

External Independent Final Evaluation

Building Effective Policies Against Child Labor Project in PANAMA and ECUADOR

Implemented by:
International Labour Organization

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ACRONYMS

AIEPI	Integrated Management of Childhood Illness
CETIPAT	Comité para la Erradicación del Trabajo Infantil y Protección de la Persona Adolescente Trabajadora / Committee for the Eradication of Child Labor and Protection of the Working Adolescent Person (Panama)
CL	Child Labor
CLMS	Child Labor Monitoring System
CNNA	National Council on Children and Adolescents (Ecuador)
COMUNIDEC	Fundación de Desarrollo / Development Foundation (Ecuador)
CONATO	Consejo Nacional de Trabajadores Organizados / National Council of Organized Workers (Panama)
CONEP	Consejo Nacional de la Empresa Privada / National Council of Private Enterprise (Panama)
CONUSI	Confederación Nacional de Unidad Sindical Independiente / National Confederation of Independent Trade Union Unity (Panama)
DIRETIPAT	Dirección para la Erradicación del Trabajo Infantil y Protección del Adolescente Trabajador / Directorate for the Eradication of Child Labor and Protection of the Adolescent Worker (Panama)
FGD	Focus Group Discussion
GAP11	Global Action Programme on Child Labour Issues
ILAB	Bureau of International Labor Affairs
ILO	International Labour Organization
INADEH	Instituto Nacional de Formación Profesional y Capacitación para el Desarrollo Humano / National Institute of Professional Training for Human Development (Panama)
INEC	Instituto Nacional de Estadística y Censo / National Institute for Statistics and Census (Panama and Ecuador)
KAP	Knowledge, Attitudes and Practices
MCDS	Ministerio Coordinador de Desarrollo Social / Ministry Coordination of Social Development (Ecuador)
MIDES	Ministerio de Desarrollo Social / Ministry of Social Development (Panama)
MIES	Ministerio de Inclusión Económica y Social / Ministry of Economic and Social Inclusion (Ecuador)
MITRADEL	Ministerio de Trabajo y Desarrollo Laboral / Ministry of Labor and Employment Development (Panama)
MEDUCA	Ministerio de Educación / Ministry of Education (Panama)
NGO	Nongovernmental Organization
OCFT	USDOL Office of Child Labor, Forced Labor and Human Trafficking
PETI	Proyecto de Erradicación del Trabajo Infantil / Project for the Eradication of Child Labor (Ecuador)

PMP	Project Management Plan
RATI	Ruta de Atención de Casos de Trabajo Infantil / Path of Attention to Child Labor Cases
RRD	Ruta de Restitución de Derechos / Rights Restitution Path
SECAP	Servicio Ecuatoriano de Capacitación Profesional / Ecuadorian Professional Training Institute
SENAFRONT	Servicio Nacional de Fronteras en Panamá / National Border Service of Panama
SENNIAF	Secretaría Nacional de Niñez, Adolescencia y Familia / National Secretary for Children, Adolescents and Family (Panama)
SMTI	Child Labor Monitoring System
SND	Secretaría Nacional de Descentralización / National Decentralization Body (Panama)
SURTI	Unified Child Labor Registration System
TOR	Terms of Reference
TPR	Technical Progress Report
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

EXECUTIVE SUMMARY

On December 27, 2012 the International Labour Organization (ILO) signed a Cooperative Agreement worth US\$ 3,500,000 with the United States Department of Labor (USDOL) to implement the project entitled *Building Effective Policies against Child Labor in Ecuador and Panama*. To implement this project, ILO partnered with two non-governmental organizations (NGOs) in Ecuador and one in Panama. The project was designed to be implemented over 48 months (from December 2012 to December 2016) but an extension until March 2017 was agreed upon.

The project was designed to strengthen public policies and to enforce these policies in the two target countries. It planned to improve the capacity of national, provincial and municipal governments to coordinate and implement policies and to enforce efforts to combat child labor (CL) among vulnerable children, especially those who belong to communities of indigenous, afro-descendants, migrants and people with disabilities. To achieve these goals, project activities were organized around 7 immediate objectives, 16 outcomes and 33 outputs in an effort to: adapt legal frameworks to meet international labor standards; formulate and adopt specific policies, plans or programs to combat child labor; mainstream child labor concerns into relevant social policies and programs; establish a Child Labor Monitoring System (CLMS); and institutionalize child labor research. A summary of the 7 project components and their key outputs is presented below. The project was implemented in the provinces of Chimborazo and Esmeraldas in Ecuador, and in Darién, Bocas del Toro, Colon and Comarca Ngäbe Bugle in Panama.

The evaluation of this project was conducted between August and October 2016, six months before project completion. For this reason, several products were still in process and the evaluator could not assess the final results.

Findings and Conclusions

Government changes in Ecuador and Panama affected project progress as follows: pre- and post-electoral stagnation of public institutions delayed the progress of activities; new authorities modified the drive or the orientation of the activities coordinated with the project; and the child labor and disabilities component in Ecuador lost momentum from one government to the next. The project addressed these changes with strategies that could not totally eliminate the negative effects but rather were able to mitigate them.

Until September 2016, the project used 67% of its budget. The components with the lowest burn rate were: supporting the CLMS and the collection of reliable data on child labor, addressing the links between child labor and disability, sharing lessons between and among countries, and promoting transparency and accountability.

Ecuador and Panama display different extents of achievement of project components (immediate objectives). In Ecuador, the project fully or partially accomplished 61% of the outcome indicators, while in Panama it achieved 63%. However, in Ecuador the project *fully completed* 50% of the outcome indicators and in Panama only 25%. The difference in achievement between both countries can be explained by the following reasons: (i) political timing favored the project in Ecuador and adversely affected the project in Panama; (ii) public

sector institutional capacities are greater in Ecuador than in Panama; and (iii) implementing NGOS in Ecuador had more experience with the development of local public policies and with indigenous populations.

The project made three contributions that have the potential to boost the effectiveness of governments to prevent and eradicate child labor: (i) the lists of hazardous child labor complement existing national regulations and provide a detailed guiding framework to direct the actions of governmental organizations, non-governmental organizations and private enterprise; (ii) child labor monitoring systems support the management of information and processes implemented by national and local government institutions to restore the violated rights of working children; (iii) local intervention methodologies develop the procedures and tools needed to help governmental and non-governmental organizations coordinate their efforts to prevent child labor and to identify and withdraw children from work. These elements were designed to work in an articulate and commentary way.

Strengthening institutional capacity and policies to combat child labor is the immediate objective that displayed better results. National and local regulations were created to supplement child labor laws and they also served as tools to develop social dialogue in local governments. A methodology to identify, attend and monitor cases of working children was designed and applied at the local level. This methodology is supplemented by child labor monitoring systems managed by Ministries of Labor.

Promoting safe youth employment and addressing the links between child labor and disability (for Ecuador only) are the least developed immediate objectives. Activities to promote safe youth employment were not received by public institutions as the project expected. The greatest obstacle was that neither of the two countries displayed the policies and the institutional conditions needed. However, by the end of the project, a better disposition to address this theme is being observed in institutions, especially in Panama.

Regarding the objective of addressing the links between child labor and disability in Ecuador, the project anticipated that the support given by the Vice President (2007-2013 period) to public policies in favor of people with disabilities would enhance the opportunities of developing this theme. However, the Vice President was not reelected and this weakened the actions in this area. Consequently, initial support lost momentum so as to achieve this objective.

Since most efforts were directed to strengthening institutional capacities of regional and local governments, project sustainability is mostly linked to what those governments will do to continue and further develop the actions undertaken. In Ecuador, the probability to consolidate the *Rights Restitution Path* (RRD) in Guamote and Quinde are high because there are several favorable conditions. In Panama, only the governorship of Bocas del Toro made progress in the implementation of the Path of Attention to Child Labor Cases (RATI) methodology in its capital (Changinola). The governorships of Colon, Darien and Comarca Ngäbe Bugle have made little progress. Furthermore, CLMS sustainability is linked to the continuity of activities in provincial and local governments, since the objective is to improve institutional management in those areas.

The recommendations arising from the evaluation of the project are:

Common Recommendations for Stakeholders in Ecuador and Panama

Conduct district surveys on child labor: *For future projects*, the statistics institute could conduct specialized child labor surveys in districts or provinces where RRD and RATI are being implemented.

Consider the adoption of a child labor approach in sector programs: *For future projects*, prevention and eradication of child labor actions should be expanded beyond cash transfer programs.

Exchange experiences between employers' organizations: Consejo Nacional de la Empresa Privada (CONEP) in Panama has executed successful projects to support the eradication of child labor. UNICEF has supported the Enterprise Network for an Ecuador free from Child Labor. An exchange of experiences could be fruitful *in the framework of this project*.

Provide resources for RRD and RATI operational functioning: Lack of resources to guarantee monitoring and the solution of detected cases is a weakness of RRD and RATI. Respective institutions should ensure operating resources *now and in the future*.

Recommendations for Stakeholders in Ecuador

Train labor inspectors as tutors of Ecuadorian Professional Training Institute (SECAP) virtual courses: *For future projects*, some labor inspectors, duly certified by SECAP, could become instructors of the virtual course on child labor.

Give access to the Unified Child Labor Registration System (SURT) to members of the Cantonal Councils for Rights Restitution: This access is necessary because several prevention activities and interventions to withdraw children from labor are performed by municipal officials. *This could be done within the framework of this project*.

Develop a longitudinal statistical study: Ecuador does not have an updated study that addresses the effects of the slowdown of economic growth on schooling and child labor. The study with data from 2001 to 2013, published by the National Institute for Statistics and Census (INEC) with support from UNICEF, should be updated *by future projects*.

Recommendations for Stakeholders in Panama

Conduct observation visits to Changuinola (Bocas del Toro): *During this project*, authorities and officials from province governments of Darien and Colon, and from Comarca Ngäbe Bugle, should visit Changuinola to know about lessons learned in the development of RATI.

Conduct observation visits to Guamote and Quinde: Municipalities of Guamote and Quinde have made good progress in the implementation of RRD. It would be helpful for officials from governorships in Panama, Ministry of Labor and the National Secretary for Children, Adolescents and Family (SENNIAF) to visit these localities *during the implementation of this project*.

Develop a longitudinal statistic study: Panama does not have a study about the evolution of statistics on child labor from data provided by surveys applied by INEC since 2008. This study is

a basic input for policy design, monitoring and evaluation. *This could be developed by future projects.*

Recommendations for ILO

Consider funding activities recommended for stakeholders: *With funds still available*, the project could fund some or maybe all of the activities recommended for stakeholders during its implementation.

Introduce strategies, within project design, to cope with government changes: Capacity building projects *in the future* should include a section with strategies to mitigate the risk of stagnation produced by pre- and post-electoral periods.

Design an instrument to analyze institutional capacities: The development of a standard instrument to analyze institutional capacities to prevent and eradicate child labor is highly recommended. This could help refine interventions design and evaluation.

Design a guide to develop Knowledge, Attitude and Practice (KAP) studies: Based upon the experience of this and other projects, ILO could develop a guide to conduct KAP studies.

Recommendations for USDOL for Future Projects

Schedule the implementation of capacity building projects considering political cycles: The scheduling of capacity building projects should consider the political calendar of the countries and, as far as possible, launch the project during the first year of a new administration.

Extend the implementation period of capacity building projects: Given the characteristics of capacity building processes, this kind of project should have a longer period of implementation, with midterm goals and strategy reviews at the beginning of a new administration.

Design capacity building projects with sound objectives and flexible processes and products: It would be useful to design capacity building projects where solid goals are agreed with governments. At the same time, project management should be able to adjust processes and products more flexibly in order to meet the established objectives.

Design projects that coordinate service provision and capacity building: Where possible, it would be desirable to integrate and coordinate the design of projects that are implemented by different organizations in the same country.

I. CONTEXT AND PROJECT DESCRIPTION

1.1 Project Objectives

On December 27, 2012 the International Labour Organization (ILO) signed a Cooperative Agreement worth US\$ 3,500,000 with the United States Department of Labor (USDOL) Office of Child Labor, Forced Labor and Human Trafficking (OCFT) to implement the project entitled *Building Effective Policies against Child Labor in Ecuador and Panama*. To implement this project, the ILO partnered with two non-governmental organizations (NGOs) in Ecuador (Esquel Foundation and COMUNIDEC) that promote community empowerment and development. In Panama, the ILO partnered with Casa Esperanza, an NGO that focuses on national and local policies and programs to combat child labor. The project was designed to be implemented during 48 months (from December 2012 to December 2016) but an extension was agreed which extended the project until March 2017.

The project aimed to strengthen public policies and to enforce these policies in the two target countries by improving the capacity of national, provincial and municipal governments to coordinate and implement policy and enforcement efforts to combat child labor (CL) among vulnerable children, especially those related to indigenous peoples, afro-descendants, migrants and persons with disabilities. The project was implemented in the provinces of Chimborazo and Esmeraldas in Ecuador; and in Darien, Bocas del Toro, Colon and Comarca Ngäbe Bugle in Panama.

To achieve these goals, the project planned to implement 180 activities organized around 33 outputs, 16 outcomes and 7 immediate objectives in an effort to: adapt the legal framework to meet international labor standards; formulate and adopt specific policies, plans or programs to combat child labor; include child labor concerns in relevant social policies and programs; establish a Child Labor Monitoring System (CLMS); and institutionalize child labor research. A summary of the seven project components and their key outcomes is presented below.

Table 1. Overall Project Components and Outcomes

Project Component	Outcomes
1. Strengthening institutional capacity and policies to combat child labor	<ul style="list-style-type: none">1.1 Policy coherence on Child Labor Relevant Policies and Programs at national and local levels.1.2 Strengthened capacity of social actors to combat child labor.1.3 Mainstreaming the child labor approach in policies and programs to combat poverty.1.4 Enhanced capacities of national and local authorities to enforce child labor policies and regulations.1.5 Enhanced regulatory and legal frameworks on child labor.
2. Promoting safe youth employment	<ul style="list-style-type: none">2.1 Enhanced knowledge and tools on hazardous child labor activities and conditions and OSH in targeted sectors2.2 Enhanced capacity for national and local identification and withdrawal from hazardous work and OSH interventions.2.3 Public national and local programs adjusted to offer safe work opportunities or training for youth.

Project Component	Outcomes
3. Raising awareness on child labor issues	3.1 Increased awareness on child labor, its impact, potential solutions and the importance of education 3.2 Enhanced capacity of national and local stakeholders to reduce and eradicate Child Labor.
4. Supporting child labor monitoring systems and the collection of reliable data on child labor	4.1 Child labor included in government national data collection surveys or registers. 4.2 Enhance quantitative and qualitative knowledge base
5. Addressing the links between child labor and disability (Ecuador only)	5.1 Disability concerns mainstreamed into policies and legal frameworks 5.2 Enhanced offer of education for children affected by disabilities. 5.3 Training opportunities and youth employment for adolescents and adults affected by disabilities 5.4 Awareness raising on the linkages of disabilities and child labor
6. Sharing lessons between and among countries	6.1 Ecuador, Panama and other Latin American countries have included on their public policies elements of good practices or intervention models for the prevention and eradication of child labor, based on exchanges of experiences and lessons learned.
7. Promoting transparency and accountability	7.1 Public information and transparency promoted.

1.2 Institutional Capacities in Ecuador and Panama

The goal of this project was to strengthen the capacities of national and municipal institutions to develop actions to prevent and eradicate child labor. For this reason, it is necessary to provide a general overview of public sector capacities to implement effective public policies in Ecuador and Panama. A study¹ about public institutional capacities in Latin America, conducted in 2013, placed Ecuador in seventh place among 24 countries, with a score of 2.8 out of 5. The index used for this study includes the assessment of elements such as midterm planning, budget, public financial management, sector management, monitoring, and evaluation. Panama was given a score of 2.1 out of 5 and was positioned in fourteenth place. Likewise, public administration expenditure (as a percentage of GDP) is larger in Ecuador and has grown at a faster pace during the last decade.²

¹ Garcia Moreno, Kaufmann and Sangines (2015), Building Effective Governments: Achievements and Challenges for Results-Based Public Administration in Latin America and the Caribbean. Inter-American Development Bank. Washington, DC.

² OECD, BID. 2014. Government at a Glance. Latin America and the Caribbean 2014: Towards Innovative Public Financial Management. Organization for Economic Cooperation and Development. Paris.

The project experienced some key contextual differences between Ecuador and Panama with regard to the operating environment. Ecuador is more decentralized than Panama; local governments in Ecuador have more functions and resources than those in Panama, where district competencies are very limited. Subnational government tax collection (as a percentage of GDP) is higher in Ecuador³ as well. Moreover, regional governmental authorities in Panama are appointed by the Executive Branch, while in Ecuador they are elected at the polls, as in most other countries of the region. Finally, Ecuador has a law⁴ that regulates the establishment of bodies, within local governments, devoted to guarantee children’s rights (which include the protection against labor exploitation). Panama has not updated its childhood and adolescence law yet.

Table 2. Levels of Government in Ecuador and Panama

Level of Government	Job Title	
	Ecuador	Panama
National Government	President	President
Regional Government	Province Prefect elected at the polls	Province Governor appointed by the President
Local Government	Municipal Mayor elected at the polls	District Mayor elected at the polls

The degree of development of institutional capacities and the level of decentralization in each country are elements that influenced the execution of the project and its achieved results; consequently, it is necessary to keep these aspects in mind when assessing its performance.

1.3 Legal and Institutional Framework in Ecuador and Panama

According to ILO,⁵ Ecuador has made a significant advancement in its efforts to eliminate the worst forms of child labor, including strengthening the legal framework and participating in a number of programs targeting the worst forms of child labor (WFCL). The Government of Ecuador has ratified all key international conventions concerning child labor, including ILO Conventions 138 and 182 and the Palermo Protocol on Trafficking in Persons. The minimum age for work in Ecuador is 15 years, and the minimum age for hazardous work is 18 years. The Ministry of Labor is responsible for child labor policies and programs, while Ministry of Economic and Social Inclusion (MIES) is responsible for the enforcement of children’s rights and for the provision of direct services. The National Council on Children and Adolescents (CNNA) is responsible for policy designs and coordinates actions with municipal committees. Social

³ Fretes, Vicente y Ter-Minassian Teresa (2016), *Descentralizando los ingresos fiscales en América Latina*. Inter-American Development Bank. Washington, DC.

