



IPEC Evaluation

"Combating the Worst forms of Child Labour in Ecuador. Support to the Time Bound Programme on the worst forms of child labour in Ecuador."

ECU/03/P50/USA

**An independent mid-term evaluation
by an external consultant**

September 2005

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants¹. The field mission took place in July 2005. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

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I. Executive Summary

This Mid Term Evaluation Report focuses on the progress of the project of support to the TBP between January 2004 and June 2005. The following outlines the main findings that have been verified in field visits and through the revision of various documents of the project.

In this sense, this mid term evaluation is divided in a first initial part where the process of design and management of the project support to the TBP is analyzed. A second part follows, where the main findings about the performance of the two strategic components of the project are presented.

Design and Management of the Project

In this part two important aspects are analysed; the first one on the design of the project and the second on the management of the project. For the analysis, the importance and interrelation between two central objectives or strategic components has been considered: (i) The creation of an institutional favourable environment and (ii) the reduction of child labour in specific sectors.

Project design

For the analysis of the project design, seven key aspects have been contemplated that allow to assess the coherence of the proposal:

i) Objective and Strategies of the project: The evaluation finds that the objectives of the project are coherent with the needs and the social and cultural problems in the existing political situation in Ecuador. Nevertheless, the design of the project did not contemplate a clear implementation sequence between the two objectives mentioned above. For this reason, the team of the project "Support to the TBP" considered it convenient to initiate the implementation of Strategic component 1 under the premise that it would contribute to the institutionalisation and would manage to achieve levels of sustainability and impact, that would subsequently enable the 2nd objective.

ii) Social Context: The respective information in the document did not necessarily match with the existing social situation in which the country was when the project was initiated. The social and political instability of Ecuador caused various changes that had a repercussion in the analysis of the context of the project.

iii) Activities and budget: The dimension covered by the Project of Support to the TBP was very ambitious. The time horizon and the limited budget presented a barrier for the achievement of expected results. The project has been affected by the social, economic, and political problems that occurred in recent years, as the dollarization of the economy. The decision to elaborate an addendum for the project has been a fundamental variable, it has permitted not only the adjustment of goals to include activities, enlarge goals, budget and times frames, but also the incorporation of strategies and actions related to child trafficking, a problem that has been prioritized by the Ecuadorian Government.

iv) Gender inclusion in the Project design. In the design of objectives and the definition of the beneficiary population there is a clear distinction between boys and girls, even in the formats used for the monitoring or for progress reports of the project. Nevertheless, in spite of this distinction it is found that the project has failed to incorporate the gender focus as a cross-cutting issue.

v) Baselines carried out by the project. The baselines were not part of the original design of the project of support to the TBP, they were carried out later. One of their limitations is that in their design they lack the objectives or components, targets and indicators of the project as main reference. In fact the baselines correspond to a general diagnosis of the problematic of child labour.

vi) Use of SPIF. This tool aims at identifying expected changes and results, articulating them with complementary interventions or stakeholders linked to the implementation of the project. The use of this tool was not effective because of the gap between the analyzed context and the actual (real) context.

vii) Lessons learned or good practices. The original document of the project of support does not explicitly indicate to have included prior experiences from other countries. Nevertheless, the experience of the ILO through the IPEC program and the work that results from carrying out other projects in the world leads to the conclusion that the strategy expressed in the design of the project of support could have been inspired by other similar experiences.

Project Management

The existence of management instruments, regulations and definition of procedures from ILO headquarters and the regional office in Lima facilitated decision making for an efficient management of the project. Likewise, the existence of communication channels amongst these instances favoured coordination between the parts. In this section, three important points are highlighted which will be subsequently briefly described:

The administrative financial aspect. The project has been strengthened due to its professional team (programme and administrative staff which came from a prior IPEC project in the mining industry in Ecuador). This has enabled a faster management and a positive response from the project support to the TBP, as well as from the Lima office.

It is important to take into account that the project is in the initial phase of implementation of activities. Consequently there is still a limited demand related to disbursements, expenditure forecasts, funds transfer and other financial management aspects.

