate the CVA methodology. Given the project time remaining, it is unlikely that this strategy will be realized.
Outcome 4: Target children and adolescents in MACs in Veracruz and Oaxaca with increased school retention		
Educators	<ul style="list-style-type: none"> Train educators on non-formal educational methodologies so that teachers can integrate these didactic techniques into their classroom instruction. 	<ul style="list-style-type: none"> Challenge: The project has not yet begun teacher trainings on non-formal educational methodologies for teachers to integrate into their daily classroom teaching. With one school year remaining in the project timeline, little time remains to train teachers and provide the necessary follow-up to ensure the proper integration of new techniques into the existing curriculum.

Discussion: The CdE project design includes several strategies intended to build local capacity as a means to promote sustainability of the project's outcomes (Table 9). As of midterm, however, the project has faced numerous internal and external challenges that have impacted the implementation of these capacity-building strategies and the ability to analyze results. Some of the factors impeding implementation have been beyond the project's control, such as recent violence in target regions or the elimination of key governmental social protection programs and workforce positions (see Table 7). Other factors affecting project implementation have been within the project's control, primarily the **inconsistent implementation of needed mechanisms** to systematically capture and analyze data for the purposes of monitoring project progress and identifying areas in need of corrective action. For example, the project has not yet developed mechanisms to systematically capture the results of OSH promoter activities, nor the results of communication/awareness-raising activities. Such results can play an important role in motivating stakeholders and increasing their buy-in, ultimately increasing the probability of long-term sustainability of key project strategies.

Despite the challenges posed by inadequate data collection systems, which directly affects the ability to demonstrate results, the existing project design contains several promising opportunities for sustainability. These include the promotion of actions related to decreasing child labor and improving working conditions through the GOM's National Development Plan; development of the CITI strategic plan, in conjunction with SIPINNA; and the sugarcane grower's ongoing support of (a) "zero tolerance for child labor" policy, (b) improved working conditions, particularly as they relate to CKDu prevention and management and

(c) promotion of OSH promoters as a viable strategy for employers to improve worker health and safety. Key factors contributing to their sustainability are alignment with the current administration's priorities, development of concrete outputs in conjunction with governmental counterparts and building on private sector child labor policies and interest in OSH issues.

Given the project time remaining, it will be a challenge to complete the community dialogue process, develop a community plan for action, and implement strategies identified in the action plan that can lead to sustainable change. Likewise, there does not appear to be sufficient time to train teachers or provide the necessary follow-up to ensure the integration of non-formal teaching techniques in the classroom.

V. Conclusions

The following conclusions are based on key findings outlined in Section IV pertaining to the project's relevance, effectiveness and sustainability.

Relevance

- **Project Design:** The project design integrates viable strategies with appropriate activities for addressing all five areas of interest identified for this evaluation: child labor; migration; worker rights, working conditions and OSH; indigenous populations; and the private sector.
- **Theory of Change:** The project's four strategic components corresponding to its four outcomes—public sector engagement, private sector engagement, communication/awareness-raising and educational services—represented relevant approaches for reducing child labor and the protection of labor rights in MACs. However, the public sector engagement strategy has been affected by the elimination of several key governmental social protection programs that formed a central component of the project's livelihood strategy.

Effectiveness

- **Project Progress:** Quantitative data indicate that the project has made limited progress in the four strategic components: public sector engagement; private sector engagement; communication/awareness-raising, and educational services. The greatest progress has occurred with the sugarcane producers/employer organizations in the private sector and with governmental stakeholders responsible for the protection of children and adolescents in the public sector. Qualitative data corroborate this finding and point to the fluid external communication and coordination between project staff and their public sector or private sector counterparts as the primary factors contributing to these advancements. Regarding Outcome 3, the quantitative findings indicate minimal advancement regarding communication/awareness-raising outputs, although qualitative findings suggest that there is ongoing progress in implementation of the corresponding activities. A similar pattern was seen with respect to Outcome 4—provision of educational services to increase the quality of formal and non-formal educational services in MACs—where quantitative data indicate some advancement, especially in the area of training outputs for teachers and administrators but no advancement in formal school enrollment targets for children/adolescents within the target MACs. This lack of progress is partly attributed to a complex set of social factors affecting this specific group of beneficiaries. Qualitative findings suggest ongoing progress in the implementation of non-formal educational activities for children/adolescents in target MACs.

- **Factors Promoting or Hindering Progress:** A key factor promoting project progress is fluid communication and coordination between (a) project staff and their public sector or private sector counterparts, and (b) project field staff in Veracruz/Oaxaca and Mexico City-based staff. At the same time, the extensive time dedicated to project design revisions and approvals have hindered project progress, and the project currently is working on getting back on track. The delays in project start-up especially affected the project communication/awareness-raising activities and educational services, both of which interface with direct beneficiaries. External factors also have impaired project progress, including (a) recent cuts to social protection programs that were the cornerstone of the project's livelihood strategies, and (b) the complex and dynamic social issues found in migrant agricultural communities.
- **Validity of the project design and TOC:** Qualitative data indicate that engagement with the public sector has contributed to increased coordination among governmental institutions responsible for the protection of children and adolescents. Likewise, private sector engagement has motivated sugarcane sector employer groups and organizations to take a more active role in improving working conditions throughout the value chain. The communication/awareness-raising activities have had little influence on community attitudes toward child labor thus far; however, feedback from educators on educational services suggests a positive effect on participants' interest and participation in the classroom.
- **Stakeholder Participation:** Private sector stakeholders, mainly the sugarcane sector, have demonstrated the most interest and support of project strategies aimed at reducing child labor and improving working conditions. However, the coffee sector has not yet participated in the project. Sugarcane employer organizations, on the other hand, have demonstrated a keen interest in building a knowledge base on the causes, prevention and management of CKDu. Governmental representatives in the public sector have demonstrated increased engagement with project activities and training, as well, including their demand for the project's technical assistance support. Community members, leaders and authorities have participated to a much lesser degree in project activities. This is partially attributed to (a) cultural views on child labor, (b) intrinsic distrust of outsiders, and (c) previous experience with development projects that offer participants gifts or money in exchange for their participation.
- **Monitoring and Evaluation:** A series of internal coordination and communication issues affected the proper execution of the performance monitoring activities. This deviation from the performance monitoring protocol established in the project CMEP impede proper data analysis for the purpose of identifying trends or patterns, adapting strategies, or making informed decisions regarding corrective measures to share and implement with personnel.

Sustainability

- **Opportunities:** Several promising opportunities for sustainability exist within the current project design. These include the promotion of actions related to decreasing child labor and improving working conditions through (a) the GOM's National Development Plan; (b) development of the CITI strategic plans in conjunction with state SIPINNAS; and (c) continued involvement by sugarcane sector representatives in promoting a "zero tolerance for child labor" policy, CKDu prevention and management, and OSH promoters. Key factors contributing to their sustainability are alignment with the current administration's priorities, development of concrete outputs in conjunction with governmental counterparts, and building on private sector child labor policies and interest in OSH issues.