⁴ Código Orgánico de Organización Territorial, Autonomía y Descentralización (October 2010).

⁵ ILO. 2012. *Building effective policies against child labor in Ecuador and Panama*.

agendas like the Equality Agenda for Children and Adolescents 2012-2015 and the National Development Plan Buen Vivir 2013-2017 include child labor elimination goals.

Like Ecuador, the Government of Panama has also ratified all key international conventions concerning child labor. While the Constitution, Family Code, and Labor Code set the minimum age for employment at 14 years, Article 70 of the Constitution allows children below the minimum age to work under conditions established by law. In 2009 the Independent National Secretary for Children, Adolescents and Family (SENNIAF) was created. The Ministry of Labor and Workforce Development (MITRADEL) and specifically the Dirección Contra el Trabajo Infantil y Protección de la Persona Adolescente Trabajadora (DIRETIPAT) created in 2010, are responsible for child labor policy.

Both countries have set national goals to eliminate the worst forms of child labor. Ecuador is currently updating its National Plan for the Progressive Elimination of Child Labor and Panama has set the goal of eliminating all forms of child labor by 2020 in its National Road Map. Panama has a tripartite National Committee for the Prevention of Child Labor, and Ecuador has an official dialogue group on child labor led by the Ministry of Labor and integrated by governmental institutions.

II. EVALUATION OBJECTIVES AND METHODOLOGY

2.1 Evaluation Objectives

The evaluation addresses issues of project design, implementation progress, effectiveness, management, efficiency, lessons learned and sustainability, and provides recommendations for current and future projects. The overall purpose of the final evaluation is to:

- Analyze the validity of the project's theory of change.
- Assess the benefits and challenges of the project's multi-country structure and whether this was a successful model.
- Determine whether the project has achieved its expected outputs and outcomes and identify the challenges and successes encountered in doing so.
- Assess the sustainability of public policy fostered by project activities.
- Identify good practices that should be considered for replication in the future.

2.2 Methodology

The evaluation approach was qualitative and participatory in nature. It also gathered information from project documents, including the Project's Performance Monitoring Plan (PMP), to provide quantitative information. Qualitative information was obtained through field visits, interviews and focus groups. Opinions from beneficiaries improved and clarified the use of quantitative analysis. The participatory nature of the evaluation developed a sense of ownership among beneficiaries. Quantitative data was drawn from the Performance Monitoring Plan (PMP), budget, and project reports (such as Technical Progress Reports [TPRs], Financial Reports, and research reports). The evaluation process involved the activities described below.

Document Review

Pre-field visit preparation included extensive review of relevant documents. Among others, the following documents were reviewed:

- Solicitation for Grant Applications,
- Cooperative Agreement,
- Project Document and project revisions,
- Progress reports,
- Work plan and PMP,
- Project files (research reports, training materials, outreach products, midterm evaluations, baseline studies, tools developed during project implementation and other documents),
- Laws and regulations developed with project support,
- Municipal plans against child labor, and

- Radio spots and other materials developed for awareness raising campaigns at the local level.

Before beginning the fieldwork, a question matrix was created to outline the source of data from where the evaluator would collect information for each question displayed in the Terms of Reference (TOR). A complete list of evaluation questions can be found in the TOR, in **Annex 2**. Additionally, a list of stakeholders to be interviewed was prepared in coordination with USDOL and ILO.

Data Collection Tools

The methods used for collecting information are summarized in Table 3 below.

Table 3. Data Collection Tools

Method	Tools / Target Groups / Products
Interviews with Key Informants	Questionnaires/interview forms used with project management teams, implementing agencies, and representatives of relevant local, regional and national institutions in each country.
Focus group discussions (FGD)	FGD guidelines and forms addressed to key stakeholders, and other target groups as needed (government and community leaders, beneficiaries, etc.).
Project Performance Analysis	Comparison of planned/actual achievements per project indicator. Analysis of emerging trends and identification of factors that favor or hamper project success in each case. Assessment of project's effects in specific target populations. Revision of research, policies, guidelines and training materials supported by the project.
Direct Observation	Visit to municipalities and institutions to carry out non-participant observation, assessment of beneficiaries' satisfaction with project, contrast of the validity of project strategies used in the field, appraisal of the quality of services delivered, and identification of unexpected effects of project activities as well as other relevant features of project implementation.
Review project's investments in capacity building	Revision of training materials and curricula of the courses produced for various target groups. Analysis of project's effect on policy and stakeholders' capacity to carry out action against child labor. Revision of plans of action on CL introduced at local level.
Review project's investments in awareness-raising	Revision of project advocacy strategy on child labor with regards to national and community level actors. Revision of awareness raising materials developed by the project.
Review relevance of project research	Analysis of the project's contribution to the knowledge base on child labor in Panama and Ecuador
Assess quality of monitoring system data	Revision of project performance monitoring data. Assessment of the status and quality of the CLMS.

Field Visits and Interviews with Stakeholders

National government officials, implementing partners and other stakeholders were interviewed collectively or individually in Panama City and Quito. To interview local government officials, the evaluator also visited the six municipalities where the project was implemented: Guamote and Quinde in Ecuador; Colon, Darien, Changinola, and Comarca Ngäbe Bugle in Panama. The interviews were carried out between September 5 and October 3, 2016. Below is a summary of the stakeholders interviewed during fieldwork, and a complete list of the interviewees can be found in **Annex 4**.

Table 4. Stakeholders Interviewed by Country

Stakeholder Group	Ecuador	Panama	Total
National government officials	15	22	37
Local government officials	20	38	58
ILO and implementing partners staff	5	4	9
EducaFuturo project	1	1	2
Employer groups	0	2	2
Trade unions	0	1	1
US Government officials	0	1	1
Total	41	69	110

Stakeholder Workshop

Once the information gathering process was finished, a workshop was held in Quito (September 16) and another one was held in Panama City (October 3) to present the preliminary findings of the evaluation.

2.3 Evaluation Limitations

The Terms of Reference for this evaluation required a single report on the performance of the project in Ecuador and Panama. This posed a limitation to the evaluation process since the project activities in each country were executed independently. A specific analysis for each country would have been more effective. Since the legal, institutional and political frameworks of these countries are different, the implementation styles and rhythms varied widely. Additionally, the national implementing agencies were not the same and this determined the type of technical assistance that the project was able to offer to local governments. Individual evaluation reports for each country would have allowed a more detailed analysis of particular processes, products and effects, and a better sustainability assessment. These reports may have been more helpful for national stakeholders as well because they would have provided specific elements about the development of policies to combat child labor for their respective country. This type of analysis would have required changes in the evaluation schedule and more time to prepare the reports.

Another limitation is that the evaluation was conducted six months before the date established for project completion (March 2017). As a result, several products were still in process during the evaluation fieldwork and the evaluator could not assess their final results. Finally, no interviews could be conducted with ILO staff in Geneva.

III. EVALUATION FINDINGS

The evaluation findings described in this section are organized around the 25 questions in the Evaluation Terms of Reference. Each question is used as a subheading and followed by the respective findings.

3.1 Project Design and Relevance

1. There was a change in government in both countries during project implementation. How has the project ensured that these issues remain on the forefront with both administrations?

Both Ecuador and Panama changed their national and subnational government authorities during the implementation of the project. Public administration is usually paralyzed for about a year or more during pre- and post-electoral periods. In Ecuador, the national government was changed in May 2013 and mayors were changed in May 2014. However, the low activity period was shorter in this case because the same president was reelected. Even though ministry authorities were changed, public policies were not significantly altered. In spite of this, the change in government did have an adverse effect on the fulfillment of Component 5 of the project (addressing the links between child labor and disability) since the former Vice President, who was the main advocate for the inclusion of people with disabilities, was not reelected. Over time, policies related to this issue progressively lost strength. Additionally, the change of ministers meant changes in other ministry authorities as well. There were three different Ministers of Labor, three Ministers of Economic and Social Inclusion (MIES) and two Ministers for the Coordination of Social Development (MCDS) in the period between May 2013 and September 2016. During that same period, authorities directly related to the implementation of the project were changed five times in the MIES.

The government of Panama was also changed in July 2014. Since then, the Ministry of Labor and Employment Development (MITRADEL) and the Ministry of Social Development (MIDES), two key state agencies for the development of the project, retained the same ministers. Nevertheless, the pre-electoral period coincided with the beginning of the project and the drive to start the process was diminished. Project activities started to be implemented regularly when the new government took office and the authorities went through an adaptation period that continued until the end of 2014. Along with the change of national authorities came the change of provincial authorities (governors) appointed by the President. The process with regional governments followed a similar pattern than the one displayed at the national level.

All these changes affected the implementation of the project in three different ways: (i) they significantly delayed the progress of activities due to pre- and post-electoral stagnation which hampered the implementation of the project schedule (question 4); (ii) new authorities changed the drive or the direction of some activities coordinated with the project; and (iii) the child labor and disabilities component in Ecuador lost momentum and its goals were not fulfilled.

Changes in government and authorities and the stagnation that occurs during pre- and post-electoral periods are common in public administration in Latin America. Therefore, the activities that aim to strengthen institutional capacities in the public sector need to consider this

matter. The design of the project did not include an analysis of changes in government authorities and of strategies to deal with their influence on the implementation of the project. However, the project addressed these changes using the following strategies:

1. The project performed significant lobbying with new authorities so that the fight against child labor would continue to be included in the ministerial agendas. The project made presentations and visits to authorities so that they would be sufficiently informed about the project objectives and about the country's commitments regarding child labor. They also prepared summaries of the progress made with previous authorities. This helped new authorities to give the green light to institutions to go ahead with the development of project activities.
2. The project identified several activities of interest for new authorities that were aligned with project objectives and that they could support. This was the case with the development of the Rights Restitution Path in Ecuador (question 2). This helped to consolidate the ownership of the project by new authorities.
3. The professional network of staff from the implementing agencies was crucial to dealing with changes since, through these networks, new authorities could be directly contacted and informed about the project.
4. Support from ministries' staff helped to facilitate the transitions between authorities; since they already knew the activities of the project and many of them had participated in training events, they were able to advise on the continuity of actions.
5. In Ecuador, the project implemented activities with local governments (municipalities) that are independent of the national government. Local government demands directed to national authorities also helped provide continuity to project activities.
6. ILO credibility as the UN agency specialized in child labor was another factor that supported project continuity since public agencies have a generalized idea that this agency provides reliable and high quality technical assistance.

These strategies and factors did not eliminate the negative effects produced by the aforementioned changes but they were able to mitigate them. Without these strategies, the stagnation period could have been longer, and even project continuity could have been affected in some institutions.

2. The TPRs indicate where there have been some challenges because of the changing political appointment in Ecuador. How can OCFT design projects in the future to better accommodate political changes? Is it good to be very specific in objectives, or to be broad in objectives?

This project is focused on the improvement of institutional capacities and the development of public policies, not on the provision of services to families and communities. For this reason, it is necessary to contemplate the aspects that each country considers for the design and implementation of public policies. The influence of authority turnover on project implementation is one of those elements.

Based upon the experience of this project, it is crucial to define and clarify the results and impact goals with governments because it allows for building the project within the frame of governmental public policies, which contributes to the pertinence of the proposal and generates better conditions for sustainability. Furthermore, products and processes could be stated in general terms so that they can be adapted to the requirement of authorities, whenever a change of government or minister occurs. The use of broad products and processes provides flexibility to project management because they can adapt them to emerging political and institutional changes, without moving away from the objectives that were agreed with the government.

The experience of this project with the implementation of the Rights Restitution Path (Ecuador) is a good model of this procedure. Originally, the project established that “A multi-sectoral protocol integrating and updating the existing sectoral protocols will also be developed in order to provide an effective response in terms of identification and withdrawal of children from child labor and integrating them in social protection services. This will be supplemented with a training program and technical monitoring (Output 1.2).” However, the Ministry of Labor in Ecuador asked the project to develop a training course on the prevention and eradication of child labor for local agents, instead of developing the multi-sector protocol. The materials of this course were used as the basis for designing a tool for child labor diagnostic in communities and for inter-institutional coordination of prevention and eradication efforts. The Rights Restitution Path emerged as a strategy that the project used in Panama as well, with a different name: Path of Attention to Child Labor Cases. The outcome (strengthened capacity of social actors to combat child labor) was achieved even though the processes and products developed were different from what was originally planned.

3. What were some of the benefits/drawbacks of funding a project solely focusing on policy and another one solely focusing on direct services during the same time frame?

In addition to this project, USDOL also funded a direct services project in Ecuador and Panama called EducaFuturo. While this project focused on policy and capacity building, EducaFuturo focused on the provision of services to direct beneficiaries. The relationship between both projects did not go further than the coordination of some specific activities, such as the consultancy to develop “inclusive spaces” in schools (Ecuador) or some awareness raising activities in Changuinola (Panama). This was largely caused by the fact that these projects did not operate in the same provinces and municipalities (except for Quininde in Ecuador and Changuinola in Panama).

This approach has the advantage of allowing the implementing institutions to focus on a single domain, preventing the dispersal of efforts and resources in two different fields that each have their own management challenges. It also gives the project the possibility to hire professionals with more specialized profiles in each field, which generates more effectiveness and efficiency. This is particularly important since the knowledge and experience required from those professionals varies according to the project type. For example, a manager for a capacity building project might need greater mastery in public policy design and implementation, while a manager of a project that provides direct services might need more project management skills.

Another advantage of separating policy and direct implementation into two different projects, which was not considered with these projects, is that the interventions can be planned to be mutually reinforcing and to achieve greater sustainability of their results. For example, if the

capacity building project is implemented first, it can create better conditions at the subnational level for a more effective provision of direct services to children and their families. Likewise, a project that provides direct services can reinforce the sustainability of a capacity building project at a local level, once it is implemented.

On the other hand, disadvantages are related to the lack of coordination among implementing agencies. This might emerge as a result of planning without knowing what others are doing, a lack of complementarities in the definition of sites for interventions or strategy design, or even of different management styles. The aforementioned potential advantages of implementing two distinct projects might not be reaped if all these elements are not fully considered in the project design phase. The weak coordination among the two projects funded by USDOL, which was identified by this evaluation and by the midterm evaluations of both projects, could be attributed to the fact that these elements were not considered in the design phase.

In other words, it is necessary to design projects with a high level of coordination between the funding agency, the beneficiary government and the implementing organizations in order to achieve these advantages. However, this can only happen when the donor's rules on procurement and implementation allow it.

3.2 Effectiveness and Implementation

4. How effectively have project resources been used in reaching the milestones and final results?

Until September 2016, the project used 67% of its budget.⁶ Direct Labor Costs are assigned 48% of the budget, and 79% of this has been spent. Components 1, 2 and 3 have used 51% of the assigned resources; therefore they have not been fully implemented. The components with the lowest burn rate are: supporting CLMS and the collection of reliable data on child labor, addressing the links between child labor and disability, sharing lessons between and among countries, and promoting transparency and accountability. The average spending on these components is 25%. However, these four components represent only 9% of the total budget for this project (**Annex 5**). Considering that only six months remain for project completion, these numbers show that there is an important delay in the implementation of outcomes and outputs, as will be seen below.

In general terms, it can be said that the project has used 70% of its budget in a 44 month period (from March 2013 to September 2016) with which it has fully or partially met 65% of its outcomes. This level of spending and implementation is lower than that expected in the established schedule. However, taking into account the reasons for this level of implementation –already explained in question 1– and the large number of products developed, the project has been effective in developing the three components aimed to accomplish the project's general goal, namely: to strengthen public policies; to enforce these policies by improving the capacity

⁶ Budget executed by ILO until September 2016; Esquel Foundation until June 2016 and Casa Esperanza until March 2016.

of national, provincial and municipal governments to coordinate and implement them; and to support efforts to combat child labor. The three corresponding components are: (1) Strengthening institutional capacity and policies to combat child labor, (3) Raising awareness on child labor issues, and (4) Supporting child labor monitoring systems and the collection of reliable data on child labor. From a general perspective, the project has provided governments with methodologies, systems and procedures to improve the application of regulations and policies that prevent and eradicate child labor. The project made three contributions that have the potential to boost the effectiveness of governments to prevent and eradicate child labor: (i) the lists of hazardous child labor complement existing national regulations and provide a detailed guiding framework to direct the actions of governmental organizations, NGOs and the private sector; (ii) child labor monitoring systems (CLMS) support the management of information and processes implemented by national and local government institutions to restore the violated rights of working children; (iii) local intervention methodologies develop the procedures and tools needed to help governmental and non-governmental organizations coordinate their efforts to prevent child labor and to identify and withdraw children from work. These elements are designed to work in an articulate and complementary way. As analyzed in the next section, the level of implementation and sustainability in the adoption and implementation of these products is not homogeneous in each of the local governments.

Concurrently, the execution of components (6) Sharing lessons between and among countries and (7) Promoting transparency and accountability generated actions that –as expected– contributed to the fulfillment of the general goal. Conversely, the project did not achieve objectives (2) Promoting safe youth employment and (5) Addressing the links between child labor and disability (implemented only in Ecuador). However, the underachievement of these sectoral objectives did not significantly affect the achievement of the three components directly linked to the general goal of the project. The next sections present a detailed analysis of the level of achievement of each component and of the causes affecting their performance.

5. Has the project accomplished targets by immediate objective according to schedule? If not, what have been the obstacles to achievement both in terms of factors that the project has been able to influence and external factors beyond its control?