The programmatic aspect (technical-operating). At the technical level, the Regional office of Lima has played an important role through providing technical assistance to the project of support to the TBP. Looking at the operational level, the progress reports of the project represent certain difficulties due the fact that they do not necessarily allow for compilation of qualitative information. Nevertheless this does not signify that the team cannot present this information since the format of the progress reports does provide the possibility of including narrative information for each of the numerical matrixes, thus allowing for a better documentation on achieved targets. However, filling out the format is a complex exercise.

Finally the evaluation signals that if delays through observations from the donor or the Geneva ILO Office are to be minimized, reprogramming of activities should be made by the implementing team, who has more experience and knowledge.

Institutional structure and implementation capacity of the project. The organizational structure of the project is based on teamwork which is expressed by a division of

functions in two main management areas. The first area corresponds to a small operational nucleus dedicated specifically to advocacy, monitoring, programming, evaluation and technical assistance.

The second area corresponds to the Action Programs (APs) with the main goal to eradicate the WFCL and eliminate the Commercial Sexual Exploitation of Children (CSEC) (component two of the project).

Main findings regarding the performance of the Project: relevance, effectiveness, sustainability and efficiency

This mid term evaluation report assesses the effects and impacts of the project after almost a year and a half of implementation, based on the following criteria:

- i) relevance to the problem and the necessities of WFCL and CSEC
- ii) effectiveness to assess the results achieved in the process,
- iii) sustainability of the achieved changes in time and
- iv) efficiency of the achieved results in relation to the resources used.

The evaluation will briefly indicate some of these criteria, which have been thoroughly outlined in chapter four of the evaluation report.

Relevance:

The project through its objectives and strategies allows to adequately respond to the problem of child labour and commercial sexual exploitation of children in Ecuador. It has been trying to take into account the social and political instability that the country has experienced and to a certain extent still experiences today, as well as the international demands related to these issues that have placed Ecuador in a difficult situation.

At the same time, the project has profited from with an open attitude on behalf of the government (considering the constraints of constant political changes) as well as from the response from business sectors, workers and civil society organizations, in order to gain commitment for joint and coordinated work arrangements to solve the problem together.

Finally the evaluation highlights the clear identification of stakeholders and institutions who deal with the WFCL and CSEC.

Effectiveness:

This corresponds to the analysis of achieved results relating to the two objectives or strategic components of the project of support to the TBP.

Objective 1: Strengthening of the institutional framework which is presented in the following three components:

Awareness Raising and commitment of stakeholders that work in the eradication of the WFCL and CSEC

The coming together of different stakeholders has permitted the creation of synergies that have fortified the positions and the standardization of the approach to combat the worst forms of child labour and commercial sexual exploitation. The Government and its respective institutions recognize the problem as a national priority, thus facilitating the generation of public policies in favour of the rights of children, girls and adolescents.

As part of this process the project has contemplated the design and implementation of an intersectoral information system on child labour and CSEC. This instrument will be implemented by CONEPTI. However, some stakeholders such as enterprises and trade unions show certain reluctance regarding its use.

Eradication of the worst forms of child labour

As a consequence of the coordination and articulation amongst diverse stakeholders the necessary connections have been made between government and civil society. They are elaborating guidelines for policies against child labour, for example the “Flor del Ecuador”, that consists of a quality certification program.

Eradication of commercial sexual exploitation of children

Similar to the above, the results in this area stem from strengthening the institutional framework that favours public policies in the area of commercial sexual exploitation of children. For this purpose, the project supports the Inter Institutional Commission for Fighting against Child Labour and Commercial Sexual Exploitation in the elaboration of a National Plan against child labour. However, this commission does not yet have a shared focus on the form to undertake this task. One of the important achievements of the project is the elaboration of a map of local capacities that enables to identify and to characterize NGOs, shelters, etc. that work in this area.

Objective 2: Eradication of the child labour and Child Commercial Sexual Exploitation. The strategy consists of the implementation of action programs and of direct interventions for the eradication of child labour and commercial sexual exploitation. The following has been done:

Programme of prevention and eradication of child commercial sexual exploitation in Machala.

A network has been created that involves different institutions. These include several governmental institutions such as the city Major of Machala and the members of civil society such as the shelter María de la Paz, and Youth Organizations such as La Aurora, Fortaleza Nuevo Siglo and the Foundation Chimera. The purpose of this interinstitutional network is the eradication of CSEC in the province of Machala.