- **Challenges:** Given the project implementation time remaining, it will be a challenge to complete the community dialogue process, develop a community plan for action, and implement strategies identified in the action plan that can lead to sustainable change. Likewise, there might not be sufficient time to train teachers or provide the necessary follow-up to ensure the integration of non-formal teaching techniques into regular classroom activities.

VI. Lessons Learned and Promising Practices

The following are key lessons learned and promising practices at the project midterm.

Lessons Learned

- Development projects that target marginalized populations within an unstable implementing environment can face major challenges to implementation when factors outside the control of the project shift or change. Inclusion of one or more measures to mitigate the risks associated with the critical assumptions can minimize disruptions or delays to implementation by allowing for strategy adaptation rather than a formal project modification.
- The development and piloting of all data collection tools prior to project implementation can help ensure ease of administration by project staff and adequate comprehension by the target population. This is especially important in the absence of a project baseline. Furthermore, ongoing coordination of the data collection processes at each level of the performance monitoring chain—data collection, verification, validation and analysis—can strengthen the data veracity.
- The systematic collection of baseline data corresponding to the project’s key strategic components can ensure a reliable baseline from which to establish realistic and meaningful target values for subsequent analysis.

Promising Practices

- Project strategies that have built on existing private sector policies, such as “zero tolerance for child labor,” have helped increase buy-in from stakeholders and encouraged support for additional project strategies aimed at preventing child labor and improving compliance with labor laws.
- The establishment of a technical working group in the sugarcane sector has guided and supported project activities, in particular, the CKDu prevalence study and recommendations based on the study results.
- The support of the technical working group has facilitated obtaining formal certification of OSH promoters in the sugarcane sector, which has increased the legitimacy of their technical assistance services to improve worker health and safety and supported their sustainability within the broader agricultural sector.

VII. Recommendations

The following recommendations are focused on immediate actions that the project can take at midterm to strengthen the execution of project activities and support the sustainability of project outcomes.

World Vision

- 1) **Strengthen internal communication channels.** The CdE project management team should strengthen the internal channels of communication to facilitate the flow of information between staff based in Veracruz/Oaxaca and the Mexico City-based staff. This should include regular team meetings in Veracruz, Oaxaca and Mexico City to discuss project progress and any concerns with project implementation.
- 2) **Strengthen formal external communication channels.** The project's communication specialist and project director should strengthen formal external communication channels to increase the visibility of the project and keep all stakeholders at the national, state and local levels abreast of project advancement, including the formal dissemination of qualitative and quantitative data. This communication should be leveraged through the project's social media sites. Moreover, the project's webpage and an electronic news bulletin should be finalized.
- 3) **Strengthen M&E processes.** The project M&E team (specialist and coordinators) should review all M&E processes that involve the collection, delivery, verification and validation of data to identify and correct areas of weakness. The M&E team should reassess the data collection mechanisms in use, or that need revision or development, to enable systematic and accurate processing of the data.
- 4) **Analyze project performance data and implement corrective measures.** The project director and M&E specialist should review the monitoring reports and verify the integrity of the data for accurate analysis. They should then provide feedback to staff on project performance and identify corrective measures to reinforce areas of poor performance. The M&E specialist also should follow-up with newly implemented corrective measures to ensure their proper application and function.
- 5) **Provide additional training to project facilitators.** The project M&E specialist and education specialist should provide additional training to facilitators on the data collection processes and discuss ways to use the collected data to measure project progress. Facilitators also would benefit from the development of "essential soft skills" to strengthen the effectiveness of service delivery. This includes effective communication, organization, facilitation and classroom control.
- 6) **Increase technical support to project facilitators.** Project field coordinators and the education specialist should increase their technical support to facilitators by improving the consistency and frequency of observations of the educational activities and providing timely feedback to the facilitators on proper application and delivery of the non-formal educational methodologies.
- 7) **Develop a sustainability strategy that focuses on building local capacity.** For the remaining project implementation period, the project management team should focus its efforts on strategies that build local capacity and increase stakeholder buy-in based on newly established relationships. For the public sector, there should be follow-up actions to (a) support newly established CITIs as they execute their strategic plan; (b) assess the degree of application of learned skills by the labor inspectorate as a result of project training; and (c) ensure the uploading of the labor inspectorate training program to the SICADIT online training platform. For the private sector, there should be continued support of sugarcane employer organizations' efforts to promote worker rights and safety, with emphasis on the OSH promoters and the newly established OSH competency standard. For community leaders, there should be follow-up actions to ensure (a) completion of the community action plan by community outreach volunteers, and (b) development of mechanisms to assess the effectiveness of the communication/awareness-raising activities. For teachers, there should be follow-up to ensure completion of the teacher training and integration of non-formal teaching techniques.
- 8) **Take immediate action to prioritize participation in public consultations on national sectoral plans.** The public policy specialist and public policy coordinators in Oaxaca and Veracruz should

prioritize active participation in public consultations now taking place on proposed programs and strategies (sectoral plans) that support the priorities outlined in the GOM's National Development Plan (2019-2024). This consultation period offers a short window of opportunity for the project to advocate specific strategies or programs for reducing child labor and improving working conditions in MACs.

- 9) **Prioritize the development of private sector mechanisms.** The project director, industry engagement specialist and OSH coordinator should prioritize the development of private sector mechanisms to reduce child labor and improve working conditions among agricultural workers. Such a mechanism should include tools that allow producers to measure the benefit of increased compliance with child labor laws and improved working conditions, and then compare that benefit with the corresponding costs. OSH coordinators and promoters should then provide timely follow-up to sugarcane producers to discuss the cost-benefit results and provide any needed technical assistance for developing and implementing an action plan.

USDOL

- 10) **Require grantees to develop mitigation measures for high-risk assumptions.** For future project, USDOL should require grantees to thoroughly assess the degree of risk associated with critical assumptions that underlie major project components, and then develop specific measures to mitigate that risk. This can minimize disruptions or delays to implementation by allowing for strategy adaptation rather than a formal project modification.

Annex A: Evaluation Terms of Reference (TOR)

Background and Justification

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). ILAB's mission is to promote a fair global playing field for workers in the United States and around the world by enforcing trade commitments, strengthening labor standards, and combating international child labor, forced labor, and human trafficking.

OCFT works to combat child labor, forced labor, and human trafficking around the world through international research, policy engagement, technical cooperation, and awareness-raising. Since OCFT's technical cooperation program began in 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects in more than 90 countries around the world. Technical cooperation projects funded by USDOL support sustained efforts that address the underlying causes of child labor and forced labor, including poverty and lack of access to education.

This evaluation approach will be in accordance with DOL's Evaluation Policy²². OCFT is committed to using the most rigorous methods applicable for this qualitative performance evaluation and to learning from the evaluation results. The evaluation will be conducted by an independent third party and in an ethical manner and safeguard the dignity, rights, safety and privacy of participants. OCFT will make the evaluation report available and accessible on its website.