The Performance Monitoring Plan (PMP) includes 18 indicators to monitor 16 outcomes of the 7 project components. Outcomes 1.1 and 1.5 have two indicators each, instead of one as the rest of the outcomes. Due to the fact that Ecuador implemented one additional component (addressing links between child labor and disabilities), this country has 18 indicators for monitoring 16 outcomes while Panama has only 16 indicators to monitor 14 outcomes. Table 5 shows the number of outcome indicators achieved, partially completed or still in process in both countries. A complete review of the outcomes and its indicators can be seen in **Annex 1**, which was used to prepare Table 5.

Ecuador and Panama display different level of achievement of project components (immediate objectives). In Ecuador, the project *fully or partially* accomplished 61% of the outcome indicators, while in Panama it achieved 63%. However, in Ecuador the project *fully completed* 50% of the outcome indicators and in Panama it only reached 25%.

Table 5. Extent of Outcomes Achieved by Country

Components (immediate objectives)	Number of outcome indicators							
	Panama				Ecuador			
	Completed	Partially completed	In process	Total	Completed	Partially completed	In process	Total
1. Strengthening institutional capacity and policies to combat CL	2	3	2	7	4	1	2	7
2. Promoting safe youth employment	0	1	2	3	0	1	2	3
3. Raising awareness on child labor issues	0	1	1	2	2	0	0	2
4. Supporting CLMS and the collection of reliable data on CL	1	0	1	2	1	0	1	2
5. Addressing the links between child labor and disability (Ecuador)	0	0	0	0	0	0	2	2
6. Sharing lessons between and among countries	0	1	0	1	1	0	0	1
7. Promoting transparency and accountability	1	0	0	1	1	0	0	1
Total	4	6	6	16	9	2	7	18
Percentage	25%	38%	38%	100%	50%	11%	39%	100%

Source: TPR, project registers and interviews. See Annex 1 for complete information.

Completed: All the requirements for this indicator are fulfilled.

Partially completed: At least 80% of the requirements for the indicator are fulfilled.

In process: Less than 80% of the requirements for the indicator are fulfilled.

The external factors that explain the low level of implementation are related to changes in government and authorities and the stagnation that occurs during pre- and post-electoral periods, which was already addressed in question 1. The internal factors that slowed project implementation were the absence of a Child Labor and Social Protection Policy Specialist in Ecuador previous to January 2015, and the late hiring of social promoters in Panama provinces (question 24).

The difference in achievement between both countries is related to the following reasons. First, the political timing favored the project in Ecuador and adversely affected the project in Panama. Even though USDOL and ILO signed the agreement for the implementation of the project in December 2012, the Project Director and his team started working in March 2013, when the campaign for May 2014 elections had already started in Panama. The new government took office in July 2014 and the new authorities spent several months getting to know their functions. During this period, the project had very small progress. Ecuador also had presidential elections where the President was reelected, but they occurred in February 2013, which is a month before the project team started working.

Second, public sector institutional capacities are greater in Ecuador than in Panama, as presented in Section 1.2. Both countries have already established child labor prevention and eradication policies. However, Ecuador has made more progress through the implementation of programs at the national level (National Institute of the Child and the Family programs and Ministry of Labor child labor eradication programs) and at the local level (municipal projects funded by MIES) for over two decades. They have also gathered specific statistics since 1994. Additionally, Ecuador had substantially increased the budget assigned to the social sector, especially to education and programs to combat poverty. Eradication of child labor has been an official goal of the last two governments.

Third, NGOs that supported the project in Ecuador were more experienced than the NGO that worked in Panama, in two key elements related to implementation: the development of public policies at the national and local level (Esquel Foundation) and the experience with indigenous

populations (COMUNIDEC). This helped them to address the challenges that emerged during the implementation of the project.

For these reasons, responses to project proposals from national and local governments in Ecuador were more effective, which resulted in a higher accomplishment of project outcomes.

The accomplishment of the project components and their main products are analyzed below. The accomplishment of components 6 and 7 will be further analyzed within the frame of other inquiries established for the evaluation process.

Component 1. Strengthening Institutional Capacity and Policies to Combat Child Labor

National Plan for Prevention and Eradication of Child Labor: The project supported Panama to develop three operational plans for the Roadmap (2014, 2015, and 2016-2019).

In Ecuador, the National Plan against Child Labor was updated even though the Ministry of Labor has not yet formalized it. The person in charge of the Project for the Eradication of Child Labor (PETI) program mentioned that the plan will be formalized in October 2016.

Multi-sectoral Protocol: Instead of developing the multi-sector protocol established in the project design, the Ecuador Ministry of Labor recommended to develop a methodology to help local governments identify children that work in their communities, to establish activities to support those children, to coordinate interventions between institutions, and to monitor their progress. This methodology was validated in Guamote and Quininde, in Ecuador, and it was adapted for use in Panama. In Ecuador, the methodology is known as the Rights Restitution Path (RRD) and in Panama it is known as Path of Attention to Child Labor Cases (RATI).

The approach includes a process of community discussion about the difference between child labor and child work, which is particularly relevant in rural areas with indigenous population where child work within households is widely extended. The relevance of this process was observed in Guamote where the municipality asked the Indigenous Parliament (an organization that joins several indigenous communities of the canton) to organize the discussion of this topic. After several months of analysis, the Indigenous Parliament sent a common position document to the municipality.

Based on this document, the municipality produced an ordinance to combat child labor. This methodology is well supplemented by the CLMS developed by the project in both countries, since it helps institutions to register identified children, coordinate actions, and monitor them. The implementation of the methodology is more advanced in Ecuador than in Panama.

National Child Labor Monitoring System: The project helped the Ministry of Labor improve a previously developed CLMS in Ecuador. The Unified Child Labor Registration System (SURTI) is already functioning and it was initially developed to monitor the restitution of human rights. However, the project boosted its adaptation to serve as the CLMS of the ministries at the

national level. The final product is an internet-based system⁷ that allows public officers from Ministries of Labor, Health, Education and Social and Economic Inclusion to register child workers, coordinate activities between institutions, and monitor the services and protection measures for children. The system started in April 2016 and the project has provided initial training to Ministry of Labor inspectors that have already registered information of children that live in Guamote and Quininde, as well as local officials responsible for eradication. Furthermore, SURTI is linked to the inspection management system of the Ministry of Labor (Inspector Integral 2.0) that supervises the work done by inspectors and processes the data that is generated. This integration is essential since inspectors in Ecuador work with all inspection tasks including child labor. The project has also supported the production and publication of guides needed to use the system. However, SURTI has a limitation: the members of canton councils for the protection of children's rights cannot enter data into the system because the administrator (Ministry of Labor) considers that data should be registered only by public officers from national ministries. This is a technical limitation that can be easily solved by the Ministry of Labor.

The project also supported the development of the Child Labor Monitoring System (SMTI) in Panama, which is software developed from the SURTI experience. The system is internet-based and it is ready to be used by MITRADEL, MIDES, Ministry of Health, National Secretary for Children, Adolescents and Family (SENNIAF), and other stakeholders. The user guides are being produced and will soon be published.

SURTI and SMTI are managed by the Ministries of Labor and have the characteristics needed to capture and process data at the local level, while it serves as a management and monitoring tool at the local and national level. The system in Panama has the advantage of having been developed together with the RATI methodology, mentioned above; therefore it has more useful functions for the management of the RATI.

Programs to combat poverty include child labor: In Ecuador, the project did not accomplish its goals within this area. The main obstacle was high turnover among authorities in MIES which affected the flux of effective dialogue to include child labor eradication in social programs (particularly in the cash transfer program Human Development Voucher –Bono de Desarrollo Humano).

In Panama, results were rather modest. The cash transfer program (Opportunities Network – Red de Oportunidades) included two questions about child labor in the form used for the registration and monitoring of beneficiaries. The project also trained national level staff to register child labor. They are preparing material to train local social workers to adequately identify child labor. The program can take the following actions once child labor cases are detected: (i) suspend cash transfers to families that fail in sending their children to school as a result of engaging them in child labor activities, (ii) raise awareness with families and communities on households where children are engaged in child labor, and (iii) refer children in child labor to other public services by the Ministry of Labor, Education, Health or the National

⁷ <http://surti.trabajo.gob.ec/surti/pages/index.jsf>

Secretary for Children, Adolescents and Family (and SENNIAF, as appropriate). The project developed these strategies based upon the experience with the cash transfer program (Progressing with Solidarity –Progresando con Solidaridad) developed in Dominican Republic. Several MIDES officials visited this country to observe their experience with project support.

Training programs for labor inspectors: This product is in process in both countries. In Ecuador, the project is working on the design of a training package that will be part of the National Training Plan for Ministry of Labor inspectors. This activity is being coordinated with the ILO office for the Andean countries. In Panama, the training material is being developed with the assistance of the inspection leadership team.

List of hazardous occupations for children: In Ecuador, the revised list of hazardous child labor was formalized in the Official Register on 18 June 2015.⁸ In Panama, it was published in the Official Gazette on 8 January 2016.⁹ Beyond their value as regulatory instruments, these lists have been used by the project to encourage and enlighten a social dialogue about hazardous child labor and child work with communities and local governments. The relevance of this dialogue emerged in the process of implementation of the Rights Restitution Path, where it served the purpose of educating and informing people and public officials about child labor. The publication of guides about hazardous child labor is still pending in both countries.

6. Has the project been successful in bringing national policies on child labor to the local level? How so?

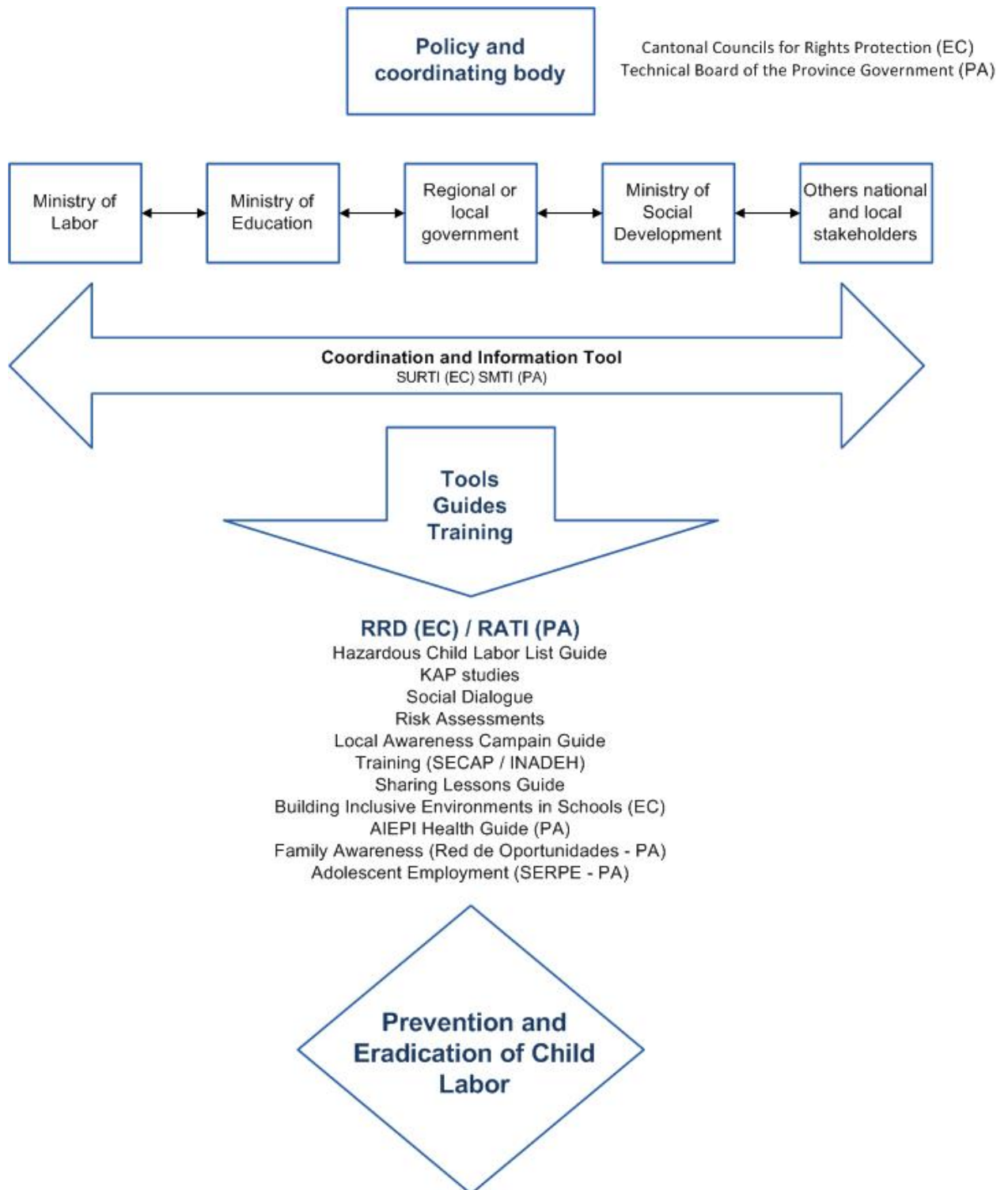
The project has been successful in initiating the implementation of national policies to prevent and eradicate child labor in two local governments in Ecuador (Guamote and Quininde) and one regional government in Panama (Changuinola, Bocas del Toro). These governments are already using the methodology and the products designed by the project to plan and execute actions to prevent and eradicate child labor. Governmental authorities and staff from different local organizations and institutions actively participate in the activities promoted by existing coordination bodies (Cantonal Councils for Rights Protection in Ecuador and Technical Boards in Panama) in Guamote, Quininde (Ecuador) and Changuinola, Bocas del Toro (Panama). There has been little progress in other local governments in Panama (Colon, Darien, and Comarca Ngäbe Bugle).

The project has developed a group of tools to support local government initiatives for the prevention and eradication of child labor. These tools were created in coordination with public national or local institutions and were field-tested. The evaluator has created diagram 1 (on the next page) in order to provide a panoramic vision of all these tools as well as the model of intervention.

⁸ <http://www.trabajo.gob.ec/wp-content/uploads/2015/07/17-A.M-0131-Listado-de-Actividades-peligrosas-en-el-trabajo-de-adolescentes.pdf>

⁹ https://www.gacetaoficial.gob.pa/pdfTemp/27944_C/GacetaNo_27944c_20160108.pdf

Diagram 1. Prevention and eradication of child labor at local level in Ecuador and Panama



Component 2. Promoting Safe Youth Employment

7. Please assess the one-stop-shop for adolescent employment registration, orientation, placement and training. Has this been effective? If not, please analyze why not.

Activities to promote safe employment for youth were not supported by the government as expected by the project. However, institutions are displaying more willingness and readiness to address this theme by the end of the project. Table 5 (page 13) shows that Immediate Objective 2 (Promoting safe adolescent employment) displays the lowest level of compliance both in Ecuador and in Panama. Until September 2016, the project was not able to establish the one-stop-shop for adolescent employment in either country. It is highly unlikely that this product, which is essential for the accomplishment of this goal, could be fully developed in the remainder of time for project completion.

The greatest obstacle to developing this product was that neither of the two countries exhibits the policies and the institutional conditions needed. In Ecuador, employment policy trainings are directed towards persons over the age of 18 and, under this age, children and adolescents are expected to go to school. In Panama, employment and training programs are also offered to population over the age of 18. The project has started a dialogue with authorities in both countries to allow greater flexibility in their respective approaches. These conversations have been developed with the Employment Partner Network (Red Socio Empleo) of the Ministry of Labor in Ecuador, and with the Public Employment Service (Servicio Público de Empleo) of the MITRADEL in Panama.

Despite these difficulties, the project developed one important output of this component, which is a methodology to identify hazardous child labor performed in different productive activities: production of African palm, cocoa and passion fruit, subsistence family agriculture, informal construction and street selling in Ecuador; production of banana, coffee, and different fruits, bus assistance, street selling, and unloading of cargo in Panama. Then, the project trained staff from counterpart organizations and conducted risk evaluations in some participating municipalities. This methodology, based upon a previous experience developed by ILO in Asia, and the lists of hazardous child labor supplement the instruments that the project offered to national and local governments.

Component 3. Raising Awareness on Child Labor Issues

8. Are project awareness activities of CL and information campaigns timely and of high quality?

The project is still implementing some campaigns and awareness raising activities at the local level. For instance, in Ecuador the project is designing a low cost local campaign to be executed by Cantonal Councils for Rights Protection, and Colon governorship in Panama is working on awareness activities. As was the case with most of the project activities, these actions have been delayed due to the factors mentioned in question 2.

The project gave support to the Ministry of Labor and the First Lady's Office in Panama for the development of national campaigns to combat child labor in 2014 and 2015. In Ecuador, the project didn't support a national campaign but it conducted a study about the effectiveness of

previous governmental campaigns and prepared a proposal on communication policy for the social sector at the request of the Ministry of Coordination of Social Development (MCDS).

The project developed many actions to raise awareness and share information about child labor in Ecuador and Panama. All training activities included this element both at the national and the local level. Local stakeholders (municipalities and governorships) also developed activities to raise awareness about child labor among their own staff and citizens.

The project also conducted studies about knowledge, attitudes and practices (KAP) regarding child labor in Ecuador and Panama. The study subjects were a sample of individuals from the six locations where the project was implemented as well as a sample of public officials, employers, mass media staff, and academia professionals at national level. The studies were used to design awareness raising activities and campaigns appropriate for target audiences.

Unfortunately, the project did not conduct output KAP studies to analyze the effects produced by those campaigns and awareness raising activities.¹⁰ For this reason, the evaluator cannot assess the quality of these efforts. However, the combination of public campaigns and specific awareness raising activities with public officials –both prepared based on KAP studies– seems to be effective to mobilize stakeholders, according to the interviewees’ testimonies.

9. What has been the experience among local constituents in raising awareness of child labor issues that may not have been presented before?