The AP has quantitative data on the progress towards its goals, and manages to reintegrate adolescents into their families, while others are sent temporarily to the shelter María de la Paz. However, this place is a centre for girls that have committed crimes. To respond to this, the project of support to the TBP is thinking about some mechanism to overcome this limitation, not only for implementing this Action Program but also in the framework of the national protection system for children and adolescents.

On the other hand, the evaluation highlights the preventive work of the AP in schools and on the issue of CSEC, jointly with youth organizations such as La Aurora and Fortaleza Nuevo Siglo.

Programs of progressive eradication of the childlike work in the flower-growing sector in Cayambe and Pedro Moncayo.

The AP of the flower-growing sector began its activities only a month ago and has interventions in the provinces of Cayambe and Pedro Moncayo in Quito.

In the province of Cayambe, coordinations with different stakeholders have been established. They are jointly working in the action framework of the program, a factor that could contribute to the sustainability of the expected effects and impacts. In the same way, the province of Pedro Moncayo has created a social network that will support the implementation of the AP.

Likewise, the project has managed to establish a municipal order with various stakeholders for the creation of a system to protect children and adolescents at the local level, which includes the eradication of child labour as a priority.

Programme of prevention and eradication of child labour in the banana plantations of the provinces of Guabo and Passage,

The AP is in the phase of identifying local stakeholders that will be part of the social network in which the intervention will be carried out. The strategy that has been defined gives priority to associations of small banana producers that have a level of organizational capacity and that are willing to jointly work in the eradication of child labour. The intervention is based on the export of bananas produced by small scale farmers, by promoting the criteria of socially acceptable and ecological production.

Likewise, the AP has established contact with other key actors to implement the program. It should be mentioned that the implementing NGO has proven experience with the eradication of child labour in the mining sector. In this sense, the intervention strategy of this AP results from adapting lessons learned to the banana sector.

Sustainability:

As it can be seen in the evaluation report, the project of support to the TBP creates social conditions and a political basis that, if consolidated institutionally, could effectively contribute to strengthening the National System for the Protection of Children and Adolescents.

Fortunately, all stakeholders have declared their interest to continue supporting the project beyond the period of implementation of the project of support to the TBP.

Efficiency:

Although a financial evaluation has not been done, a series of implemented activities to date including the respective costs has been identified. In this respect, the correspondent sections with tables in chapter four summarize the activities according to the following categories:

- i) action programmes,
- ii) mini programmes
- iii) actions of awareness raising and training.

II. Introduction

The midterm evaluation of the ILO/IPEC “Fighting the worst forms of childlabour in Ecuador” forms part of the regular procedures of the ILO, taking into account the agreements with the donor USDOL. In this sense, the objectives of the midterm evaluation are: i) to know the results achieved up to now to account to main stakeholders, including government agencies and social actors in Ecuador and the donor; and ii) to identify lessons learned in the project and assess its implementation in the existing conditions of the country and, if necessary, recommend its redesign.

This intermediate evaluation is carried out in a context in which the Project of Support to the TBP in Ecuador has defined important adjustments to its intervention strategy, budgetary resources, the inclusion of new children (trafficking in persons for sexual exploitation), and the time line for implementing activities and achieving the two objectives or strategic components of the project.

Thus, at the strategic level, the project decided to start implementing objective 1: strengthening the institutional framework, which, according to the implementing team’s expectation, should lay the foundations to achieve the sustainability of the Action Programmes that are rather oriented by objective 2: the elimination of the WFCL and CSEC. There cannot be a real and sustainable elimination if there is no protection system that foresees and sanctions the WFCL and CSEC in the long term. In this respect, the systems of cooperation and intersectoral concertation that are typical of this institutional framework become legitimate entities that may help to warrant that these problems do not happen again in the country.

The possibility that the project can increase its resources through the addendum to expand the time for implementation and incorporate new themes such as child trafficking are factors that can significantly favour the achievement of the objectives. In that sense, the addendum will complement the current efforts related to:

- The extension in time due to the need to strengthen sustainable processes of coordination and mechanisms of intersectoral cooperation, in the effort to strengthen the institutional framework for child welfare.
- The clarification of the socio-political diagnosis in the identification of actors and their roles in the child welfare system.
- The incorporation of a new theme, child trafficking, which will expand the scope of intervention of the project.
- The increase in resources that enables to achieve new goals, to carry out other complementary activities and to enlarge the coverage of the intervention according to the components of the project.