Project Context and Information

Approximately 773,000 children work in the production of agricultural goods in Mexico, many of whom are migrant laborers from indigenous communities. Children travel with their entire families across the country following agricultural harvest cycles, in some cases returning to their communities of origin only after long periods of absence. Existing labor law is inconsistently applied or infrequently protects these workers. Migrant children are more likely than non-migrant children to engage in work that often involves long working hours, use of sharp tools, extreme temperatures, handling pesticides, and carrying heavy loads. A significant percentage of children working in agriculture do not attend school, due in part to poor school infrastructure, long distances to reach schools, and limited educational opportunities to meet their needs, including indigenous language instruction. This situation contributes to a vicious circle that limits opportunity across generations.

Project Background Information

In November 2016, World Vision was awarded a four-year \$8.75 million USD grant from the OCFT within the USDOL to implement the Campos de Esperanza ("Fields of Hope") Project in Mexico. The Campos de Esperanza (CdE) project in Mexico involves multiple stakeholders including government, private sector, and civil society organizations working together to reduce child labor in migrant agricultural communities, particularly in the coffee and sugarcane sectors in Veracruz and Oaxaca. The project works with government entities to utilize updated and improved tools to monitor and enforce laws related to child labor and agricultural work. It also collaborates with participating business partners to increase their

²² For more information on DOL's Evaluation Policy, please visit <https://www.dol.gov/asp/evaluation/evaluationpolicy.htm>

capacity to reduce child labor, refer families to government social programs, and remediate unacceptable conditions of work in their workplaces and supply chains.

The project’s approach also involves raising awareness to change families’ frequently held beliefs that child labor is either necessary or beneficial, and to make them aware of their rights under the law. The project works to refer families to viable education alternatives for their children. It strives to reduce demand for child labor among its chief users, small private landowners, and communal landowners who supply larger companies.

Finally, the Campos de Esperanza project aims to strengthen the Government of Mexico’s (GOM) capacity to prevent and manage Chronic Kidney Disease of unknown causes (CKDu) and improve working conditions based on regional and internal best practices, in partnership with the private sector and civil society organizations.

In order to achieve its overall objective, the project has identified four outcomes, with corresponding sub-outcomes and outputs, as listed in the project’s results framework provided below.

Results Framework – Campos de Esperanza

Project Objective: To reduce child labor and improve the protection of labor rights in migrant agricultural communities in Veracruz and Oaxaca.
Outcome 1. Improved provision of government programs and services for reduction of child labor and protection of labor rights in migrant agricultural communities (MACs)
Outcome 1.1 Improved service delivery capacity among child protection, labor rights defense mechanisms, and occupational safety and health (OSH) and CKDu prevention and management services in migrant agricultural communities of Veracruz and Oaxaca
Output 1.1.1 Improved technical capacity among state and municipal stakeholders (CITI/SIPINNA) to ensure service delivery to target populations and address child protection and labor rights defense in migrant agricultural communities in Veracruz and Oaxaca (e.g. social protection programs, quality education, workers’ registration systems, advocacy of labor rights, birth certificate services).
Output 1.1.2. Federal, state and municipal stakeholders with improved technical capacity to ensure service delivery to target populations and address OSH and CKDu prevention and management services in migrant agricultural communities.
Outcome 1.2 STPS (federal and state) and other government agencies in target areas with improved implementation of labor inspection protocols related to child labor prevention, labor rights and OSH compliance.
Output 1.2.1. STPS (federal and state) labor inspection services with strengthened capacity to implement child labor and labor rights inspection procedures
Output 1.2.2. STPS (federal and state) labor inspection services with strengthened capacity to implement OSH inspection procedures
Outcome 2. Private sector stakeholders (agricultural producers and/or interest groups) in Veracruz and Oaxaca comply with labor regulations
Output 2.1.1 Private sector organizations (agricultural producers and/or interest groups) with strengthened technical capacity to comply with child labor regulations and labor rights.
Output 2.1.2 National and local level stakeholders from the sugarcane sector with increased technical capacity on OSH standards to prevent and/or manage CKDu among agricultural workers.
Output 2.1.3 Private sector mechanisms established to reduce child labor and improve working conditions among agricultural workers

Output 2.1.4 Local level stakeholders (Veracruz and Oaxaca) from the sugarcane sector with strengthened mechanisms to comply with OSH guidelines for the prevention and management of CKDu among agricultural workers.
Output 2.1.5 Adult workers with increased awareness of their rights and benefits in migrant agricultural communities in Oaxaca and Veracruz
Outcome 3. Migrant agricultural communities in Veracruz and Oaxaca mobilized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu.
Outcome 3.1 Households from migrant agricultural communities in Veracruz and Oaxaca sensitized on child labor reduction and the protection of labor rights and working conditions, including OSH practices to prevent CKDu.
Output 3.1.1 Targeted communication channels to reach specific target groups in migrant agricultural communities established.
Output 3.1.2 Households in migrant agricultural communities in Veracruz and Oaxaca informed about child labor and labor rights, including the benefits for registered workers, and CKDu symptoms and preventive measures
Outcome 3.2. Migrant agricultural communities in Veracruz and Oaxaca organized to promote the reduction of child labor and/or the protection of labor rights and working conditions, including OSH practices to prevent CKDu
Output 3.2.1 Migrant agricultural communities sensitized to address child labor, labor rights and working conditions, including OSH practices to prevent CKDu, through community dialogues.
Outcome 4. Target children and adolescents in migrant agricultural communities in Veracruz and Oaxaca with increased school retention
Outcome 4.1 Schools in migrant agricultural communities in Veracruz and Oaxaca with improved quality of adaptive educational services
Output 4.1.1. Education personnel trained to improve educational services adapted to the needs of the target population.
Outcome 4.2 Target children and adolescents in migrant agricultural communities in Veracruz and Oaxaca improve regular attendance at formal and non-formal education institutions
Output 4.2.1 Children and adolescents in migrant agricultural communities receive formal education services with project support (e.g., Telesecundaria, early education, National Institute of Adult Education [INEA]).
Output 4.2.2 Children and adolescents in migrant agricultural communities receive non-formal education services with project support (Mobile libraries, Reading camps, El Reto, solidarity tutors, vocational training and life skills)

Purpose and Scope of Evaluation

Evaluation Purpose

The main purposes of the interim performance evaluation are to:

- Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the validity of the project design and the extent to which it is suited to the priorities and policies of the host government and other national stakeholders;
- Determine whether the project is on track toward meeting its objectives, identifying the challenges and opportunities encountered in doing so, and analyzing the driving factors for these challenges and opportunities;

- Assess the effectiveness of the project's strategies, as well as identify its strengths and weaknesses in implementation and areas in need of improvement;
- Provide conclusions, lessons learned, and recommendations; and
- Assess the project's plans for sustainability at local and national levels and among implementing organizations and identify steps to enhance its sustainability.