The methodology used in the RRD (Ecuador) and in the RATI (Panama) included an innovative process of community dialogue about the differences between child labor and child work, based on the list of hazardous child labor tasks. The most interesting and promising process was carried out in Guamote (Ecuador) where the dialogue involved an intercultural exchange of costumes and value systems about child and adolescent rearing among different indigenous communities. They expressed their concerns and doubts about the idea of eradicating child labor. Parents and local officials generally believed that child labor eradication implied that children under 18 should avoid all kinds of productive labor (paid or unpaid) and household chores. They feared that by avoiding these activities children and adolescents would become lazy, would get involved in criminal activity and would disrespect parents’ authority. For instance, the President of Guamote’s Indigenous Parliament (Ecuador) mentioned that before project interventions, members of different communities would believe that the law enforced that children should only play and go to school and that parents could not discipline their own children.

The project supported Guamote’s Indigenous Parliament¹¹ to develop discussion and dissemination activities about child labor in 173 indigenous communities of their canton. Using participatory methods, the project shared accurate information about the law and helped them

¹⁰ Output KAP studies were not included in project planning.

¹¹ Guamote’s Indigenous Parliament is an organization that joins all the indigenous communities of the canton. It carries out social monitoring of public and private organizations that work in their territory.

clarify their ideas about hazardous child labor and formative child work. Communities were able to establish consensus on objectives and strategies to prevent and eradicate child labor thanks to this approach. The Parliament synthesized and systematized the discussions in a document called the Mandate (Mandato) that was presented to municipal authorities. Based on this document, the Cantonal Council for Rights Protection in Guamote proposed an ordinance that the Municipal Council formalized in September 2016. The social dialogue promoted in Guamote was conducted in Quechua which allowed a better expression of ideas from indigenous community members.

The same process of social dialogue has been implemented in the other cantons and provinces with less depth and scope due to the absence of a grassroots organization such as the Indigenous Parliament. Still, this method used to raise awareness about child labor proved to be more effective than those previously implemented in some communities that have chosen prohibition and threat as their policy for intervention. For example, in Panama, labor inspectors carry out inspections together with policemen. This generates both fear and denial of child labor. Several public officials mentioned that the new approach developed by this project has allowed quantifying real figures of working children since other methods forced families and children to hide child labor.

Component 4. Supporting Child Labor Monitoring Systems and the Collection of Reliable Data on Child Labor

The National Statistics and Census Institute (INEC) in Panama has carried out a biannual child labor survey since 2008. The project provided INEC with the technical assistance needed to prepare the 2014 and 2016 surveys and the government provided the funds to apply them. Moreover, MIDES included child labor questions in the beneficiaries' registration and monitoring form used by the Opportunities Network (Red de Oportunidades) program. The Ministry of Health is preparing a new treatment protocol for children that includes child labor derived conditions, based on the Integrated Management of Childhood Illness (AIEPI) approach.¹²

The INEC in Ecuador has gathered information about child labor for several decades using different types of surveys (periodic employment surveys, living conditions surveys, surveys on the situation of children). In 2012, they conducted the first national survey on child labor (Encuesta Nacional de Trabajo Infantil) and they planned to conduct it again in 2016 but it was suspended due to a lack of resources. ILO provided technical assistance to design the sample.

The Ministry of Education in Ecuador has also included questions about child labor in their student registration form. Likewise, the MCDS included information about child labor in two databases that the Ministry uses to monitor and improve social programs: (1) the Social

¹² AIEPI is an integrated approach developed by the Pan-American Health Organization to promote child health that focuses on the well-being of the whole child. Integrated Management of Childhood Illness includes both preventive and curative elements that are implemented by families and communities as well as by health providers.

Registry (Registro Social) compiles information about the beneficiaries of social programs, and (2) the Observatory (Observatorio) compiles information of administrative registers.

The project has also published several studies that are publicly available in Esquel Foundation¹³ website and in a website that the ILO¹⁴ is developing to disseminate the material produced by the project. The project will publish other studies during the next months.

Ecuador and Panama possess statistical information on child labor and the project has supported its update. However, both countries face significant challenges regarding the analysis and use of the information by the institutions in charge of public policies. Ecuador does not have an updated long term longitudinal study that addresses the effects of the slowdown of economic growth on schooling and child labor. INEC, supported by UNICEF, published the last study with data from 2001 to 2013.¹⁵ Panama does not have a longitudinal study that can analyze data provided by the four child labor surveys conducted between 2008 and 2014.

Component 5. Addressing the Links Between Child Labor and Disability (Ecuador only)

10. What steps has the project taken to highlight the issue of child labor and disabilities among government officials, local authorities, and community members?

The project developed a few initiatives to highlight the issue of child labor and disabilities among government officials in Ecuador, but it did not achieve results. Among them, the project and government institutions tried to identify potential beneficiaries for a training program based on the analysis of existing sources (surveys and administrative databases). However, they were not able to establish a group of families with people with disabilities and working children that would be geographically close enough to make such a program feasible. Likewise, the project proposed to carry out a statistical study on child labor and disability, but the initiative lost traction when government programs devoted to disability lost strength at the very beginning of the project.

The design of the project anticipated that the support of the Vice President (2007-2013 period) to people with disabilities would enhance the opportunities of addressing the links between child labor and disability. Nevertheless, the Vice President was not considered for reelection and the President was reelected with a new Vice President in 2013. The policies developed by the former Vice President were not equally supported by the latter and they progressively lost momentum to achieve the objective. This was the main constraint to achieving this component.

¹³ <http://www.esquel.org.ec/inicioeti.html>

¹⁴ <http://www.casaesperanza.org.pa/> Information materials prepared by ILO for the whole project will be included in Panama's Child Labor Eradication Platform, which will be managed by the Ministry of Labor.

¹⁵ INEC, UNICEF. 2015. Trabajo infantil en Ecuador: hacia un entendimiento integral de la problemática. INEC-UNICEF, Quito.

There is only one successful output regarding disability, performed in coordination with the Ministry of Education in Ecuador: the development of a methodology for teachers to manage child labor and disability within the classroom. The Ministry has formally adopted it¹⁶ and has trained approximately 500 professionals (educational psychologists and psycho-pedagogues) that work in Education Support Units (Unidades de Apoyo a la Educación) that the Ministry has in 140 educational districts throughout the country. These professionals will train all public school teachers with resources provided by the Ministry of Education.

Stakeholder Involvement

11. How effectively has the project engaged stakeholders in project implementation?

The project has involved a great variety of stakeholders from national, regional (Panama) and local (Ecuador) public institutions, as well as employers' and workers' organizations (Panama). Since the main goal of the project was to strengthen the capacity of public institutions to implement effective policies against child labor, the project directed most of its efforts towards these actors. The project has been very effective at involving public institutions at national and local level. A wide variety of national institutions that had never participated in processes to prevent and eradicate child labor before have been engaged by the project; for example, the Professional Training Service (SECAP) and the Ministry Coordination of Social Development (MCDS) in Ecuador, and the National Institute for Professional Training (INADEH) and the Opportunities Network Program in Panama. These institutions participated both in the dissemination and training activities of the project and in the design and implementation of specific interventions to eradicate child labor.

Another achievement is that local governments in Guamote and Quinde (Ecuador), and the provincial government of Bocas del Toro (Panama), have become leaders in the fight against child labor. The project supported these governments to strengthen their capacity to execute actions to prevent and eradicate child labor. At the same time, it strengthened their capacity to convene and coordinate governmental and non-governmental organizations operating in their jurisdictions that can contribute to combat child labor.

The interaction of the project with national, regional and local public organizations was guided by the idea of strengthening their capacities so that they can independently execute the activities developed. Even though this approach has slowed the pace of the project implementation, it has created a sense of ownership in public officials from several institutions and it has promoted the integration of project activities into the regular agenda of these organizations. For example, Guamote municipality (Ecuador) adopted an ordinance to fight child labor, and Bocas del Toro Governor (Panama) closely monitors the activities carried out by local institutions to fight child labor. The project has been effective at placing processes and products to combat child labor within the production chain of public institutions. For instance,

¹⁶ The guide is publicly available on the Ministry of Education website: <http://educacion.gob.ec/wp-content/uploads/downloads/2016/06/guia2.pdf>

local officers of the Ministry of Education in Bocas del Toro (Panama) provide school tutoring to working children and local police department provides vehicles to transport local institutions staff in Quininde.

Employers' and workers' organizations were less involved than public institutions in this project, in large part because it was determined by the design of the project. The project design planned the participation of these stakeholders in two components: (i) in dissemination and training activities relates to component 1 (Strengthening institutional capacity and policies to combat child labor), and (ii) in the risk evaluations and training activities about the strategy of Occupational Safety and Health of component 2 (Promoting safe youth employment).

Employers' and workers' organizations have been scarcely involved with the project in Ecuador, due to a reciprocal lack of trust between the government and these associations. This issue is not restricted to child labor themes. Government confrontation with these stakeholders affects every aspect of public policies. The lack of inclusion of employers' and workers' organizations in the execution of policies to eradicate child labor is clearly exposed in the fact that the official dialogue group on child labor, which replaces the Committee on Eradication of Child Labor, includes governmental organizations only.

In Panama, the participation of the National Council of Private Enterprise (CONEP), the National Council of Workers of the Republic of Panama (CONATO) and the United National Confederation of Independent Trade Unions (CONUSI) has been centered on the activities promoted by the Committee for the Eradication of Child Labor and for the Protection of Adolescent Workers (CETIPAT) with support of the project. One of these activities was the development of the list of hazardous child labor tasks and the implementation of awareness raising and training activities. The high level of cooperation between the project and the social responsibility activities conducted by CONEP within the project "Social footprint of the responsible enterprise to prevent and eradicate child labor" is worth mentioning. Besides, workers' organizations have a long history of participation in projects executed by ILO to eradicate child labor; therefore, their leaders have a well-founded opinion about implemented public policies.

12. What has been the level of commitment of the government (in Panama and Ecuador), the workers' and employers' organizations to, and support for, the project? How has it affected its implementation?

The commitment and support to the project from the national government in Ecuador varied between ministries and between the consecutive authorities in each ministry. In general terms, a greater commitment was displayed by the Ministry of Labor, SECAP and MCDS. The participation of the MIES was very limited and it yielded no results. Some Ministers of Labor offered better support than others. Something similar occurred in Panama, where the current government showed more active engagement than the previous one and MITRADEL, MIDES and SENNIAF demonstrated more adherence than other institutions. The differences in commitment are related to several causes, including the special interest displayed by some ministers to eradicate child labor, the perception of other authorities that child labor was not a relevant theme for their institutions and the significant turnover of authorities that produced a weak obligation towards the project. However, the final balance of both governments is positive as shown by the achievements analyzed previously. Given the nature of this project, none of the

capacity building activities could have been executed without the commitment and involvement of national governments.

Regarding regional and local governments, the Municipalities of Guamote and Quininde (Ecuador) and Changuinola, Bocas del Toro (Panama) showed greater commitment. Quininde Mayor and Bocas del Toro Governor personally backed the project and designated high level technicians to implement its activities. In Guamote, besides the support from the municipality, a great mobilization of indigenous organizations, led by the Indigenous Parliament, was displayed.

The provincial governments of Colon, Darien and Comarca Ngäbe Bugle displayed a limited adherence to the project. This could be partly explained by the institutional weakness and lack of human resources of the governments of Darien and Comarca Ngäbe Bugle. Despite the fact that authorities showed interest in the activities of the project, they explained that they did not have the resources needed to offer the services children require and that the presence of ministry programs in their jurisdictions is minimal. For this reason, the possibilities of effectively implementing RATI there are scarce. In Colon, authorities also supported the project but it is too soon yet to observe results since project activities started in 2016.

Employers' and workers' organizations in Panama exhibited a high commitment towards the eradication of child labor, in general, and towards the implementation of this project, in particular. Proof of this was their active participation in activities developed by the project, especially those that belong to the CETIPAT such as the development of the list of hazardous child labor activities, awareness raising campaigns, and studies to assess risks, among others. Employers' and workers' organizations in Ecuador did not participate in this project as was explained in answer 11.

National and local government commitment has been a necessary condition for the implementation of this project because it aimed to strengthen public policies and to enforce these policies by improving the capacity of national, provincial and municipal governments to coordinate and implement policy and enforcement efforts to combat child labor. This project's achievements and challenges reflect on a large scale the achievements and challenges of the public institutions that participated in its implementation.

13. Please assess the responses among government officials, local authorities, and community members in both Ecuador and Panama to the technical assistance provided by the project. What value added has the project brought to this work?

In general terms, the response of the governmental institutions to the technical assistance provided by the project was positive and even very active, in several cases. Proof of this was the adoption of the tools and methodologies developed by the project, especially the CLMS, the RRD/RATI and the lists of hazardous child work tasks In Ecuador and Panama. There was a positive reaction towards the sharing of experiences between countries which served to improve specific processes or products, such as the system of inspections of the Ministry of Labor in Ecuador or the approach to child labor developed by Opportunities Network (Red de Oportunidades).

The added value that the project has provided to governmental institutions can be seen in the following technical assistance actions conducted by the project: (i) strengthen institutional coordination at the national and local level to combat child labor more effectively, (ii) boost institutions to assign the human and material resources that they have to implement strategies to prevent and eradicate child labor, (iii) develop the tools and methodologies needed by institutions to improve the implementation of actions to prevent and eradicate child labor, and (iv) carry out and validate experiences at the local level that can be later extended to the rest of the country. These actions have innovated the way in which governments are implementing their policies and strategies to reduce child labor.

The activities to promote safe employment for youth did not have the support expected by the project (see question 7). However, institutions are displaying more willingness to address this theme.

The favorable reception to this project by governmental authorities, despite the fact that it does not have resources to provide direct services to children and their families, shows that there is a strong need and demand for technical assistance to improve the quality of state interventions.

Regarding the response from community members, active participation was only observed in Guamote (Ecuador) where, as previously stated, the Project promoted an intercultural dialogue about child labor with indigenous communities. This was highly valued by the Indigenous Parliament. Additionally, on a much smaller scale, the project supported an NGO of young community members of Viche, in Quinindé, to undertake vocational training activities that were well received by young people and parents. The project did not provide direct technical assistance to community members in other provinces and municipalities.

14. What are the stakeholders' perceptions of the project's core services/interventions? (strengthening institutional capacities and policies, promotion of safe youth employment, support to Child Labor Monitoring Systems)

All of the interviewees, without exception, appreciated the contributions of the project in the development of more awareness about child labor and in the creation of mechanisms and tools to help national organizations combat it. Regarding activities for institutional strengthening, both national and local institutions stated that the project offered them timely and high-quality assistance. Furthermore, they positively valued the support provided for the development of the CLMS. The general view in both countries is that this system will significantly contribute to monitor the withdrawal of children laborers and to coordinate the institutions needed to support the process. Additionally, the lists of hazardous child labor and the methodology to start the RRD and RATI are highly appreciated.

Training Activities

15. What was the nature of training received on CL issues and is there any evidence that the trainees have effectively applied its content?

The project developed three types of training activities: (i) training to increase the knowledge about child labor, (ii) training to teach how to use tools and methodologies developed by the project, and (iii) specific training for labor inspectors. The first type of activity focused on

providing technical assistance to public training institutions so that they can develop their own training courses about child labor for public officials.

In Ecuador, SECAP developed a 60-hour virtual course with technical assistance from Esquel Foundation. The course was offered twice to 80 participants per training event. 64% of them approved the course, which is a higher rate of success than that of other free courses offered by SECAP¹⁷. SECAP is still offering the online course as a paid service since they need to pay instructors' fees. However, SECAP could offer it free of charge if the Ministry of Labor would provide instructors; ideally it would be taught by labor inspectors.

In Panama, the project provided technical assistance to INADEH to develop their own training course about child labor. This is a face-to-face course based on materials supplied by ILO. INADEH revised and adapted the materials to their own technical requirements and then tested them in a pilot course offered to their trainers. The test proved that new adjustments were needed. Now, the material is ready to be used in their courses. INADEH is committed to offer this course every time that it is requested by institutions.

There are several training activities to teach people how to use the tools and methodologies developed by the project in Ecuador and Panama. For example, training for the use of the CLMS, training to know and use the hazardous child labor list, training to launch the RRD/RATI, training to diagnose local hazardous activities, and training to develop awareness raising campaigns at the local level.

The project is also developing training courses for labor inspectors. They address specific aspects that inspectors need to know to manage their child labor inspection tasks. Among other topics, the course addresses the laws related to hazardous child and adolescent labor, priority groups of attention, occupational health and safety, and the use of statistical information. In Ecuador, the project is working to design a training package that will be part of the National Training Plan for Ministry of Labor inspectors. This activity is being coordinated with the ILO office for the Andean countries. In Panama, the training material is being developed with the assistance of the inspection leadership team.

The course developed by SECAP is the only one that created a learning evaluation system. Besides this, there is no systematically collected evidence about the effectiveness of the courses and about the application of what was learned. On the other hand, several training activities have not yet been implemented (such as the courses developed by INADEH and MITRADEL in Panama) so their effectiveness cannot be assessed. Furthermore, the training for local and regional officials to launch the RRD/RATI is actually being implemented in several places so their effectiveness assessment should be conducted later.

¹⁷ According to SECAP the average success rate for similar courses is 50%.

16. Were the topics chosen for training and awareness-raising related to stakeholder needs and expectations?

The project conducted several KAP studies and implemented actions in close coordination with national institutions in order to guarantee that training activities were aligned with stakeholders' needs. For example, the contents of the courses offered by SECAP and INADEH and those developed for labor inspectors were designed in coordination with those institutions. Moreover, training and awareness-raising activities included in RRD and RATI methodologies were developed using a process of active participation of local institutions and communities.

17. Were the training services provided relevant? How has the training thus far addressed the key gaps identified in CL issues?

The training activities implemented by the project were relevant because they helped to align stakeholders' knowledge, attitudes and practices about the child labor regulations of each country. Moreover, training activities enabled stakeholders to use the methodologies and tools that the project developed together with state institutions. The following training activities and materials were created to narrow the gaps identified by the project with regard to child labor issues: (i) SECAP and INADEH courses, inspectors' courses (Strengthening institutional capacity and policies); (ii) Guide and training for the use of the hazardous child labor activities list (Promoting safe youth employment); (iii) Guide for the implementation of local campaigns (Raising awareness on child labor issues); and (iv) Guide and training for the use of the CLMS (Supporting child labor monitoring systems). Therefore, it can be said that both activities and training materials developed by this project were directly addressed to narrowing the gaps identified in child labor issues.