The addendum underlines the strategy of the original project in its two components: i) strengthening the institutional framework and ii) eradication of the WFCL and CSEC.

The methodology used for this evaluation emphasized the reconstruction and visibilization of the social and political processes that the Project of Support to the TBP has been fostering since its beginning. The evaluation has allowed to know if the project proposals are feasible to be achieved within the established time frame.

Through past experiences which we have gathered from different actors and due to the present achievements by the Project of Support at the process level it can be stated that partial results are being achieved, allowing us to say that the project is viable to WFCL and CSEC issues under the present circumstances in Ecuador.

The different interviews conducted with a large group of actors, including Government and civil society, have allowed us to identify the magnitude of the problems and the possibility of solving them through the results of the project (See Annex: List of actors interviewed).

The presentation of the main findings obtained during the field visit in participatory workshops, in the first place with the implementing team of the Project of Support, and, in the second place, with the different stakeholders in this project; have allowed to confirm our perceptions gathered through primary and secondary sources on the progress achieved by the project up to now.

The evaluation attempts to analyse and interpret what we consider the most important changes achieved after almost a year and a half of the implementation of the Project of Support to the TBP.

We consider that the methodological approach as well as the tools for collecting and analysing the data have been pertinent and adequate to meet the needs and objectives of the terms of reference presented for this evaluation.

The following Table summarizes the methodology used during the mid term evaluation:

Activities/Tools	Purpose	Participants
Coordination meetings	Learn and specify the scope of the midterm evaluation, as well as information about the contacts needed for the evaluation.	<ul style="list-style-type: none"> - Lima Regional Office - Geneva Office - Implementation team of the Ecuador project.
Revision of the secondary sources generated by the Project and its stakeholders.	Learn about the strategic perspective of the Project, systematization of the relevant information for the evaluation tools; contextualize the information collected during the evaluation process.	<ul style="list-style-type: none"> - Evaluator
Design four interview guides in relation to stakeholders: i) Implementation team responsible for the project, ii) governmental entities iii) Workers organizations or Employers and Civil Society iv) implementation agencies of the AP	Collect information in the field. Learn about the perceptions of the stakeholders involved in the implementation of the project.	<ul style="list-style-type: none"> - Implementation Team - Governmental entities - Worker's organizations. - Private companies - Civil society organizations and NGOs.
In-depth interviews based on designed guidelines, according to the timetable elaborated with the implementation team.		
Workshop with the implementation team of the project.	Socialize and discuss the results from the field visit, enable feedback and give precise information to be taken into account for the evaluation report.	<ul style="list-style-type: none"> - Implementation team of the project - Lima Regional Office

Participatory workshop with stakeholders associated with the project.	Socialize and receive feedback from stakeholders involved in the project on the principal results found in the evaluation.	<ul style="list-style-type: none"> - Implementation team of the project - Ministry of Labour - Implementation Agencies of the project - Implementation Agencies of the APs - Lima Regional Office
Processing of the collected information and elaboration of the evaluation report.	Organise and order the information obtained during the interviews. Elaborate analysis interpretation of findings, conclusions and lessons learnt.	<ul style="list-style-type: none"> - Evaluator

Finally, a limitation of the employed methodology is that it is mainly qualitative. The evaluation could have been enriched through the application of quantitative methodologies; for example through questionnaires or surveys directed to a greater population, taking into account a statistical sample.

We would like to highlight the valuable aid and support received from the Lima Regional Office and from Geneva on the guidance and development of this evaluation. Likewise, we would like to underline the coordination and logistics facilities provided to the implementing team of the Project of Support. All has been fundamental for the evaluation team to start and finish its work without great inconveniences.

III. The project design and management

The Project of Support to the Time-Bound Programme on the worst forms of child labour in Ecuador² was designed in 2001 by an “ad hoc” consulting team approximately two years before starting its activities, which was in September 2003.