The interim evaluation will provide key stakeholders with information to assess and revise, as it is needed; work plans, strategies, objectives, partnership arrangements and resources. The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with World Vision. All activities that have been implemented from project launch through the time of evaluation fieldwork will be considered.

Intended Users

The evaluation will provide OCFT, the grantee, other project stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation and its effects on project beneficiaries. The evaluation findings, conclusions and recommendations will serve to inform any project adjustments that may need to be made, and to inform stakeholders in the design and implementation of subsequent phases or future child labor elimination projects as appropriate. The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

USDOL and World Vision drafted evaluation questions, which were then refined by MSI. The evaluation questions focus on three areas: relevance, effectiveness, and sustainability.

Relevance

1. Is the project's design and theory of change relevant within the current socio-political-cultural context?
2. Does the project's design effectively address the following?
 - a. Child labor
 - b. Migration
 - c. Worker rights and working conditions, including occupational health and safety
 - d. Indigenous populations
 - e. Private sector
3. Does the available qualitative and quantitative information (including M&E data and project research studies) support the validity of the theory of change?

Effectiveness

4. At the midterm, is the project on track in terms of meeting its targets/objectives? What are the factors driving or hindering results thus far?
5. What is the nature of stakeholder participation in the project, including their level of commitment to project implementation efforts and contribution to the project objectives?
 - a. How effectively has the project engaged with each target group (private sector, government, local authorities, community leaders)?

6. To what extent have the monitoring and evaluation systems (CMEP, etc.) been implemented, and are they being used to identify trends or patterns, adapt strategies, and make informed decisions?

Sustainability

7. Are the project strategies relevant and adequate to ensure the sustainability of expected outcomes?
8. How is the project promoting sustainability of expected outcomes with the following stakeholders?
 - a. Private sector
 - b. Government
 - c. Local authorities and community leaders
9. What are the major challenges to achieving sustainability? What opportunities exist to support sustainability?

Evaluation Methodology and Timeframe

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

A. Approach

The evaluation approach will be qualitative and participatory in nature and use project documents including M&E data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from beneficiaries (workers, parents, and children) will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation with the involvement of DOL and World Vision during the design of the evaluation and the participation of other key stakeholders during the debriefing workshop will contribute to the sense of ownership among the stakeholders.

Quantitative data will be drawn from the M&E records and project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

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

B. Evaluation Team

The evaluation team will consist of a lead evaluator and a national evaluator. One or two members of the project staff may travel with the evaluators to project sites and make introductions. These persons will not be involved in the evaluation process.

The lead evaluator, with MSI, will be responsible for developing the methodology in consultation with USDOL and the project staff; collaborating with project staff to finalize the field work itinerary and logistics; directly conducting interviews in Mexico City, Oaxaca City, and Xalapa and facilitating other data collection processes; analyzing the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the stakeholder meeting; and preparing the evaluation report.

The national evaluator will be responsible for conducting interviews and focus groups with the project target beneficiaries in local areas that are inaccessible to the lead evaluator due to security restraints. The national evaluator will work closely with the lead evaluator throughout field work and will also support the analysis of the collected qualitative data and the preparation of the presentation for the stakeholder meeting. The national evaluator will receive technical guidance and feedback on conducting the qualitative data collection, processing and analysis from the lead evaluator.

C. Data Collection Methodology

1. Document Review:

The evaluation team will review key project documents.

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified, and additional documents may be collected
- Documents may include:
 - CMEP and annexes,
 - M&E data,
 - Project document and revisions,
 - Project budget and revisions,
 - Cooperative Agreement and project modifications,
 - Technical Progress and Status Reports,
 - Project Results Framework,
 - Work plans,
 - Correspondence related to Technical Progress Reports,
 - Management Procedures and Guidelines,
 - Project files (including school records) as appropriate.
 - Research or other reports undertaken.

2. Field Work:

The evaluation team will spend two weeks conducting interviews and focus groups in Mexico (May 13 – 24). Upon arrival, the evaluation team will meet with the Grantee to confirm the schedule, evaluation approach and expectations, and review the Project's activities. The lead evaluator will conduct key informant interviews (KIIs) in Mexico City and travel to Oaxaca City and Xalapa to conduct additional KIIs, per the agreed itinerary. Simultaneously, the national evaluator will travel to project sites to conduct KIIs and group interviews in the following municipalities:

- Veracruz: Tezonapa, Zongolica, and Cardel.
- Oaxaca: Acatlán de Pérez Figueroa and San Miguel Soyaltepec.

During the site visits, the national evaluator will also observe the activities and outputs developed by the project. Each day, the evaluation team will write up notes and formulate findings from cumulative data collection efforts.

3. Interviews with Stakeholders

Semi-structured interviews will be held with as many project stakeholders as possible. The evaluation questions listed above will serve as the basis for the data collection tools and interview guides. The interview guides will take into account the interviewees' background knowledge and degree of involvement in project activities. The lead evaluator is developing the interview guides to be shared with the national evaluator. Drafts of the interview guides by stakeholder group are included in Annex A.

The evaluation team will use a purposeful, non-random sampling methodology to select the interviewees across a wide range of relevant stakeholders. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. These stakeholders will be inquired on the project's relevance, accomplishments, sustainability, and the working relationship between project staff and their partners, where appropriate. Depending on the circumstances, these meetings will be one-on-one or group interviews. It is anticipated that meetings will be held with:

- OCFT staff responsible for this evaluation and project prior to the commencement of the field work;
- Project staff in Mexico City and field staff in Veracruz and Oaxaca;
- Government ministry officials, regional and local government officials who have been involved in or are knowledgeable about the project;
- Sugarcane sector stakeholders (associations, sugar mill and produce organizations, workers);
- Coffee producers;
- Community leaders, members, and volunteers;
- School teachers, assistants, school directors, education personnel;
- Project beneficiaries (children, parents, workers);
- International NGOs and multilateral agencies working in the area;
- Other child protection and/or education organizations, committees and experts in the area;
- U.S. Embassy staff member.

To maximize the efficiency of interviews with project stakeholders, the selection of the visits and interviews was made in coordination with World Vision. Visits and interviews will be carried out in Mexico City and project sites in Veracruz and Oaxaca. Efforts were made to include some sites where the project experienced successes and others that encountered challenges in both Veracruz and Oaxaca, as well as to include a wide cross-section of relevant stakeholders across the project activities. An itinerary of the anticipated interviews is included in Annex B.

4. Question Matrix

The question matrix outlines the TOR questions and corresponding data sources, data collection methods, and analytical approach to the evaluation. The question matrix guides the evaluation team and CdE project team in decisions related to time allocation in the field and ensures that multiple sources of data are collected and cited in the analysis.