3.3 Sustainability and Impact Orientation

18. How effective has the project been in establishing national or local-level ownership?

It was previously stated that the technical assistance of this project was based upon the strategy of promoting national and local-level ownership by means of: (i) strengthening institutional coordination at the national and local level to combat child labor more effectively, (ii) boosting institutions to assign the human and material resources that they have to implement strategies to prevent and eradicate child labor, (iii) developing the tools and methodologies needed by institutions to improve the implementation of actions to prevent and eradicate child labor, and (iv) carrying out and validating experiences at the local level that can be later extended to the rest of the country.

The effectiveness of these strategies can be observed at the national and local level in both countries. At the national level, the most important training activities were developed with state institutions: SECAP in Ecuador and INADEH in Panama. In the same way, the activities to design and launch the CLMS and improve statistical information were developed with institutions involved in this field: Ministries of Labor and National Institutes for Statistics. The same can be said about all other products developed at the national level.

Something similar occurred at the local level in Ecuador and Panama. As far as possible, products were developed with the participation of local stakeholders and this has been a

successful strategy to establish ownership. However, the sustainability of the activities in different regional and local governments is not the same.

In Ecuador, the probability of consolidating the RRDs is high in the local governments where the project implemented its activities (Guamote and Quinde) since there are several favorable conditions: (i) support from local authorities who will remain in office for two more years, (ii) existence of public bodies in charge of institutional coordination and monitoring of activities (Cantonal Councils for Rights Protection), (iii) institutional presence for the provision of goods and services, (iv) ongoing social awareness and mobilization process, and (v) available technical assistance,¹⁸ working tools and training activities. The immediate possibility of extending RRDs to other cantons is low because even though some of them display adequate conditions, they would not have the drive provided by the project to Guamote and Quinde. Besides, the pre- and post-electoral period will generate stagnation in public sector interventions in 2017, so it is unlikely that any Ministry will take over the tasks of this project in the short term.

In Panama, the development of the RATI methodology was based on the RRD experience in Ecuador, so it was launched at a later time. In Panama, the RATIs are implemented by regional governments (provinces) and not local governments (districts) as in Ecuador because decentralization is less developed there. Most districts have very scarce personnel. District authorities have little room for action compared to governors that are appointed by the president and have authority over state officials in an instance of institutional coordination called the Technical Board (Junta Técnica).

As previously mentioned, Bocas del Toro (Panama) was the only governorship that was able to implement the RATI methodology in its capital city (Changinola). Governorships of Darien and Comarca Ngäbe Bugle identified working children but did not implement actions to remediate this situation. Even though the governorship of Colon has a stronger institutional presence, since it houses the second most populated city of the country, the project started its activities recently so there has been little progress. None of the governorships where the project has worked have promoted laws or plans to eradicate child labor.

The probability that the RATIs are implemented in other provinces in Panama varies since they display diverse conditions. The most remote and poor provinces like Darien and indigenous comarcas lack the institutional resources needed to prevent and eradicate child labor. They will not progress significantly without support and funding from the national government or external donors.

The weakness of RRD and RATI is the lack of resources necessary to guarantee the monitoring and resolution of the identified child labor cases, particularly those that cannot be solved through the services and resources provided in the district by ministry programs.

¹⁸ The PETI program developed by the Ministry of Labor offers technical assistance to local governments to design actions for the prevention and eradication of child labor.

19. What role has the project played in the process (from beginning to end) of drafting and ratifying legislation or policies? Are items now adopted as law, or still in process?

The project supported the drafting and adoption of a new national law about hazardous child labor in Ecuador and Panama and a municipal ordinance in Guamote. Moreover, it assisted the government of Panama in the design of the 2014, 2015, and 2016-2019 operational plans for the roadmap (Hoja de Ruta) and the government of Ecuador in the revision of the National Plan against Child Labor (which has not been formalized yet).

In all cases, the project provided technical assistance through specialized consultancies and facilitated the process of discussing laws and plans. Once national laws were formalized, the project supported the design of guides for their correct application and of other diffusion material.

20. Please assess the sustainability of the national and local Child Labor Monitoring Systems. What are the main differences and similarities between the systems in Panama and Ecuador?

CLMS in Ecuador and Panama are information management systems developed to facilitate the registration and monitoring of child labor cases by public institutions. Besides this, they are a tool that contributes to the coordination of the activities performed by those institutions. The sustainability of the CLMS depends of two main factors: (i) the maintenance and use of the system by Ministries of Labor, and (ii) the use of the system by regional and local governments.

Regarding the first factor, CLMS are managed by the Ministries of Labor in Ecuador and Panama. For this reason, its operation and maintenance depends on the permanent allocation of human and material resources. The system in Ecuador (SURT) is already functioning and it is linked to the labor inspection management system (Inspector Integral 2.0) which helps to make it more sustainable. The main difference with the CLMS in Panama, which is not operational yet, is that the latter was designed considering the processes used in the RATI. Therefore, it includes more elements focused on local stakeholders' management and institutional coordination. It is highly probable that the Ministries of Labor will keep these systems working.

Regarding the second factor, the system will survive if the institutions use it to implement their activities for the prevention and eradication of child labor at the local level in the framework of RRD (Ecuador) and RATI (Panama) methodologies. Since CLMS supports the functioning of RRD and RATI, its sustainability depends on the effective operation of those methodologies. As was stated in question 18, in Ecuador the probability of consolidating the RRDs is higher than in Panama since there are several favorable conditions.

21. What has been the usefulness of the material (studies, reports and awareness raising tools) produced by the project? Have they been relevant to government officials, local authorities and community members?

The studies and reports conducted by the project were the input for the development of awareness raising and training activities and for the design of tools and methodologies. For example, local KAP studies were used to develop awareness raising and communication strategies. Most of the publications already produced by the project or in process are training

guides or methodology guidelines for activities coordinated with national and local governments. There are no studies conducted for anything different than producing inputs to accomplish goals agreed upon with authorities. In general terms, studies, reports and tools developed by this project have been relevant to help national and local authorities narrow the gaps identified in child labor issues, as stated in question 17. However, only a few materials were targeted to community members. Among them stands out those produced in Quichua for the community of Guamote.

22. Please assess which of the project outcomes seems most sustainable or show evidence of sustainability?

The most sustainable project outcomes are:

List of hazardous child labor in Ecuador and Panama: In both countries, labor inspectors and officials of institutions working on the eradication of child labor are using the list as a tool to guide their work and their training activities. Members of RRD and RATI also use the lists for training purposes and for activities with regional and local governments.

National Child Labor Monitoring System: The officials of the institutions that are members of the Cantonal Councils for Rights Restitution in Guamote and Quininde (Ecuador) are using SURTI. It is probable that once SMTI becomes operational, the members of the Technical Board of the province government of Bocas del Toro (Panama) will use it as well.

RRD and RATI: The implementation of RRD in Ecuador and of RATI in Panama is a long term process. Even though Ecuador has made more progress than Panama in this area, there is still a long way to go for the institutionalization of this process. Nevertheless, it is expected that with long term support from national governments and donors, this strategy will give good results, considering the commitment displayed by those who have worked with it. Both at the national and at the local level, all the interviewees that were trained or participated in the implementation of RRD and RATI activities stated that what is different about this approach is that: (i) it boosts the coordination of institutions to solve specific children and adolescent problems, (ii) it allows public officials to know and directly interact with their communities, (iii) it provides adequate training to do the job, and (iv) actions to support children and adolescents are partially based on resources already available in institutions.

3.4 Effectiveness of Management Arrangements

23. How did the coordination between implementation partners facilitate or hamper project implementation?

The coordination between the four implementing partners has been very positive and was guided by a search for synergy. ILO, COMUNIDEC and Esquel Foundation in Ecuador were able to combine their institutional strengths to do a successful job in Quininde and Guamote. The knowledge that COMUNIDEC has about grassroots communities and Andean indigenous culture was supplemented by the experience that Esquel Foundation has in public policy management. In Panama, Casa Esperanza was an important factor in lobbying with national and local authorities due to its reputation as the most important NGO acting to eradicate child labor in the country. Furthermore, Casa Esperanza provided human resources and operational and logistical

facilities to the project. In both countries, ILO offered effective technical assistance, shared knowledge about child labor and facilitated the dialogue with national authorities. These combined contributions enhanced the effectiveness of the project both at the national and the local level.

The project coordinated specific actions with other projects executed by ILO and funded by USDOL. The project supported the *Global Action Programme on Child Labour Issues* (GAP11) in order to conduct a study about forced labor in Quininde, Ecuador and provided the RRD methodology to be adapted to action against forced labor. The project also helped GAP11 to develop dissemination materials and to implement awareness raising and training activities about domestic child labor in the context of designing the list of hazardous child labor in Ecuador. In Panama, the project supported GAP11 in the development of an inter-institutional protocol to approach domestic child labor with SENNIAF. The project also benefited from and cooperated with other ILO actions, including: (i) with *Understanding Children's Work* (UCW) coordinated studies about child labor and adolescent employment in Ecuador and Panama, (ii) *ILO Brazil Partnership Programme for the Promotion of South - South Cooperation* provided funds for the design of initial version of SURTI, and (iii) the development of training modules for integral labor inspectors in Ecuador received the support of specialists from ILO office for the Andean countries. All this contributed to make a more effective use of this project and other projects resources.

24. Is the project adequately staffed? To what extent have established management capacities and arrangements supported the achievement of results?

The staff assigned by the four implementing organizations was sufficient and adequate to manage the project. The project started its activities with ILO personnel located only in Panama: a Project Director (ILO) and a Child Labor and Social Protection Policy Specialist. On January 2015, the project hired a Child Labor and Social Protection Policy Specialist based in Quito, instead of utilizing the one working in Panama, to strengthen the work in Ecuador. This produced the expected changes and project activities worked better. Additionally, the project coordinated with staff from Esquel Foundation and COMUNIDEC (Ecuador), and Casa Esperanza (Panama) to develop technical assistance activities at the national and local level.

Since August 2016, the project hired promoters to strengthen the work in Panama provinces. This decision seems correct because the three project specialists did not have day-to-day presence in the provinces, which is needed to coordinate institutions and monitor activities.¹⁹ Making this decision earlier would have been more convenient.

¹⁹ The secretaries of the Cantonal Councils for Rights Protection in Guamote and Quininde were the officials that acted as project promoters in Ecuador.

25. Does the current project governance and management facilitate good results and efficient delivery? (In Ecuador and Panama)

Governance and management was a strength of this project since it displayed the following elements: (i) relevant technical knowledge about strategies to prevent and eradicate child labor, (ii) transparency and client focus, (iii) capacity for dialogue with all stakeholders, (iv) openness to develop innovative solutions, (v) ongoing learning from success and failure, and (vi) leadership of the work team. These qualities supported an adequate project management that was able to seize opportunities and mitigate challenges. This perception is highly present in all stakeholders.

IV. LESSONS LEARNED AND GOOD PRACTICES

A lesson learned is the relevant and helpful knowledge that emerges from an experience where causes and effects are clearly identified. A lesson learned can become a good practice when there is evidence of the results and benefits and it is established that the experience should be replicated.²⁰ The following lessons learned and good practices can be drawn from the implementation of this project.

4.1 Lessons Learned

The national management information systems that record the activities of local institutional services are a good tool to promote institutional coordination: The project supported the development of SURTI in Ecuador and SMTI in Panama. Both are management information systems that are administered by Ministries of Labor, but other stakeholders related to the prevention and eradication of child labor also have direct access to them. These systems help to register working children and monitor institutional activities, but they also serve as a coordination tool for institutions. Since these systems do not need maintenance by local governments, it makes them easier to operate and they are more sustainable.

Institutional coordination is key to apply a local strategy for the prevention and eradication of child labor: The implementation of this project showed that coordination between institutions requires three conditions to be effective: (i) share a common vision about the problems to be solved, the goals to be achieved and the methods to be used, (ii) assign the human and material resources of the institutions to the common task, and (iii) monitor and evaluate the results. Projects should help institutions meet these conditions through training, technical assistance and the development of adequate tools.

Awareness raising and training activities are more powerful when they are part of a process of institutional mobilization: The experience with the municipalities of Guamote and Quinde and with the governorship of Bocas del Toro shows that awareness raising and training activities for public officials is more effective when they are part of a process of enabling them to implement concrete actions to identify, prevent and eradicate child labor. Direct interaction of public officials with working children and their families helps them reinforce and put into practice what they learned in their training events.

The RRD and RATI methodologies are promising practices: The launching of methodologies (first in Ecuador and then in Panama) to design and implement strategies to prevent and eradicate child labor, with cooperation from public institutions, local governments, and NGOs, is a practice that promises to bear fruit. Even though more time is required to assess their results, an effective institutional mobilization was observed.

²⁰ ILO. (2012). Checklist 5. *Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations*. ILO. Geneva.

Social dialogue with communities is an effective awareness raising and training approach: In Guamote, the project developed a systematic and well organized dialogue with indigenous communities about child labor, the national laws that regulate it and traditional practices exhibited by families. This dialogue went beyond the informative effect that awareness raising events have and helped people to analyze their own practices more deeply and to become better committed towards the prevention and eradication of child labor.

National training institutions can provide training courses on child labor: The project supported SECAP (Ecuador) and INADEH (Panama) to create training courses about child labor for officials of institutions related to the field. These courses offer basic knowledge about the topic. Once the cost of production and development has been covered, the replication costs are low, particularly if they are online courses as in the case of SECAP.

The promotion of safe employment for adolescents requires more developed proposals: The project had difficulties in this field because educational and employment policies in both countries are oriented, on one side, to provide primary and secondary education to children and adolescents under 18 and, on the other side, to provide employment to youth older than 18 years of age. Within this frame, the space to promote safe employment for adolescents between 15 and 17 years is reduced.²¹ However, authorities and officials from local institutions acknowledge the need to offer employment and training options to children in this age range that do not go to school, which is particularly high in rural areas. To succeed in this purpose, it is necessary to present more developed proposals to governments that consider both the orientation of existing education and employment policies and the needs of communities.

Mainstreaming the child labor approach in policies and programs to combat poverty requires a wider vision: The achievements of the project in this field were modest for several reasons. One of them is that the project engaged in dialogue just with cash transfer programs that are regularly inflexible to modify or include new elements to their service scheme. Other sectoral programs developed by the Ministries of Agriculture, Infrastructure and Housing could offer space to address child labor.

4.2 Good Practices

Even though there is no concrete evidence about the results or benefits of most of lessons learned and the way they function and, therefore, of the convenience of replicating them, it is possible to identify some promising practices developed by the project.

The regulations that define hazardous child labor are a tool for social dialogue: The lists of hazardous child labor established by the countries with support from this project are both legal instruments that supplement national legislation about child labor and useful elements for social dialogue with communities because they help them to differentiate hazardous from

²¹ An example of this is that Ecuador eliminated the SECAP's technical secondary schools and INADEH in Panama did not offer occupational training to adolescents.

formative activities. Their use to enable dialogue and learning is a good practice produced by this project.

Sharing experiences between countries and governments is a widely acknowledged good practice: The project boosted an exchange of experience between Panama and Ecuador, and between these countries and others in Latin America. Moreover, it also promoted an exchange of experiences between Guamote and Quininde. These activities produced positive results and it is a good practice that should be spread and strengthened. Having these activities as expected project outcomes allowed them to receive the necessary attention and resources.

Social dialogue is necessary for the development of regulations on child labor: The social dialogue process enabled by the project in Guamote that, among other results, generated a municipal ordinance on child labor is a good practice worth replicating. Social discussion about norms not only legitimizes the legal instrument that it produces but it also educates people and generates social commitment towards its compliance and monitoring.

KAP studies produce valuable inputs for the design of communication strategies: These studies help to identify the elements that need to be addressed in awareness raising campaigns. Furthermore, it is necessary to conduct similar studies by the end of the project to analyze achieved results.

V. CONCLUSIONS

Project Design and Relevance

Changes in government in Ecuador and Panama affected the implementation of the project as follows: pre- and post-electoral stagnation of public institutions delayed progress; new authorities modified the drive or the direction of the actions coordinated by the project; and the child labor and disabilities component lost momentum from one government to the other. The strategies used by the project to address these changes did not eliminate negative effects but were able to mitigate them.

Effectiveness and Implementation

The project has used 70% of its budget in a 44 month period (from March 2013 to September 2016) with which it has fully or partially met 62% of its outcomes. This level of spending and implementation of activities is lower than that expected in the established schedule. However, the project has been effective in developing three contributions that have the potential to boost the effectiveness of governments to prevent and eradicate child labor: (i) the lists of hazardous child labor complement existing national regulations and provide a detailed guiding framework to direct the actions of governmental organizations, non-governmental organizations and private sector; (ii) child labor monitoring systems support the management of information and processes implemented by national and local government institutions to restore the violated rights of working children; (iii) local intervention methodologies develop the procedures and tools needed to help governmental and non-governmental organizations coordinate their efforts to prevent child labor and to identify and withdraw children from work. These elements are designed to work in an articulate and complementary way.

Ecuador and Panama display different extents of achievement of project components (immediate objectives). In Ecuador, the project fully or partially accomplished 61% of the outcome indicators, while in Panama it achieved 63%. However, in Ecuador the project *fully completed* 50% of the outcome indicators and in Panama this was only 25%.

The difference in achievement between both countries can be explained by the following reasons: (i) political timing favored the project in Ecuador and adversely affected the project in Panama; (ii) public sector institutional capacities are greater in Ecuador than in Panama; and (iii) implementing NGOs in Ecuador had more experience with the development of local public policies and with indigenous populations.

Strengthening institutional capacity and policies to combat child labor is the component that displays the strongest results. National and local regulations were created to supplement child labor laws and they also served as tools to develop social dialogue in local governments. A methodology to identify, attend and monitor cases of working children was designed and applied at the local level. This methodology is supplemented by information management systems managed by Ministries of Labor and used by all stakeholders. The project has been successfully initiating the implementation of national policies to prevent and eradicate child labor in two local governments in Ecuador (Guamote and Quininde) and one regional government in Panama (Changuinola, Bocas del Toro). These governments are already using the

methodology and the products designed by the project to plan and execute actions to prevent and eradicate child labor. Governmental authorities and staff from different local organizations and institutions actively participate in the activities promoted by existing coordination bodies (Cantonal Councils for Rights Protection in Ecuador and Technical Boards in Panama) in Guamote, Quininde and Changuinola (Bocas del Toro). There has been little progress in other local governments in Panama (Colon, Darien, and Comarca Ngäbe Bugle).

Promoting safe youth employment and addressing the links between child labor and disability (Ecuador only) were the least developed components. Activities to promote safe youth employment were not received by public institutions as the project expected. The greatest obstacle was that neither of the two countries displays the policies and the institutional conditions needed. However, by the end of the project, a better disposition to address this theme is observed in both countries.

Regarding the objective of addressing the links between child labor and disability in Ecuador, the project anticipated that the support given by the Vice President (2007-2013 period) to public policies in favor of people with disabilities would enhance the opportunities of developing this theme. However, the Vice President was not reelected and this weakened the actions in this area. Consequently, initial support lost momentum so as to achieve this objective.

Effectiveness of Management

The relationship between the four implementing organizations was positive and focused on synergy. Their combined contributions helped the project to be more effective both at the national and the local level. Staff from these organizations had the expertise needed to carry out their functions and perform adequately. Project management was effective and was able to seize opportunities and mitigate challenges. Stakeholders from both countries agreed that the technical assistance provided by the project was relevant and of good quality.

Sustainability and Impact Orientation

Since most efforts were directed toward strengthening the institutional capacities of regional and local governments, project sustainability is mostly linked to what those governments do to continue and further develop the actions undertaken. In Ecuador, the probability that the RRD will be consolidated in Guamote and Quininde is high because there are several favorable conditions. In Panama, only the governorship of Bocas del Toro made progress in the implementation of the RATI methodology in its capital (Changuinola). Even though the governorship of Colon has a stronger institutional presence since it houses the second most populated province of the country, the project started its activities recently so there has been little progress. Governorships of Darién and Comarca Ngäbe Bugle have made little progress in the implementation of RATI as well. Without support and funding from the national government or external donors, it is unlikely that the RRD and RATI will expand to other regional or municipal governments.

VI. RECOMMENDATIONS

Common Recommendations for Stakeholders in Ecuador and Panama

Conduct district surveys on child labor: *For future projects*, the statistics institute could conduct specialized child labor surveys in districts or provinces where RRD and RATI are being implemented. These surveys could include some variables about KAP besides those related to employment activity. These surveys could offer information for the design, monitoring and evaluation of prevention and eradication of child labor actions that supplement the information provided by national surveys.

Consider the adoption of a child labor approach in sector programs: *For future projects*, prevention and eradication of child labor actions should be expanded beyond cash transfer programs. Ministries of Agriculture, Housing, and Infrastructure could examine the possibility and convenience of including these actions in the programs they implement.

Exchange experiences between employers' organizations: CONEP in Panama has executed successful projects to support the eradication of child labor with funds provided by the Netherlands Government. On the other hand, UNICEF has supported the Enterprise Network for an Ecuador Free from Child Labor. An exchange of these experiences could be fruitful *in the framework of this project*.

Provide resources for RRD and RATI operational functioning: Lack of resources to guarantee monitoring and solution of detected cases is a weakness of RRD and RATI, especially in those cases that cannot be solved with the services and resources provided by ministry programs presently in place. Respective institutions should ensure operating resources *now and in the future*.

Recommendations for Stakeholders in Ecuador

Train labor inspectors as tutors of SECAP virtual courses: *For future projects*, some labor inspectors, duly certified by SECAP, could become instructors of the virtual course on child labor. This could help reduce fix costs of the course and consolidate inspectors' knowledge about this theme.

Give access to SURTI to members of the Cantonal Councils for Rights Restitution: National and local ministry officials can access SURTI but municipal officials do not have access to it. This access is necessary because several prevention activities and interventions to withdraw children from labor are performed by municipal officials. *This could be done within the framework of this project*.

Develop a longitudinal statistical study: Ecuador does not have an updated study that addresses the effects of the slowdown of economic growth on schooling and child labor. The study with data from 2001 to 2013, published by INEC with support from UNICEF, should be updated *by future projects*.

Recommendations for Stakeholders in Panama

Conduct observation visits to Changuinola (Bocas del Toro): *During this project*, authorities and officials from province governments of Darien and Colon, and from Comarca Ngäbe Bugle should visit Changuinola to know about lessons learned in the development of RATI.

Conduct observation visits to Guamote and Quininde: Municipalities of Guamote and Quininde have made good progress in the implementation of RRD. For this reason, it would be helpful that officials from governorships in Panama, Ministry of Labor and SENNIAF visit these localities *during the implementation of this project*.

Develop a longitudinal statistic study: Panama does not have a study about the evolution of statistics on child labor from data provided by surveys applied by INEC since 2008. This study is a basic input for policy design, monitoring and evaluation. *This could be developed by future projects.*

Recommendations for ILO

Consider funding activities recommended for stakeholders: *With funds still available*, the project could fund some or maybe all the activities recommended for stakeholders during its implementation.

Introduce strategies, within project design, to cope with government changes: Capacity building projects *in the future* should include a section with strategies to mitigate the risk of stagnation produced by pre- and post-electoral periods. Several strategies used by this and other projects could be analyzed and documented for use as a guide.

Design an instrument to analyze institutional capacities: The diagnostic and evaluative analysis of institutional capacities is a very important tool for projects aimed to produce changes in this field. The development of a standard instrument to analyze institutional capacities to prevent and eradicate child labor is highly recommended. This could help refine interventions design and evaluation.

Design a guide to develop KAP studies: Based upon the experience of this and other projects, ILO could develop a guide to conduct KAP studies. The guide should include methodological and operational aspects to facilitate the design and application of these instruments, both at the beginning and at the end of the projects. The guide should also contain guidelines of the most adequate process to use information for the design of campaigns and for the evaluation of results.

Recommendations for USDOL for Future Projects

Schedule the implementation of capacity building projects considering political cycles: The experience with this project shows that capacity building actions are highly affected by political cycles. For this reason, the scheduling of projects should consider the political calendar of the countries and, as far as possible, launch the project during the first year of a new administration.

Extend the implementation period of capacity building projects: Given the characteristics of capacity building processes, this kind of project should have a longer period of implementation, with midterm goals and strategy reviews at the beginning of a new administration.

Design capacity building projects with specific objectives, goals and indicators and flexible processes and products: Given the need to adjust the progress of a project to the changes of governmental authorities, it would be useful to design projects where objectives, goals and indicators are agreed with governments and where the role of each public institution to meet those objectives is stated. At the same time, project management should be able to adjust processes and products more flexibly in order to meet the established objectives and goals.

Design projects that coordinate service provision and capacity building: Where possible, it would be desirable to integrate and coordinate the design of projects that are implemented by different organizations in the same country, so that their actions and areas of intervention supplement each other.

ANNEX 1: Overview of Project Progress

Outcome	Indicator	Country	Status
1. Strengthening institutional capacity and policies to combat child labor			
1.1 Policy coherence on Child Labor Relevant Policies and Programs at national and local levels	OCI-1.1.1 The National Steering Committee has adopted a policy, plan or program on WFCL or a specific WFCL. (USDOL Common Indicator).	Panama:	Completed. Adopted three versions of the operational plan for the Roadmap: 2014, 2015, and 2016-2019.
		Ecuador:	Partially completed. Technically approved. Pending political adoption.
	OCI-1.1.2 CLMS operates at the national and local level meeting international standards.	Panama:	Partially completed. The software has been tested by national and local institutions but they are not using it yet.
		Ecuador:	Completed. CLMS operates at the national and local level.
1.2 Strengthened capacity of social actors to combat child labor	OCI-1.2 An online Training module on Child Labor and a training of trainers' module on strategies for the prevention and eradication of child labor adopted and institutionalized.	Panama:	Partially completed. INADEH is reviewing the course materials submitted by ILO.
		Ecuador:	Completed. Institutionalized and coordinating an expansion on SECAP's virtual learning platform.
1.3 Mainstreaming the child labor approach in policies and programs to combat poverty.	OCI-1.3 Programs to combat poverty include child labor as a criterion of vulnerability, in their implementation strategies as well as in the data collection instruments.	Panama:	Partially completed. Data collection instruments updated with the child labor variable. Integration of child labor actions within the implementation strategies still in process.
		Ecuador:	Not feasible.
1.4 Enhanced capacities of national and local authorities to enforce child labor policies and regulations	OCI-1.4 Training programs for labor inspectors on more frequent and risky occupations (in person and virtual) developed and institutionalized.	Panama:	Still in process. It is expected to be ready by December 2016.
		Ecuador:	Still in process. It is expected to be ready by December 2016.

Outcome	Indicator	Country	Status
1.5 Enhanced regulatory and legal frameworks on child labor	OCI-1.5.1 List of hazardous occupations for children developed and adopted (USDOL Common Indicator)	Panama:	Completed. List of hazardous occupations updated on January 5 th , 2016.
		Ecuador:	Completed. List of hazardous occupations updated on June 18 th , 2015.
	OCI-1.5.2 A new law or other legal instrument to harmonize legislation according to international standards approved and published in The Gazette.	Panama:	Not feasible.
		Ecuador:	Completed. Quininde and Guamote municipalities enacted decrees on child labor eradication.
2. Promoting safe youth employment			
2.1 Enhanced knowledge and tools on hazardous child labor activities and conditions and OSH in targeted sectors	OCI-2.1 Number of measures for risk reduction and safer alternatives for adolescent workers, developed by the project, adopted by target municipalities.	Panama:	Partially completed. 6 community risk assessments and recommendations developed in Panama. Still in process the guidelines for the implementation of the Hazardous Child Labor List. None safer alternatives for adolescent workers developed by the project yet.
		Ecuador:	Partially completed. 6 community risk assessments and recommendations developed in Ecuador. Guidelines for the implementation of the Hazardous Child Labor List developed and used for the training of personnel of the Ministry of Labor. None safer alternatives for adolescent workers developed by the project yet.
2.2 Enhanced capacity for national and local identification and withdrawal from hazardous work and OSH interventions.	OCI-2.2 1 virtual training program for public officials and key community stakeholders on the identification, prevention and mitigation of risks of child labor developed and institutionalized by vocational training agencies.	Panama:	Still in process. The content on the training will be the Guidelines for the implementation of the Hazardous Child Labor List.
		Ecuador:	Still in process. The content on the training will be the Guidelines for the implementation of the Hazardous Child Labor List.
2.3 Public national and local	OCI-2.3 Number of Public national and	Panama:	Still in process. Consultations with <i>Red Socio Empleo Program</i> (Labor Ministry) to offer safe work opportunities or training for youth.

Outcome	Indicator	Country	Status
programs adjusted to offer safe work opportunities or training for youth.	local programs adjusted to offer safe work opportunities or training for youth.	Ecuador:	Still in process. Consultations with <i>Servicio Público de Empleo</i> (MITRADEL) to offer safe work opportunities or training for youth.
3. Raising awareness on child labor issues			
3.1 Increased awareness on child labor, its impact, potential solutions and the importance of education	OCI-3.1 Number of communities which on their own resources, awareness activities for eradicating child labor in the intervention areas, in local language and considering the situation of vulnerable populations: afro-descendant, indigenous groups, are carried out.	Panama:	Still in process.
		Ecuador:	Completed. Two communities: Viche and Guamote.
3.2 Enhanced capacity of national and local stakeholders to reduce and eradicate Child Labor.	OCI-3.2 Number of national and local key stakeholders carrying out advocacy actions against child labor, on their own resources.	Panama:	Partially completed. 2 Stakeholders carrying out advocacy events on their own resources.
		Ecuador:	Completed. 5 Stakeholders carrying out advocacy events on their own resources.
4. Supporting child labor monitoring systems and the collection of reliable data on child labor			
4.1 Child labor included in government national data collection surveys or registers.	OCI-4.1 Number of government national surveys and registers developed by relevant institutions, including the variable of child labor or incorporate adjustments to make them more effective.	Panama:	Completed. One Survey updated (ETI 2014) and one register including Child Labor as a variable (MIDES).
		Ecuador:	Completed. Ministry of Education registry including Child Labor as a variable. MCDS including child labor as a variable in <i>Registro Social</i> (database with social program beneficiaries) and <i>Observatorio</i> (database with administrative records).
4.2 Enhance quantitative and qualitative knowledge base	OCI-4.2 Number of national institutions that systematically adapted	Panama:	Still in process. Although some studies has been prepared none national institutions systematically have adapted their strategies for eradicating child labor based on information and recommendations from specific studies and statistics.

Outcome	Indicator	Country	Status
	their strategies for eradicating child labor based on information and recommendations from specific studies and statistics.	Ecuador:	Still in process. Although some studies has been prepared none national institutions systematically have adapted their strategies for eradicating child labor based on information and recommendations from specific studies and statistics.
5. Addressing the links between child labor and disability (Ecuador only)			
5.1 Disability concerns mainstreamed into policies and legal frameworks	OCI-5.1 Number of recommendations of policy strategies to combat child labor in households affected by disabilities, developed by the project, adopted by relevant institutions in Ecuador.	Ecuador:	Not feasible.
5.2 Enhanced offer of education for children affected by disabilities.	OCI-5.2 1 Curriculum specially tailored to the learning needs of adolescents with disabilities implemented and institutionalized by SECAP.	Ecuador:	Partially completed . The methodology for building “inclusive environments” was adopted and used by the Ministry of Education.
6. Sharing lessons between and among countries			
6.1 Ecuador, Panama and other Latin American countries have included on their public policies elements of good practices or intervention models for the prevention and eradication of child labor, based on exchanges of experiences and lessons learned.	OCI-6.1 Number of countries in Latin America that have included in their public policies elements of good practices developed by the project intervention and others in the context of the South-South agenda.	Panama:	Partially completed. Adapted two outputs from Ecuador experience: <i>SURTI</i> and <i>Redes de Restitución de Derechos</i> . MIDES officials visited Dominican Republic to learn how social workers from cash transfer program address child labor. There is a plan to train MIDES personnel in child labor based on DR experience.
		Ecuador:	Completed. Cooperation between Argentina and Ecuador on the use of information tools for managing labor inspections. As a result, the Ministry of Labor introduced the use of “tablets” for the development of the Labor Inspections.

Outcome	Indicator	Country	Status
7. Promoting transparency and accountability			
7.1 Public information and transparency promoted.	OCI-7.1 National and local coordinators of the Child Labor Committee, municipal authorities, and other local key stakeholders informed on objectives and results achieved by the project.	Panama:	Completed. 1 National Director, 2 Municipal Majors and 17 local authorities in Panama, informed on objectives and advances of the project.
		Ecuador:	Completed. Manager of the Child Labor Eradication (CLE) project in MRL, 2 CLE local coordinators in Guamote and Quininde and 82 representatives from local governments informed on the advances of the project.

ANNEX 2: Evaluation Terms of Reference

TERMS OF REFERENCE

for the

External Independent Final Evaluation

of

Building Effective Policies Against

Child Labor Project

in

PANAMA and ECUADOR

Cooperative Agreement Number: IL-23989-13-75-K

Financing Agency: U.S. Department of Labor

Grantee Organization: International Labour Organization

Dates of Project Implementation: 27 December 2012 - 26 December 2016

Type of Evaluation: External Independent Final Evaluation

Evaluation Field Work Dates: September 5 - October 4, 2016

Preparation Date of TOR: August 2016

Total Project Funds from USDOL Based
on Cooperative Agreement: US \$3,500,000

Vendor for the Evaluation Contract:



Sistemas, Familia y Sociedad
Consultores Asociados

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ACRONYMS

CL	Child Labor
CLMS	Child Labor Monitoring System
COMUNIDEC	Communities in Development in Ecuador
FGD	Focus Group Discussion
GoE	Government of Ecuador
GoP	Government of Panama
ILAB	USDOL Bureau of International Labor Affairs
ILO	International Labour Organization
INEC	National Institute for Statistics and Census (in Panama and Ecuador)
KAP	Knowledge, Attitudes, Practices Study
MoL	Ministry of Labor
NGO	Nongovernmental Organization
OCFT	USDOL ILAB Office of Child Labor, Forced Labor and Human Trafficking
PMP	Performance Monitoring Plan
SFS	Sistemas, Familia y Sociedad – Consultores Asociados
SURTI	Unified Child Labor Registration System (in Ecuador)
UNICEF	United Nations Children’s Fund
USDOL	United States Department of Labor

BACKGROUND AND JUSTIFICATION

USDOL - OCFT

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

Since 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

USDOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and

address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

Project Context²²

Child labor in Ecuador and Panama is prominent, especially in the most vulnerable and socially excluded sectors: indigenous and Afro-descendant populations. These two populations account for a high incidence of poverty, social exclusion, unemployment and lack of education, which also explains why they are most at risk of child labor, especially in its worst forms.

Ecuador has made a significant advancement in efforts to eliminate the worst forms of child labor, including strengthening the legal framework and participating in a number of programs targeting the worst forms of child labor. However, children in Ecuador continue to engage in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking. In 2012 the National Institute for Statistics and Census (INEC) of Ecuador conducted a national child labor survey and found that 8.56% of all children between the ages of 5-17 engage in child labor, with nearly twice as many males than females (except in domestic work which is primarily conducted by girls). Domestic chores were considered child labor when they exceeded 14 hours per week. This particularly affects indigenous populations, where historically nine out of ten indigenous children work compared to one out of three non-indigenous, many in hazardous and worst forms of child labor.²³ These children perform hazardous work in the production of bananas and flowers, fishing, raising livestock and animal slaughter, although reportedly child labor in the flower industry has decreased. Evidence from Ecuador indicates that children working in agriculture use dangerous machinery and pesticides; carry heavy loads; and work long hours; all considered hazardous activities.