Area	Questions	Data Source(s)	Data Collection Methods	Data Analysis Methods
Relevance	1. Is the project's design and theory of change relevant within the current socio-political-cultural context?	<ul style="list-style-type: none"> Project Documents TPRs Stakeholder interviews: CdE project staff, government officials (STPS and social protection programs), and private sector representatives 	<ul style="list-style-type: none"> Document review Semi-structured interviews with stakeholders (individual and group) 	<ul style="list-style-type: none"> Comparison of the qualitative data to assess the degree of relatedness between the project design and the real-world context
	2. Does the project's design effectively address the following? a. Child labor b. Migration c. Worker rights and working conditions, including occupational health and safety d. Indigenous populations e. Private sector	<ul style="list-style-type: none"> Project Documents TPRs Stakeholder interviews: CdE project staff, government officials (STPS and social protection programs), agricultural workers (migrant and indigenous), local authorities and community leaders, and private sector representatives 	<ul style="list-style-type: none"> Document review Semi-structured interviews with stakeholders (individual and group) 	<ul style="list-style-type: none"> Triangulation of quantitative and qualitative data to identify trends and corroborate the findings
	3. Does the available qualitative and quantitative information (including M&E data and project research studies) support the validity of the theory of change?	<ul style="list-style-type: none"> M&E data Stakeholder interviews: CdE project staff, OCFT representatives 	<ul style="list-style-type: none"> Document review Semi-structured interviews 	<ul style="list-style-type: none"> Triangulation of quantitative and qualitative data to identify trends and corroborate the findings
Effectiveness	4. At the midterm, is the project on track in terms of meeting its targets/objectives? What are factors driving or hindering project results thus far?	<ul style="list-style-type: none"> M&E data Stakeholder interviews: CdE project staff, government officials, private sector 	<ul style="list-style-type: none"> Document review Semi-structured interviews 	<ul style="list-style-type: none"> Triangulation of quantitative and qualitative data to identify trends and corroborate the findings
	5. What is the nature of stakeholder participation in the project, including their level of commitment to project implementation efforts and contribution to project objectives? How effectively has the project engaged with each	<ul style="list-style-type: none"> TPRs Stakeholder interviews: project staff, government officials (STPS and social protection programs), agricultural workers (migrant 	<ul style="list-style-type: none"> Document review Semi-structured interviews 	<ul style="list-style-type: none"> Triangulation of quantitative and qualitative data to identify trends and corroborate the findings

Area	Questions	Data Source(s)	Data Collection Methods	Data Analysis Methods
	target group (private sector, government, local authorities, community leaders)?	and indigenous), local authorities and community leaders, and private sector representatives		
	6. To what extent have the monitoring and evaluation systems (CMEP, etc.) been implemented, and are they being used to identify trends or patterns, adapt strategies, and make informed decisions?	<ul style="list-style-type: none"> • CMEP • M&E data • TPRs • Stakeholder interviews: CdE project staff and OCFT representatives 	<ul style="list-style-type: none"> • Document review • Semi-structured interviews 	<ul style="list-style-type: none"> • Triangulation of quantitative and qualitative data to identify trends and corroborate the findings
Sustainability	7. Are the project strategies relevant and adequate to ensure the sustainability of expected outcomes?	<ul style="list-style-type: none"> • CdE sustainability plan • Stakeholder interviews: CdE project staff, government officials, local authorities and community leaders, and private sector representatives 	<ul style="list-style-type: none"> • Document review • Semi-structured interviews 	<ul style="list-style-type: none"> • Triangulation of quantitative and qualitative data to identify trends and corroborate the findings
	8. How is the project promoting the sustainability of expected outcomes with the following stakeholders? a. Private sector b. Government c. Local authorities and community leaders	<ul style="list-style-type: none"> • TPRs • Stakeholder interviews: CdE project staff, government officials and private sector representatives 	<ul style="list-style-type: none"> • Document review • Semi-structured interviews 	<ul style="list-style-type: none"> • Triangulation of quantitative and qualitative data to identify trends and corroborate the findings
	9. What are the major challenges to achieving sustainability? What opportunities exist to support sustainability?	<ul style="list-style-type: none"> • TPRs • Stakeholder interviews: CdE project staff, government officials, local authorities and community leaders, and private sector representatives 	<ul style="list-style-type: none"> • Document review • Semi-structured interviews 	<ul style="list-style-type: none"> • Triangulation of quantitative and qualitative data to identify trends and patterns

D. Ethical Considerations and Confidentiality

The evaluation team will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. All interviews and discussions will include an informed consent form and will not proceed unless consent is given. Interviewees will remain anonymous unless clear permission is granted to the team to include qualitative information that will identify the respondent. The evaluation team will apply youth-sensitive and gender-sensitive interviewing approaches as per standard guidelines, such as the ILO- International Programme on the Elimination of Child Labour and the UNICEF guidance.

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 evaluators to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

E. Stakeholder Meeting

Following the field visits, the lead evaluator, with support from the national evaluator, will conduct a stakeholder meeting that brings together project staff and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork. ILAB and World Vision's U.S. staff may participate in the stakeholder meeting virtually.

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

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

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

A debrief call will be held with the lead evaluator and USDOL after the stakeholder workshop to provide USDOL with preliminary findings and solicit feedback as needed.

F. Limitations

Fieldwork for the evaluation will last two weeks so the evaluators will not have enough time to visit all project sites. As a result, the evaluators will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluators are visiting a

representative sample of sites, including some that have performed well and some that have experienced challenges.

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

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

G. Timetable

The timeframe for implementation of this interim evaluation is based on a start date of December 11, 2018. The original dates for fieldwork were revised due to delays during the lapse in U.S. Government appropriations and then again due to security concerns from the U.S. Embassy in Mexico; fieldwork is now scheduled for May 13 – 24, 2019. The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task	Date
Evaluation launch call	December 11
Background project documents sent to MSI	December 21
Logistics call-Discuss logistics and field itinerary	January 18
Evaluation Questions finalized	January 25
Finalize field itinerary and stakeholder list for workshop	February 20
Draft TOR sent to USDOL and World Vision	February 25
Final TOR sent to USDOL and World Vision	March 11
Revise TOR methodology due to changes in the evaluation team and data collection logistics	April 12
Finalize TOR	April 26
Fieldwork	May 13 – 24
Post-fieldwork debrief call	Week of May 27
Draft report to USDOL & Grantee for 48-hour review	June 14
USDOL and Grantee Comments due to MSI (48-hour review)	June 19
Revised report to USDOL, Grantee, and stakeholders for 2-week review	June 28
USDOL, Grantee, and stakeholder comments due to MSI after full 2-week review	July 12
Final report to USDOL	July 19
Approval of final report by USDOL	August 2

Expected Outputs/Deliverables

Fifteen working days following the lead evaluator's return from fieldwork, a first draft evaluation report will be submitted to the Contractor. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and key recommendations)
- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Evaluation Questions
 - A. Answers to each of the evaluation questions, with supporting evidence included
- VII. Findings, Recommendations and Conclusions
 - A. Findings – the facts, with supporting evidence
 - B. Conclusions – interpretation of the facts, including criteria for judgments
 - C. Key Recommendations - critical for successfully meeting project objectives – judgments on what changes need to be made for future programming
 - D. Other Recommendations – as needed
 - E. Lessons Learned and Best Practices
- VIII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The key recommendations must be action-oriented and implementable. The recommendations should be clearly linked to results and directed to a specific party to be implemented. It is preferable for the report to contain no more than 10 recommendations, but other suggestions may be incorporated in the report in other ways.