The Government of Ecuador has ratified all key international conventions concerning child labor, including International Labour Organization (ILO) Conventions 138, 182, the United Nations Children’s Fund (UNICEF) Convention on the Rights of the Child, the associated Optional Protocols and the Palermo Protocol on Trafficking in Persons. The minimum age for work in Ecuador is 15,

²² Adapted from: *Interim Evaluation Report: ILO Policy Project Panama-Ecuador* as well as USDOL-ILAB, 2014 *Findings on the Worst Forms of Child Labor: Panama* and 2014 *Findings on the Worst Forms of Child Labor: Ecuador*. Accessed respectively at: <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/panama> and <https://www.dol.gov/agencies/ilab/resources/reports/child-labor/ecuador>

²³ Peter Bille Larsen *Indigenous & Tribal Children: Assessing child labor & education challenges*. ILO-IPEC 2003.

and the minimum age for hazardous work is 18. The Government has launched a Unified Child Labor Registration System (SURTI) and has prioritized eradicating child labor in agriculture as well as street begging. While the Government has established institutional mechanisms for enforcing laws and regulations on child labor and significantly increased the budget allocation for labor inspections, the number of labor inspectors per province is still too low and resource constraints prevent them from comprehensively conducting inspections and enforcing child labor laws.

In Panama, indigenous and Afro-descendant populations are also the most vulnerable to child labor. In Panama, the greatest number and proportion of child laborers are found in the *comarcas indígenas*, Panama's indigenous areas. The INEC of Panama conducted a Survey on Child Labor in 2012 and found that 5.6% of children between the ages of 5-17 were engaged in child labor. In the indigenous areas, 16.4% of children were engaged in child labor, with the highest rates in Comarca Ngäbe Bugle (with 18.6%) and Darien (10.9%), which are the two provinces targeted by the project. According to the 2010 child labor survey, the largest percentage of child laborers, 73.4%, is found in the agricultural sector.

Children of indigenous descent face greater barriers to accessing education services, including having to travel significant distances to reach school. Additionally, children from indigenous communities frequently migrate with their families to work in agriculture. Farm owners often pay wages according to the amount of crops harvested, leading families to bring their children to work alongside them to harvest more crops. Girls from indigenous communities are also subjected to forced domestic work. Moreover, the ILO Committee of Experts has noted that children from indigenous and Afro-Panamanian communities are particularly vulnerable to the worst forms of child labor and recommends government efforts to ensure their social integration and access to education.

Like Ecuador, the Government of Panama has also ratified all key international conventions concerning child labor. While the Constitution, Family Code, and Labor Code set the minimum age for employment at 14, Article 70 of the Constitution allows children below the minimum age to work under conditions established by law. In 2014, several government agencies continued to review and comment on the updated draft of the List of Hazardous Occupations Prohibited for Children. The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms, but the Government reported that the 2014 budget was insufficient to meet their commitments for coordination, implementation, and monitoring related to child labor.

The ILO Policy Project in Panama and Ecuador²⁴

On December 21, 2012 the International Labour Organization (ILO) signed a Cooperative Agreement worth US\$ 3,500,000 with USDOL to implement the project entitled *Building Effective Policies Against Child Labor in Ecuador and Panama*. To implement this project, the ILO is partnering with two non-governmental organizations in Ecuador (Esquel Foundation and COMUNIDEC, or Communities in Development in Ecuador) that promote community empowerment and development. In Panama, the ILO is partnering with Casa Esperanza, a nongovernmental organization (NGO) that focuses on national and local policies and programs to combat child labor.

The project aims to strengthen public policies, and the enforcement of these policies, in the two target countries by improving the capacity of national, provincial and municipal governments to coordinate and implement policy and enforcement efforts to combat child labor (CL) among vulnerable children, especially those related to indigenous peoples, Afro-descendants, migrants and persons with disabilities. The project is implemented in the provinces of Chimborazo and Esmeraldas in Ecuador, and in Darién, Bocas del Toro, Colón and Comarca Ngäbe Buglé in Panama.

To achieve these goals, the project activities are organized around 7 immediate objectives and 33 outputs in an effort to: adapt the legal framework to meet international labor standards; formulate and adopt specific policies, plans or programs to combat child labor; include child labor concerns in relevant social policies and programs; establish a Child Labor Monitoring System (CLMS); and institutionalize child labor research.. The following is a summary of the seven project components and their key outputs:

Table 1: Overall Project Components and Key Outputs

Project Component	Key Outputs
(1) Strengthening institutional capacity and policies to combat child labor	<ul style="list-style-type: none"> • Develop protocols that define national and local strategies to combat child labor, and the roles of key actors • Develop or strengthen a national child labor monitoring system (also applies to Component 4) • Develop a system at the local level to identify children engaging in child labor, and ensure that their rights are restored • Build capacity and develop training programs for Ministry of Labor (MOL) labor inspectorate regarding child labor inspections and enforcement of child labor laws • Update the hazardous child labor lists in consultation with

²⁴ Adapted from: ILO *Technical Proposal: Building Effective Policies Against Child Labor in Ecuador and Panama*; ILO-USDOL *Cooperative Agreement*; and the *Interim Evaluation Report: ILO Policy Project in Panama-Ecuador*

Project Component	Key Outputs
	tripartite stakeholders
(2) Promoting safe youth employment	<ul style="list-style-type: none"> • Adapt and apply child labor risk analysis methodology with participation of key local actors • Implement one-stop-shop for adolescent employment registration, orientation, placement and training
(3) Raising awareness on child labor issues	<ul style="list-style-type: none"> • Conduct Knowledge-Attitude-Practices (KAP) studies in targeted communities • Provide technical assistance to institutions implementing child labor awareness campaigns • Demonstrate how to create an effective child labor awareness campaign, with the participation of municipal actors • Disseminate results of research studies (also applies to Component 7)
(4) Supporting child labor monitoring systems and the collection of reliable data on child labor	<ul style="list-style-type: none"> • Develop child labor monitoring system (also applies to Component 1) • Support Institutes of National Statistics and Census on reviewing and updating their data collection instruments on child labor. • Create an inter-institutional informational platform on child labor to share experiences, tools, events and studies • Carry out research studies on child labor issues affecting project's target populations • Disseminate results (also applies to Component 7)
(5) Addressing the links between child labor and disability (Ecuador only)	<ul style="list-style-type: none"> • Conduct a rapid assessment to identify the relationship between child labor and disability • Identify economic and training opportunities for youth with disabilities • Carry out awareness campaign regarding child labor and disability (also applies to Component 3 and 7) • Develop guidelines for the Ministry of Education's Inclusive Education system to offer appropriate services to children with disabilities who engage in child labor or who are at risk of engaging
(6) Sharing lessons between and among countries	<ul style="list-style-type: none"> • Develop guidelines for sharing good practices • Promote exchanges between Panama and Ecuador, and also other countries in Latin America as part of the existing South-South and Horizontal Cooperation agendas

Project Component	Key Outputs
(7) Promoting transparency and accountability	<ul style="list-style-type: none"> • Develop and disseminate periodic written updates of project activities and outcomes to stakeholders • Conduct community consultation workshops to support decision-making and/or report on the progress of project interventions • Carry out national and local events to present results of assessments, research, good practices, and project outcomes

Source: *Interim Evaluation Report: ILO Policy Project in Panama-Ecuador*

To achieve the objectives identified above, in Ecuador the project is directly supporting five of the Government of Ecuador (GoE) child labor initiatives:

Table 2: GoE Initiatives and Project Support

GoE Initiatives to Prevent and Eradicate Child labor	Project Strategies Designed to Strengthen Outcomes
1. National Plan (<i>Plan Sectorial</i>) for eradication and prevention of child labor – led by Ministry of Labor and Ministry for the Coordination of Social Development	<ul style="list-style-type: none"> • Develop National Plan with input from key national stakeholders • Strengthen and support institutional efforts at the national level described in the Plan
2. Multi-sectoral protocol (<i>Rutas de Restitución de Derechos</i>) for the identification and referral of child labor cases – led by multi-sectoral municipal committee	<ul style="list-style-type: none"> • Develop municipal protocol with input from key municipal stakeholders • Strengthen institutional efforts at the municipal level described in the multi-sectoral protocol
3. National child labor monitoring system (SURTl) – led by Ministry of Labor	<ul style="list-style-type: none"> • Develop SURTI operating manual and management protocol
4. List of hazardous activities for children and adolescents	<ul style="list-style-type: none"> • Update list of hazardous activities in consultation with government stakeholders
5. Protocols to promote safe employment for adolescents	<ul style="list-style-type: none"> • Facilitate the establishment of protocols within the Ministry of Labor that would establish a process for adolescents to obtain a work permit as well as job training and placement.

Source: *Interim Evaluation Report: ILO Policy Project in Panama-Ecuador*

Similarly, in Panama the project is directly supporting five of the Government of Panama (GoP) child labor initiatives:

Table 3: GoP Initiatives and Project Support

GoP Initiatives to Prevent and Eradicate Child Labor	Project Strategies Designed to Strengthen Outcomes
1. National Plan (<i>Hoja de Ruta</i>) for eradication and prevention of child labor – led by Ministry of Labor	<ul style="list-style-type: none"> • Develop National Plan with input from key national stakeholders • Strengthen institutional efforts at the national level aimed at eradicating and preventing child labor
2. Multi-sectoral protocol (<i>Rutas de Atención</i>) for the identification and referral of child labor cases – led by multi-sectoral municipal committee	<ul style="list-style-type: none"> • Develop municipal protocol with input from key municipal stakeholders • Strengthen institutional efforts at the municipal level aimed at eradicating and preventing child labor
3. National child labor monitoring system – led by Ministry of Labor	<ul style="list-style-type: none"> • Share good practices of Ecuador’s child labor monitoring system • Provide technical assistance for the development of a national child labor monitoring system.
4. List of hazardous activities for children and adolescents	<ul style="list-style-type: none"> • Update list of hazardous activities in consultation with tripartite stakeholders
5. Protocols to promote safe employment for adolescents	<ul style="list-style-type: none"> • Facilitate the establishment of protocols within the Ministry of Labor that would facilitate an integrated process for adolescents to enroll in an adolescent job registry, obtain a work permit, and receive vocational training and assistance with appropriate job placement.

Source: *Interim Evaluation Report: ILO Policy Project in Panama-Ecuador*

An independent interim evaluation was conducted in April 2015 and found the project to be relevant to both countries’ strategies to prevent and eradicate child labor; however the wide scope of interventions and geographic coverage may have watered down its effectiveness in some areas. The project was making good progress in (1) updating the list of hazardous activities in both countries; (2) supporting the National Plan for the Prevention and Eradication of CL in both countries; (3) establishing a CLMS in Ecuador; and (4) conducting research on CL issues. However, other interventions were showing little progress, including: (1) the informational platform; (2) safe employment for adolescents; and (3) links between CL and disabilities.

The evaluation also found that there were both advantages and disadvantages to the two-country approach. As the two countries had similar strategies, when one country made advances the project was able to pass on the lessons learned to the other country. However, the distribution of staff was a challenge, in that all four key personnel were located in Panama, leaving Ecuador largely under the responsibility of the social partners. Accordingly, the Child Labor Specialist was moved from Panama to Ecuador in January 2015.

The interim evaluation made the following key recommendations for the second half of the project implementation:

1. Make a concerted effort to get back on track regarding the 3 intervention strategies that were falling behind;
2. Assess and address government stakeholders' gap in understanding of project design;
3. Develop criteria for selecting skilled facilitators for developing key products.

PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to external independent interim and final evaluations. The interim evaluation was conducted during April 2015 and the external independent final evaluation is due in September 2016.

External Final Evaluation Purpose and Scope

The scope of the external independent final evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with ILO. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of *project design (including relevance), implementation progress, effectiveness, management, efficiency, lessons learned and sustainability*, and provide recommendations for current and future projects. Relevant questions, as determined by USDOL and the project, are listed below. The evaluator may also identify further points of importance during the mission that should be included in the analysis as appropriate.

The overall purpose of the final evaluation is to:

1. Analyze the validity of the project's theory of change;
2. Assess the benefits and challenges of the project's multi-country structure and whether this was a successful model;
3. Determine whether the project has achieved its expected outputs and outcomes²⁵ and identify the challenges and successes encountered in doing so;
4. Assess the sustainability of public policy fostered by project activities; and
5. Identify good practices that should be considered for replication in the future.

USDOL is also funding a direct services project in Ecuador and Panama called EducaFuturo. As these projects are distinct from one another, with this project focusing on policy and capacity building while EducaFuturo focuses on providing services to direct beneficiaries.

²⁵ These outcomes and outputs are based on the project's Performance Monitoring Plan (PMP)

Intended Users

The intended users are OCFT, ILO and its constituents, as well as other stakeholders working to combat child labor more broadly. The evaluation will provide an assessment of the project's experience in implementation and its effects on the child labor climate. The evaluation findings, conclusions and recommendations will serve as a learning tool regarding the relevance of the approach and strategy used by the project and to inform stakeholders in the design and implementation of future technical assistance or capacity building projects in Ecuador and Panama.

The evaluation report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background for readers who are unfamiliar with the details of the project.

Evaluation Questions

Beyond the general purposes listed above, the evaluation will address the following specific questions and issues:

Project Design and Relevance

1. There was a change in government in both countries during project implementation. How has the project ensured that these issues remain on the forefront with both administrations?
2. The TPRs indicate where there have been some challenges because of the changing political appointment in Ecuador. How can OCFT design projects in the future to better accommodate political changes? Is it good to be very specific in objectives, or to be broad in objectives?
3. What were some of the benefits/drawbacks of funding a project solely focusing on policy and another one solely focusing on direct services during the same time frame?

Effectiveness and Implementation

4. Has the project accomplished targets by immediate objective according to schedule? If not, what have been the obstacles to achievement both in terms of factors that the project has been able to influence and external factors beyond its control?
5. How effectively have project resources been used in reaching the milestones and final results? (Differentiate results between Ecuador and Panama)
6. How effectively has the project engaged stakeholders in project implementation?
7. What has been the level of commitment of the government (in Panama and Ecuador), the workers' and employers' organizations to, and support for, the project? How has it affected its implementation?

8. . Has the project been successful in bringing national policies on child labor to the local level? How so?
9. Please assess the responses among government officials, local authorities, and community members in both Ecuador and Panama to the technical assistance provided by the project. What value added has the project brought to this work?
10. What are the stakeholders' perceptions of the project's core services/ interventions? (strengthening institutional capacities and policies, promotion of safe youth employment, support to Child Labor Monitoring Systems)
11. What has been the experience among local constituents in raising awareness of child labor issues that may not have been presented before?
12. Are project awareness activities of CL and information campaigns timely and of high quality?
13. Were the topics chosen for training and awareness-raising related to stakeholder needs and expectations?
14. What was the nature of training received on CL issues and is there any evidence that the trainees have effectively applied its content?
15. Were the training services provided relevant? How has the training thus far addressed the key gaps identified in CL issues?
16. How did the coordination between implementation partners facilitate or hamper project implementation?
17. Please assess the one-stop-shop for adolescent employment registration, orientation, placement and training. Has this been effective? If not, please analyze why not?
18. What steps has the project taken to highlight the issue of child labor and disabilities among government officials, local authorities, and community members?

Effectiveness of Management Arrangements

19. Is the project adequately staffed? To what extent have established management capacities and arrangements supported the achievement of results?
20. Does the current project governance and management facilitate good results and efficient delivery? (In Ecuador and Panama)

Sustainability and Impact Orientation

21. How effective has the project been in establishing national or local-level ownership?

22. What role has the project played in the process (from beginning to end) of drafting and ratifying legislation or policies? Are items now adopted as law, or still in process?
23. Please assess the sustainability of the national and local Child Labor Monitoring Systems. What are the main differences and similarities between the systems in Panama and Ecuador?
24. What has been the usefulness of the material (studies, reports and awareness raising tools) produced by the project? Have they been relevant to government officials, local authorities and community members?
25. Please assess which of the project outcomes seems most sustainable or show evidence of sustainability?

EVALUATION METHODOLOGY AND TIMEFRAME

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

A. Approach

Technical assistance/capacity building projects aim to produce relevant indirect effects on specific issues through the action of third parties. Project outcomes acquire an utmost importance in this kind of project because the effectiveness of project interventions is to be measured by medium term outcomes at the institutional and enabling environment levels. Additionally, institutional responsibilities and means may vary substantially in each project target country. The evaluation methodology will take into account these factors.

The evaluation approach will be qualitative and participatory in nature, and use project documents including PMP and target table data to provide quantitative information. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate.

Opinions coming from beneficiaries will improve and clarify the use of quantitative analysis. The participatory nature of the evaluation will contribute to the sense of ownership among beneficiaries (especially for CLMS).

Quantitative data will be drawn from the PMP, budget, and project reports (such as TPRs, Financial Reports, and research 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 evaluation will collect diverse information using a varied set of (mainly) qualitative and quantitative methods, including but not limited to:

Method	Tools / Target Groups / Products
Interviews with Key Informants	Various questionnaires/interview forms used with project management teams, implementing agencies, and representatives of relevant local, regional and national institutions in each country
Focus group discussions (FGD)	FGD guidelines and forms addressed to various direct beneficiaries, key stakeholders, and other target groups as needed (government and community leaders, beneficiaries, etc.).
Project Performance Analysis	Compare planned/actual achievements per project indicator (Did the project catch up with its original targets? Why or why not?) . Analyze emerging trends and identify factors that favor or hamper project success in each case. Assess project's particular effect in specific target populations (Afro-descendant, indigenous and migrant children, people with disabilities, etc.). Review research, policies, guidelines and training materials supported by the project.
Direct Observation	Visit municipalities and institutions to carry out non participant observation, assess beneficiaries' satisfaction with project, contrast the validity of project strategies used in the field, appraise the quality of services delivered, and identify unexpected effects of project activities as well as other relevant features of project implementation.
Review project's investments in capacity building	Review training materials and curricula of the courses produced for various target groups, including adolescent vocational training. Analyze project's effect on policy and stakeholders' capacity to carry out action against child labor. Review plans of action on CL introduced at local level, if any.
Review project's investments in awareness-raising	Review project advocacy strategy on child labor with regards to national and community level actors. Review awareness raising materials developed by the project.
Review relevance of project research	Analyze the project's contribution to the knowledge base on child labor in Panama and Ecuador
Assess quality of monitoring system data	Review project performance monitoring data. Assess the status and quality of the CLMS.

The following principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Gender and cultural sensitivity will be integrated in the evaluation approach.
3. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.

4. 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. Final Evaluation Team

Mauricio García Moreno will be serving as the international evaluator for the ILO Policy Project in Ecuador and Panama. An interpreter is not needed for this evaluation. One member of the project staff may travel with the team to make introductions. This person will not be present while the interviews are conducted.

The international evaluator will be responsible for developing the methodology in consultation with SFS, USDOL, and the ILO project staff; directly conducting interviews and facilitating other data collection processes; analyzing of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

C. Data Collection Methodology

The evaluator will collect diverse information using a variety set of (mainly) qualitative and quantitative methods, including but not limited to:

1. Document Review

Pre-field visit preparation includes extensive review of relevant documents. During fieldwork, documentation will be verified and additional documents may be collected. Among others, the following documents will be reviewed:

- Project Document and project revisions,
- Cooperative Agreement,
- Solicitation of Grant Applications,
- Progress reports,
- Performance Monitoring Plan (PMP),
- Work plan,
- Laws and regulations introduced with project support,
- Municipal Plans against Child Labor,
- Radio or other spots and material developed for awareness campaigns at local level, and
- Project files (research reports, training materials, outreach products, mid-term evaluations, baseline studies, tools developed during project implementation and other background documents).

2. Question Matrix

Before beginning fieldwork, the evaluator will work with SFS, USDOL and ILO to create a list of stakeholders to interview and a question matrix, which outlines the source of data from where he plans to collect information for each TOR question. This will help the evaluator to make decisions as to how he is going to allocate time in the field. It will also help the evaluator to ensure that he is exploring all possible avenues for data triangulation and to clearly note where the evaluation findings are coming from. The question matrix and list of stakeholders shall be forwarded by the evaluator to SFS before start of field work and shared with USDOL and ILO.

3. Field Visits and Interviews with Stakeholders

The evaluator will visit a sample of the sites where the project is carried out. During the visits the evaluator will observe the activities and outputs the project has developed to strength municipal capacity to prevent and eradicate child labor, particularly the implementation and sustainability of the municipal Child Labor Monitoring System and the one-stop shop for youth employment initiative.

Informational interviews will be held with as many project stakeholders as possible. The evaluator will meet with the project management team as well as ILO staff and other stakeholders working in Ecuador and Panama. He will also visit communities, institutions and ministries, as relevant, to interview key stakeholders; assess their perception and satisfaction with project implementation; contrast the validity of project strategies used in the field; appraise the quality of services (technical assistance, training) delivered by the project; and identify unexpected effects of project activities as well as other relevant features of project implementation. Depending on the circumstances, these meetings will be one-on-one or group interviews.

Interviews will be carried out in order to collect information regarding the following topics:

- Achievement of products and objectives
- Completion of targets
- Aspects that made achieving the objectives difficult
- Aspects that facilitated the achievement of objectives
- Coordination and alliances
- Project Monitoring and Evaluation
- Child Labor Monitoring System
- Analysis of assumptions and the sustainability strategy
- Lessons learned and good practices

D. Sampling and Site Selection

Criteria for selecting municipalities:

The evaluator will visit 5 municipalities: three in Panama and two in Ecuador. Since the project was implemented in two provinces in each country, at least one municipality will be selected among each province. The criteria for selecting the municipalities will be:

1. Inclusion of municipalities considered by the project to be doing well and not so well in terms of capacity building efforts and engagement in the project.
2. Inclusion of municipalities where one-stop shop for youth employment initiative has been implemented.
3. Inclusion of urban and rural municipalities.
4. Inclusion of municipalities where the municipal Child Labor Monitoring System (CLMS) is active and observable.

Criteria for sampling interviewees:

National and local government, implementing partners and other stakeholders may include:

1. Key staff of ILO and its implementing partners (Casa Esperanza, ESQUEL and COMUNIDEC) who have key implementation responsibilities under the project.
2. National government representatives from sectors involved in the project: Labor, Social Affairs, Economy and Finance, Agriculture, Tourism, Housing and Statistics Institutes.
3. Municipal government representatives.
4. Representatives of other development partners working on child labor issues with whom the project has interacted, especially Partners of the Americas.
5. Providers and recipients of training activities (on line, in-person, fellowships, exchange visits).
6. Social researchers who prepared studies on child labor.
7. Beneficiaries of the one-stop shop for youth employment initiative.

Given time constraints a small number of specific representatives will be selected for interview in consultation with the project, who are able to comment on the role of the project in advancing the national agenda on child labor.

E. Ethical Considerations and Confidentiality

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

F. Stakeholders Meeting

Following the field visits to each country, a stakeholders meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners 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.

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 evaluator in consultation with project staff. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

A debrief call will be held with the evaluator and USDOL after the stakeholder workshops in Panama and Ecuador to provide USDOL with preliminary findings and solicit feedback as needed.

G. Limitations

Fieldwork for the evaluation will last two weeks in each country, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating his findings. All efforts will be made to ensure that the evaluator is 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 in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

H. Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task	2016 Date
USDOL provides background documents to SFS and Evaluator	Wed, Aug 3
Evaluation Questions and TOR Input received from USDOL and Grantee	Tues, Aug 9
Evaluator submits Methodology/Sampling Plan to SFS for TOR	Tues, Aug 9
Full Draft TOR submitted to USDOL and ILO	Thurs, Aug 11
Evaluator submits List of Stakeholders/Interviewees and Suggested Itinerary for Grantee feedback	Thurs, Aug 11
Logistics Call	Fri, Aug 12
Cable Clearance Request sent to USDOL	Thurs, Aug 18
Finalize Field Itinerary and Stakeholder List for Workshop	Mon, Aug 19
TOR Finalized	Wed, Aug 26
Evaluator submits Question Matrix	Mon, Aug 29
Contract signed by Evaluator	Thurs, Aug 29
Evaluator interviews USDOL	Wed, Aug 31
Fieldwork: Ecuador	Sept 5-15

Task	2016 Date
Stakeholders Meeting: Quito	Sept 16
Fieldwork: Panama	Sept 19 – Oct 3
Stakeholders Meeting: Panama City	Oct 4
Post-fieldwork Debrief Call with USDOL	Thurs, Oct 13
Draft Report sent to SFS for quality review	Wed, Oct 26
Draft Report to USDOL for 48 hour review	Wed, Nov 2
48 Hour comments due	Fri, Nov 4
Draft Report sent to USDOL, ILO and stakeholders for comments	Tues, Nov 8
Comments due to SFS	Tues, Nov 22
Revised Report sent by Evaluator to SFS for quality review	Wed, Nov 30
Revised Report sent to USDOL and ILO	Mon, Dec 5
Approval from USDOL to Copy Edit/Format Report	Mon, Dec 12
Final Report sent to USDOL and ILO	Fri, Dec 23

EXPECTED OUTPUTS AND DELIVERABLES

Ten working days following the 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 a brief overview of the evaluation, including sections IV-IX
- IV. Project Description
- V. Evaluation Objectives, Methodology and Table listing evaluation questions and corresponding report findings sections
- VI. Findings - Answers to each of the evaluation questions, with supporting evidence included and organized into sub-sections as evaluators see fit
- VII. Lessons Learned and Good Practices
- VIII. Main Conclusions - Primary takeaways and main conclusions of the evaluation
- IX. Recommendations
 - Key Recommendations – critical for successfully meeting project objectives and judgments on what changes need to be made for future programming
 - Other Recommendations – as needed
- X. Annexes, including but not limited to:

- An overview of project progress
- TOR
- Question Matrix
- List of documents reviewed
- List of interviews, meetings and site visits
- Stakeholder workshop agenda and participants

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, ILO 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 and ILO, 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 or not the report meets the conditions of the TOR. **All reports, including drafts, will be written in English.**

EVALUATION MANAGEMENT AND SUPPORT

Sistemas, Familias y Sociedad (SFS) has contracted with Mauricio García Moreno to conduct this evaluation. Mauricio is an Ecuadorian evaluator resident in the US, who has wide experience in the evaluation of child labor projects in Latin America, including in Ecuador and Panama. Mr. García has carried out several evaluation assignments for USDOL-funded projects, as well as ILO projects in Ecuador, Panama, Peru, Bolivia, El Salvador and Mexico. The evaluator's topics of expertise are institutional capacity, project design, public management, and the development and implementation of monitoring and evaluation systems within programs and government agencies. Mr. García Moreno is fluent in English and Spanish.

SFS will serve as the Contractor responsible for providing evaluation management and support. SFS will provide logistical and administrative support to the evaluator, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables. SFS will also be responsible for providing the management and technical oversight necessary to ensure the quality of the report and evaluation methods, including consistency and compliance with technical standards.

ANNEX 3: Evaluation Question Matrix

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Means of Verification
Project Design and Relevance				
1	There was a change in government in both countries during project implementation. How has the project ensured that these issues remain on the forefront with both administrations?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents 	<ul style="list-style-type: none"> ·Project staff · National government representatives ·Implementing partners ·US Embassies 	<ul style="list-style-type: none"> ·Project proposal ·TPRs ·PMP
2	The TPRs indicate where there have been some challenges because of the changing political appointment in Ecuador. How can OCFT design projects in the future to better accommodate political changes? Is it good to be very specific in objectives, or to be broad in objectives?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents 	<ul style="list-style-type: none"> ·Project staff ·National government representatives ·Implementing partners 	<ul style="list-style-type: none"> ·Project proposal ·TPRs
3	What were some of the benefits/drawbacks of funding a project solely focusing on policy and another one solely focusing on direct services during the same time frame?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents 	<ul style="list-style-type: none"> ·Project staff ·National government representatives ·Implementing partners ·EducaFuturo staff 	<ul style="list-style-type: none"> ·Project proposal ·TPRs ·EducaFuturo project evaluations
Effectiveness and Implementation				
4	Has the project accomplished targets by immediate objective according to schedule? If not, what have been the obstacles to achievement both in terms of factors that the project has been able to influence and external factors beyond its control?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Site visits ·CMEP analysis 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners 	<ul style="list-style-type: none"> ·Project proposal ·TPRs ·PMP · Midterm evaluation

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Means of Verification
5	How effectively have project resources been used in reaching the milestones and final results? (Differentiate results between Ecuador and Panama)	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Revision of official records ·Site visits 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners 	<ul style="list-style-type: none"> ·Project proposal ·TPRs · Official records
6	How effectively has the project engaged stakeholders in project implementation?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Revision of official records 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners ·Workers and employers representatives 	<ul style="list-style-type: none"> ·Project proposal ·TPRs · Official records
7	What has been the level of commitment of the government (in Panama and Ecuador), the workers' and employers' organizations to, and support for, the project? How has it affected its implementation?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Revision of official records 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners ·Workers and employers representatives · Community representatives 	<ul style="list-style-type: none"> ·Project proposal ·TPRs · Official records
8	Has the project been successful in bringing national policies on child labor to the local level? How so?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Revision of official records ·Site visits 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners 	<ul style="list-style-type: none"> ·TPRs · Project documents · Official records

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Means of Verification
9	Please assess the responses among government officials, local authorities, and community members in both Ecuador and Panama to the technical assistance provided by the project. What value added has the project brought to this work?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Site visits 	<ul style="list-style-type: none"> · National government representatives · Local government representatives · Community representatives ·Workers and employers representatives 	<ul style="list-style-type: none"> ·TPRs · Official records
10	What are the stakeholders' (key stakeholders should be listed) perceptions of the project's core services/interventions? (the project staff should specify core services)	<ul style="list-style-type: none"> ·Interviews / Group interviews 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners ·Workers and employers representatives · Community representatives 	Interviews records
11	What has been the experience among local constituents in raising awareness of child labor issues that may not have been presented before?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Site visits 	<ul style="list-style-type: none"> · Project staff · Local government representatives · Implementing partners · Community representatives 	<ul style="list-style-type: none"> ·TPRs
12	Are project awareness activities of CL and information campaigns timely and of high quality?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Site visits 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners ·Workers and employers representatives · Community representatives 	<ul style="list-style-type: none"> ·TPRs · Awareness activities material

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Means of Verification
13	Were the topics chosen for training and awareness-raising related to stakeholder needs and expectations?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Site visits 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners ·Workers and employers representatives · Community representatives 	<ul style="list-style-type: none"> ·TPRs · Awareness activities material · KAP studies
14	What was the nature of training received on CL issues and is there any evidence that the trainees have effectively applied its content?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Official records 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners ·Workers and employers representatives · Community representatives 	<ul style="list-style-type: none"> ·TPRs · Awareness activities material ·KAP studies
15	Were the training services provided relevant? How has the training thus far addressed the key gaps identified in CL issues?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Official records 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners ·Workers and employers representatives · Community representatives 	<ul style="list-style-type: none"> ·TPRs · Awareness activities material ·Official records ·KAP studies
16	How did the coordination between implementation partners facilitate or hamper project implementation?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government 	<ul style="list-style-type: none"> ·TPRs ·Implementing partners contracts

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Means of Verification
			representatives · Implementing partners	
17	Please assess the one-stop-shop for adolescent employment registration, orientation, placement and training. Has this been effective? If not, please analyze why not?	·Interviews / Group interviews ·Revision of project's documents ·Site visits	· Project staff · National government representatives · Local government representatives · Implementing partners	·TPRs ·One-stop-shop employment documents
18	What steps has the project taken to highlight the issue of child labor and disabilities among government officials, local authorities, and community members?	·Interviews / Group interviews ·Revision of project's documents ·Site visits	· Project staff · National government representatives · Local government representatives · Implementing partners	·TPRs
Effectiveness of Management Arrangements				
19	Is the project adequately staffed? To what extent have established management capacities and arrangements supported the achievement of results?	·Interviews / Group interviews	· Project staff · ILO personnel · Implementing partners	·Project proposal
20	Does the current project governance and management facilitate good results and efficient delivery? (In Ecuador and Panama)	·Interviews / Group interviews	· Project staff · ILO personnel · Implementing partners	·Project proposal
Sustainability and Impact				
21	How effective has the project been in establishing national or local-level ownership?	·Interviews / Group interviews ·Revision of project's documents ·Revision of official records ·Site visits	· Project staff · National government representatives · Local government representatives · Implementing partners · Community representatives	·Project proposal ·TPRs

#	TOR Question	Methodology	Stakeholders/ Proposed Sample	Data Source(s)/ Means of Verification
22	What role has the project played in the process (from beginning to end) of drafting and ratifying legislation or policies? Are items now adopted as law, or still in process?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Revision of official records ·Site visits 	<ul style="list-style-type: none"> · Project staff · National government representatives 	<ul style="list-style-type: none"> ·Project proposal ·TPRs · Official records
23	Please assess the sustainability of the national and local Child Labor Monitoring Systems. What are the main differences and similarities between the systems in Panama and Ecuador? What has been the usefulness of the material (studies, reports, and awareness raising tools) produced by the project. Have they been relevant to government officials, local authorities, and community members? Please assess which of the project outcomes seems most sustainable or show evidence of sustainability?	<ul style="list-style-type: none"> ·Interviews / Group interviews ·Revision of project's documents ·Revision of official records ·Site visits 	<ul style="list-style-type: none"> · Project staff · National government representatives · Local government representatives · Implementing partners · Community representatives 	<ul style="list-style-type: none"> ·Project proposal ·TPRs · Official records · Technical reports

ANNEX 4: List of Interviewees

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ANNEX 5: Budget Spending

Items	2013	2014	2015	2016	Total executed*	Total Budget
IO.01 - Direct Labor costs	18%	23%	25%	13%	79%	1,681,700
IO.02 - Equipment Costs	62%	8%	22%	6%	97%	19,700
IO.03 - Other Office Expenses	10%	18%	19%	30%	77%	147,990
IO.04 - Start-up Activities	50%	6%	15%	2%	73%	27,040
IO.05 - Com. 1: Strengthening Institutional Capacity and Policies to Combat CL	1%	20%	20%	4%	45%	370,113
IO.06 - Com. 2: Safe Youth Employment	0%	15%	25%	15%	55%	158,459
IO.07 - Com. 3: Raising Awareness	7%	34%	24%	0%	65%	126,927
IO.08 - Com. 4: Supporting CLMS and the Collection of Reliable Data on CL	3%	17%	4%	12%	35%	120,917
IO.09 - Com. 5: Addressing the Links between Child Labor and Disability	0%	1%	10%	0%	11%	74,123
IO.10 - Com. 6: Sharing Lessons Between and Among Countries	0%	0%	14%	13%	27%	76,394
IO.11 - Com. 7: Promoting Transparency and Accountability	0%	10%	12%	0%	22%	42,807
IO.12 - Com. 8: Monitoring & Evaluation	0%	0%	47%	12%	58%	46,758
IO.13 - Monitoring Travels	16%	16%	23%	19%	75%	204,416
IO.14 - Audit	0%	0%	0%	0%	0%	0
IO.15 - Provision for Cost Increase	0%	0%	0%	0%	0%	0
IO.16 - Administrative costs	13%	20%	22%	12%	67%	402,656
Total	13%	20%	22%	12%	67%	3,500,000

*Budget executed by ILO until September 2016, Esquel Foundation until June 2016 and Casa Esperanza until March 2016.