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes.

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

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether the report meets the conditions of the TOR.

Evaluation Management and Support

The lead evaluator, with support from the MSI team, will organize logistics calls with the ILAB COR and project manager(s) and Grantee to discuss the evaluation purpose, proposed data collection timeline, and roles and responsibilities. During the initial stages, the lead evaluator will work with ILAB and other team members to develop the TOR, the work plan and data collection instruments. The evaluation team will also coordinate with the Grantee to develop the list of stakeholders and interview schedule. The lead evaluator will provide technical guidance and feedback on conducting the qualitative data collection, processing and analysis to the national evaluator.

MSI will support the lead evaluator in the field, as well as with the development and review of all technical products. MSI will finalize and submit all required travel documents and estimated costs for evaluation for the lead evaluator to ILAB no later than two weeks prior to the desired departure date (schedule permitting). This will help ensure that country clearance from the DOS is obtained in a timely fashion.

Annex B: Midterm Evaluation Itinerary

Sections have been left intentionally blank in accordance with Federal Information Security Management Act (FISMA) of 2002, Public Law 107-347.

Date	Time	International Evaluator (IE) Itinerary	National Evaluator (NE) Itinerary	Place	Notes
5/12/2019 Sunday	TBD	Michele's arrival to Mexico City		IE: Mexico City	<i>Please confirm if the project can help with the hotel booking and other specific requirements</i>
5/13/2019 Monday	9:00 - 10:00	Meeting		IE & NE: Mexico City	<i>Meetings will take place at the WV National Office in Mexico City</i>
	10:00 - 13:00	Meeting	Meeting		
	13:00 - 14:00	Lunch	Lunch		
	14:00 - 17:00	Meeting	Meeting		
5/14/2019 Tuesday	9:00 - 10:00	Meeting	Travel to Acatlán de Pérez Figueroa	IE: Mexico City NE: Travelling to Acatlán	Meetings in Mexico City will take place at the WV National Office
	10:00 - 12:00				
	12:00 - 13:00				
	13:00 - 14:00	Lunch			
	14:00 - 15:00				
	15:00 - 16:00				
	16:00 - 17:00				
	17:00 - 18:00				
5/15/2019 Wednesday	9:00 - 10:00		Meeting	IE: Mexico City NE: Acatlán	IE: Estimating 30 minutes of transportation between interviews in Mexico City. NE: Will sleep in Acatlán and travel to communities in WV Truck
	10:00 - 11:00		Travel to communities in Acatlán		
	11:00 - 12:00	Sistema Nacional de Protección Integral de Niñas, Niños y Adolescentes (SIPINNA):	Meeting		
	12:00 - 13:00		Meeting with Children participating in Solidarity Tutors in Acatlán		
	13:00 - 14:00	Lunch	Lunch		

Date	Time	International Evaluator (IE) Itinerary	National Evaluator (NE) Itinerary	Place	Notes
	14:00 - 15:00	Fund for Peace Staff in Mexico City	Meeting		
	15:00 - 16:00		Meeting		
	16:00 - 17:00	Travel to Oaxaca City (Flight departures is at 18:00)	Travel from community to Acatlán		
5/16/2019 Thursday	8:00 - 9:00	SIKANDA	Travel to San Miguel Soyaltepec	IE: Oaxaca City NE: San Miguel Soyaltepec	IE: Estimating 30 minutes of transportation between interviews in Oaxaca City. NE: Will sleep in Acatlán and travel to communities in WV Truck
	9:00 - 10:00	Oaxaca Comprehensive Child Protection System (SESIPINNA)	Meeting		
	10:00 - 11:00	Oaxaca's State Institute for Public Education (IEEPO)	Meeting		
	11:00 - 12:00		Meeting		
	12:00 - 13:00	Office for the Protection of Children and Adolescents	Meeting		
	13:00 - 14:00	Lunch	Lunch		
	14:00 - 15:00	Director General de Población en Oaxaca (DIGEPO)	Meeting		
	15:00 - 16:00				
	16:00 - 17:00	General Secretariat of Government (SEGEGO)	Travel from San Miguel Soyaltepec to Acatlán		
	17:00 - 18:00	Travel back to Mexico City (Flight departure is at 19:00)			
5/17/2019 Friday	8:00 - 9:00		Interview	IE: Mexico City NE: Acatlán	IE: Estimating 30 minutes of transportation between interviews in Mexico City. NE: Will sleep in Acatlán and travel to
	9:00 - 10:00	Ministry of Labor and Social Welfare (STPS) - Unit of International Affairs			
	10:00 - 11:00		Site Visit		

Date	Time	International Evaluator (IE) Itinerary	National Evaluator (NE) Itinerary	Place	Notes
	11:00 - 12:00	STPS - General Directorate of Labor Inclusion - OSH and Labor Inclusion Units	Interview		communities in WV Truck
	12:00 - 13:00		Meeting with Municipal Authorities in Acatlán		
	13:00 - 14:00	Lunch	Lunch		
	14:00 - 15:00	CONADESUCA	Meeting		
	15:00 - 16:00				
	16:00 - 17:00		Meeting		
	17:00 - 18:00				
5/18/2019 Saturday	8:00 - 9:00	CdE coordinators	Interview	IE: Mexico City NE: Acatlán	IE: Will work from the hotel in Mexico City. NE: Will travel to communities and Orizaba in WV Truck
	9:00 - 10:00		Interview		
	10:00 - 11:00		Meeting		
	11:00 - 12:00		Lunch		
	12:00 - 13:00		Meeting		
	13:00 - 14:00				
	14:00 - 15:00				
	15:00 - 16:00				
5/20/2019 Monday	8:00 - 9:00	Travel to Coyoacán	Travel from Orizaba to Tezonapa	IE: Mexico City NE: Tezonapa	IE: Estimating an hour of transportation between interviews
	9:00 - 10:00		Meeting		

Date	Time	International Evaluator (IE) Itinerary	National Evaluator (NE) Itinerary	Place	Notes
	10:00 - 11:00		Meeting		in Mexico City. NE: Will sleep in Orizaba and travel to Tezonapa communities in WV Truck
	11:00 - 12:00	STPS - Inspection	Meeting		
	12:00 - 13:00		Meeting		
	13:00 - 14:00	Lunch and travel back from the South to the Centre of Mexico City	Lunch		
	14:00 - 15:00		Meeting		
	15:00 - 16:00	PAHO	Travel from Tezonapa to Orizaba		
	16:00 - 17:00				
	17:00 - 18:00				
5/21/2019 Tuesday	8:00 - 9:00		Travel from Orizaba to Zongolica	IE: Mexico City and travel to Xalapa, Veracruz NE: Zongolica	IE: Will travel in WV truck to Xalapa, Veracruz. NE: Will sleep in Orizaba and travel to Zongolica communities in WV Truck
	9:00 - 10:00	CONOCER El Consejo Nacional de Normalización y Certificación de Competencias Laborales	Meeting		
	10:00 - 11:00		Meeting		
	11:00 - 12:00	WV	Meeting		
	12:00 - 13:00		Meeting		
	13:00 - 14:00	Lunch	Lunch		
	14:00 - 15:00	Travel to Xalapa, Veracruz	Meeting		
	15:00 - 16:00		Travel from Zongolica to Orizaba		
	16:00 - 17:00				
5/22/2019 Wednesday	8:00 - 9:00		Travel from Orizaba to Cardel, Veracruz.	IE: Mexico City and travel to Xalapa, Veracruz NE: Cardel, Veracruz	IE & NE: Will travel back to Mexico City in the same WV Truck
	9:00 - 10:00	Meeting with Veracruz Comprehensive Child Protection System (SIPINNA)	Interview		
	10:00 - 11:00		Meeting		
	11:00 - 12:00	Procurator's Office for the Protection of Children and Adolescents	Meeting		
	12:00 - 13:00				

Date	Time	International Evaluator (IE) Itinerary	National Evaluator (NE) Itinerary	Place	Notes
	13:00 - 14:00	STPS	Lunch		
	14:00 - 15:00	Travel to Mexico City	Travel to Mexico City		
	15:00 - 16:00				
	16:00 - 17:00				
	17:00 - 18:00				
5/23/2019 Thursday	8:00 - 9:00	sugarcane sector stakeholders (CNC, CNPR and CNIAA)	Information processing and analysis	IE & NE: Mexico City	IE & NE can meet at WV National Office in Mexico City to work.
	9:00 - 10:00				
	10:00 - 11:00				
	11:00 - 12:00				
	12:00 - 13:00				
	13:00 - 14:00	Meeting with US Embassy			
	14:00 - 15:00	Information processing and analysis	Information processing and analysis		
	15:00 - 16:00				
	16:00 - 17:00				
	17:00 - 18:00				
5/24/2019 Friday	9:00 - 12:00	Stakeholder Results Workshop in Mexico City	Stakeholder Results Workshop in Mexico City	Mexico City	25 participants - only project staff from World Vision, Fund for Peace and SIKANDA.

Annex C: Master Interview Guide

TOR	Master Interview Guide	STAFF	Government Officials	Private Sector Representatives	Farm laborers	Adolescents, Boys and Girls	Teachers	Community Leaders	Facilitators	Promoters
Relevance 1. Is the project's design and theory of change relevant within the current socio-political-cultural context?	1. Relevancia del diseño									
	<ul style="list-style-type: none"> ¿Cuál es el contexto social, político y económico en lo cual está trabajando el proyecto? 	X	X	X			X	X	X	X
	<ul style="list-style-type: none"> ¿Cuál es su percepción de TI y condiciones de trabajo en el campo? 	X	X	X			X	X	X	X
	<ul style="list-style-type: none"> Dentro de este contexto, ¿cuál es la relevancia o importancia del proyecto CdE en proporcionar las actividades? Ej: 	X	X	X			X	X	X	X
	<ul style="list-style-type: none"> o Capacitaciones para los y las maestras 	X					X	X	X	
	<ul style="list-style-type: none"> o Implementación de servicios educativos no formales (ej. Reto) 						X	X	X	
	<ul style="list-style-type: none"> o Vinculación de jóvenes con servicios de formación vocacional 						X	X	X	
	<ul style="list-style-type: none"> o Acceso de educación a niños migrantes 						X	X	X	
	<ul style="list-style-type: none"> o Vinculación con programas sociales 						X	X	X	
	<ul style="list-style-type: none"> o Capacitaciones y vinculación con servicios públicos para jornaleros 	X		X			X	X	X	X
	<ul style="list-style-type: none"> o Capacitaciones para funcionarios gubernamentales 	X	X	X						X
	<ul style="list-style-type: none"> o Fortalecimiento de capacidades del sector privado como productores de caña y café 	X		X						X
	<ul style="list-style-type: none"> o Campañas de información al nivel nacional y local sobre TI y derechos laborales 	X		X			X	X	X	X
	STPS e INS: Protocolo de inspección para CKDu y la ruta de atención		X							
	<ul style="list-style-type: none"> ¿Cuál es su perspectiva sobre los protocolos de trabajo infantil? ¿Se están 		X							

TOR	Master Interview Guide	STAFF	Government Officials	Private Sector Representatives	Farm laborers	Adolescents, Boys and Girls	Teachers	Community Leaders	Facilitators	Promoters	
<p>2. Does the project's design effectively address the following?</p> <p>a. Child labor</p> <p>b. Migration</p> <p>d. Indigenous populations</p> <p>e. Private sector</p> <p>c. Worker rights and working conditions, including OSH</p>	implementando? ¿Se requieren ajustes? ¿Cuál es la ruta de atención?										
	2. Relevancia del diseño: Población meta, temas incluidos y estrategias utilizadas										
	<ul style="list-style-type: none"> ¿Cuáles son las estrategias o actividades del proyecto que están dirigidas a los siguientes grupos o temas?: 	X	X	X							
	<ul style="list-style-type: none"> o NNA/Trabajo infantil 	X									
	<ul style="list-style-type: none"> o Poblaciones migrantes 	X									
	<ul style="list-style-type: none"> o Poblaciones indígenas 	X									
	<ul style="list-style-type: none"> o Sector privado 	X	X								
	<ul style="list-style-type: none"> o Trabajadores/Derechos laborales y condiciones del trabajo, incluyendo SSO 	X	X								
	<ul style="list-style-type: none"> o Entidades gubernamentales 		X								
	<ul style="list-style-type: none"> ¿Cuáles de esas estrategias han tenido mayor/menor éxito? ¿Por qué? 	X	X	X							
<ul style="list-style-type: none"> ¿Cómo podría el proyecto CdE mejorar o ampliar las estrategias dirigidas a estos grupos o temas? 	X	X	X								
<p>Effectiveness</p> <p>3. Does the available qualitative and quantitative information (including M&E data and project research studies) support the validity of the theory of change?</p>	3. Eficacia: resultados cualitativos y cuantitativos										
	<ul style="list-style-type: none"> ¿Cuáles resultados del proyecto CdE hasta la fecha demuestran: 	X	X		X	X	X			X	X
	<ul style="list-style-type: none"> o (1) un fortalecimiento en la capacidad de entidades gubernamentales que ofrecen servicios sociales a NNA y trabajadores agrícolas? 	X						X			
	<ul style="list-style-type: none"> o (2) mejoras en las condiciones de trabajo y la salud de los/las trabajadores/as? 	X	X		X						
	<ul style="list-style-type: none"> o (3) mejoras en la calidad de educación formal e informal en las comunidades meta? 	X	X	X		X	X				
<ul style="list-style-type: none"> ¿Cuáles de esas actividades han tenido mayor/menor éxito? ¿Por qué? 		X	X	X	X						

TOR	Master Interview Guide	STAFF	Government Officials	Private Sector Representatives	Farm laborers	Adolescents, Boys and Girls	Teachers	Community Leaders	Facilitators	Promoters	
4. At the midterm, is the project on track in terms of meeting its targets/ objectives? What are the factors driving or hindering results thus far?	<ul style="list-style-type: none"> ¿Qué cambios ha percibido u observado (x) como resultado de las actividades? 				X	X	X		X	X	
	<ul style="list-style-type: none"> ¿Tiene alguna sugerencia para mejorar el programa? 			X	X	X	X		X	X	
	4. Eficacia: logros hasta la fecha y probabilidad de alcanzar las metas/objetivo:										
	<ul style="list-style-type: none"> ¿Cuáles son los mayores logros hasta la fecha? 	X	X	X	X			X	X	X	X
	<ul style="list-style-type: none"> ¿Cuál evidencia existe que demuestre la probabilidad del CdE en lograr sus metas y objetivos? 	X								X	X
	<ul style="list-style-type: none"> ¿Cuáles son los factores que están promoviendo o impidiendo mayor progreso para el proyecto CdE? 	X	X	X	X					X	X
	5. Eficiencia:										
	<ul style="list-style-type: none"> 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 mismos resultados? 	X								X	X
	<ul style="list-style-type: none"> ¿Cómo realiza el proceso de planificación de actividades? ¿En qué medida se cumple con la planificación? 	X								X	X
	<ul style="list-style-type: none"> ¿Qué tipo de apoyo técnico o coordinación otorga el personal en México al personal de campo? 	X								X	X
6. To what extent have the monitoring and evaluation systems (CMEP, etc.) been implemented, and are they being used to identify trends or	6. Sistemas de Monitoreo y Evaluación:										
	<ul style="list-style-type: none"> ¿Han establecido los sistemas de monitoreo (CMEP, DBMS, etc.)? 	X									
	<ul style="list-style-type: none"> ¿Cuáles han sido los mayores retos en el establecimiento o uso de los sistemas de monitoreo? 	X									

TOR	Master Interview Guide	STAFF	Government Officials	Private Sector Representatives	Farm laborers	Adolescents, Boys and Girls	Teachers	Community Leaders	Facilitators	Promoters	
patterns, adapt strategies, and make informed decisions?	<ul style="list-style-type: none"> ¿Cómo están utilizando los resultados para identificar tendencias, adaptar estrategias y tomar decisiones informadas? 	X									
<p>5. What is the nature of stakeholder participation in the project, including their level of commitment to project implementation efforts and contribution to the project objectives?</p> <p>a. How effectively has the project engaged with each target group (private sector, government, local authorities, community leaders)?</p>	7. Compromiso y Eficacia										
	<ul style="list-style-type: none"> ¿Qué ha hecho el proyecto CdE para involucrarle en el proyecto y mantenerle al día? 		X	X				X			
	<ul style="list-style-type: none"> ¿De qué manera se ha comprometido usted o su sector en el proyecto CdE? 		X	X				X			
	<ul style="list-style-type: none"> ¿Existe algún impedimento para incrementar su participación o compromiso con el proyecto CdE? 		X	X				X			
	<ul style="list-style-type: none"> ¿Qué puede hacer el proyecto CdE para mejorar su participación? 		X	X				X			
<p>Sustainability</p> <p>7. Are the project strategies relevant and adequate to ensure the sustainability of expected outcomes?</p> <p>8. How is the project promoting sustainability of expected outcomes</p>	8. Sostenibilidad de los resultados:										
	<ul style="list-style-type: none"> ¿Cuáles resultados del proyecto CdE espera que permanezcan a la conclusión del proyecto? 	X	X	X				X			
	<ul style="list-style-type: none"> ¿Cuáles medidas se podrían tomar para promover la permanencia de los resultados? 	X	X	X				X			
<ul style="list-style-type: none"> ¿Cuáles son los mayores retos para lograr la permanencia de sus resultados? 	X	X	X				X				

TOR	Master Interview Guide	STAFF	Government Officials	Private Sector Representatives	Farm laborers	Adolescents, Boys and Girls	Teachers	Community Leaders	Facilitators	Promoters
with the following stakeholders?										
a. Private sector										
b. Government										
c. Local authorities and community leaders										
9. What are the major challenges to achieving sustainability? What opportunities exist to support sustainability?	<ul style="list-style-type: none"> ¿Cuáles oportunidades existen para promover la sostenibilidad de los resultados del CdE? 	X	X	X				X		
9. Buenas Prácticas y Lecciones Aprendidas										
	<ul style="list-style-type: none"> ¿Existe alguna buena práctica o lección aprendida del proyecto CdE que se pueda aplicar a futuros proyectos similares? 	X	X	X			X	X	X	X

Annex D: List of Documents Reviewed

Campos de Esperanza Project Documents

1. Comprehensive Monitoring and Evaluation Plan, September 2018
2. IL-2993, Grant Award, Notice of Obligation
3. IL-29993, Project Modification No. 1
4. IL-29993, Project Modification No. 2
5. IL-29993, Project Modification No. 3
6. Project Document, September 2018 (pending approval at the time of this evaluation)
7. Technical Progress Report, April 2017
8. Technical Progress Report, October 2017
9. Technical Progress Report, April 2018
10. Technical Progress Report, October 2018
11. Technical Progress Report, April 2019

USDOL Reference Documents

12. USDOL ILAB, Funding Opportunity Announcement for a Project to Reduce Child Labor in Agriculture in Mexico (FOA-ILAB-16-11)
13. USDOL ILAB, OCFT, Management Procedures and Guidelines for Cooperative Agreements, 2015
14. USDOL ILAB, OCFT, Terms and Conditions of Award, GRANT NUMBER: IL-29993-16-75-K-11
15. USDOL ILAB, OCFT, Resources for Developing an OCFT Comprehensive Monitoring and Evaluation Plan (CMEP), February 2018,
https://www.dol.gov/sites/default/files/images/ilab/CMEP%20Resource%20Document_FINAL%2002132018.pdf

Additional Reference Documents

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23. Veracruz es el estado más "huachicolero" del país. (2019, April 9). *Diario Contrapeso Ciudadano*, Retrieved from <http://www.contrapesociudadano.com/veracruz-es-el-estado-mas-huachicolero-del-pais/>
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Annex E: List of Persons Interviewed

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