In this document there are two core objectives or strategic components, which are set forth as follows:

Immediate Objective 1 (strategic component 1): Creation of a favourable institutional environment.

Towards the end of the project, relevant governmental bodies, civil society organizations, workers, employers and international donors will have established coordinated actions to eliminate the worst forms of child labour in Ecuador under a coherent legal and institutional framework.

Immediate Objective 2 (strategic component 2): Reduction of child labour in specific sectors.

Towards the end of the project, the incidence of the worst forms of child labour in selected intervention areas will have been reduced significantly.

About the Project Design

For the analysis of the project design there were seven key aspects that allow analysing the coherence of the proposal. i) project objectives and strategies, ii) social context or diagnosis, iii) activities and budget, iv) inclusion of the gender approach in the design, v) baselines carried out in the framework of the project, vi) use of the SPIF and, finally, vii) lessons learned or good practices.

With respect to the project objectives and strategies:

The objectives proposed in the project strategy formulate the changes or modifications that are expected to be achieved from its implementation. The evaluation finds that the objectives are coherent with the social, cultural and political needs and problems in Ecuador, specifically with regard to the elimination of the worst forms of child labour³ and commercial sexual exploitation of children⁴.

Although this coherence is worth to be highlighted, the project design did not foresee a clear implementation sequence between objective 1: Creation of a favourable institutional environment and objective 2: *the elimination of the WFCL and CSEC*. Both objectives could have been implemented without distinction. However, the team of the Project of Support to the TBP considered that it was more convenient to start the project implementation giving priority to strategic component 1 that deals with the promotion and strengthening of the institutional framework for the elimination of the WFCL and CSEC.

² Hereinafter Project of Support to the TBP.

³ Hereinafter WFCL.

⁴ Hereinafter CSEC.

This challenge, from the viewpoint of the implementing team, aimed at explicitly defining the strategic action of the project, with the objective to contribute to sustainability and impact levels for the expected results. This is only possible if there exists an institutionality supporting the actions that the project is fostering beyond the time set for its intervention.

In this respect, the Action Programmes that correspond to strategic component 2: elimination of child labour, are viable as long as they are based on the framework of a concerted action between the Government and the civil society, where governmental bodies, employers, workers and NGOs will make up cooperation networks, thus becoming a social basis to help achieving the proposed results.

With respect to the social context of the project

The information in the project document on this aspect does not necessarily correspond to the social situation in the country when the implementation of the project started. Let us recall that the Project of Support to the TBP begun its implementation approximately two years after having being designed.

The social and political instability of Ecuador generated several changes that had an impact on the context of the project, among which we can highlight the following: i) the link and cooperation between Government and civil society, although it existed, was not strong enough, and ii) the weak recognition of the different public and private actors on the child labour problem and CSEC; and iii) there did not exist a shared conceptual framework among stakeholders to understand and intervene on these problems.

In this respect, the work performed by the project was fundamental to start approaching and sensitising the different actors not only from the Government, at the level of the Ministry of Labour – CONEPTI, but in other entities such as CONAMU, DINAPEN, INNFA, the National Council on Children and Adolescents, as well as with the employers' sector, workers' organizations, national and international NGOs and associations working on this issue.

With respect to the project activities and budget

It should be mentioned that the scope and coverage defined for the Programme of Support to the TBP was very ambitious, specifically with regard to the goals and the implementation period. The timeline and, basically, the limited budget, appeared as a barrier for achieving the expected results. Furthermore, it should be considered that the dollarization process that took place in the country because of the currency change produced a cost increase and, hence, at the standard of living, which had a direct impact on the budget for the project, in spite of being formulated in U.S. dollars.

The decision of adding an addendum to the project has been a fundamental variable. This has not only allowed to carry out a revision of the original document together with the Lima Sub-regional Office and the project team, aiming at adjusting or including activities, goals, budget and timelines, but also to include the strategies and actions related to the issue of trafficking for sexual exploitation or trafficking in persons. This is a problem to which the Ecuadorian Government is at present giving priority attention.

Furthermore, the addendum outlines a clear conceptualisation and an exact identification of Government and civil society actors, as well as the roles they must comply within the strengthening of the national system for the protection of children and adolescents, to eliminate the WFCL and CSEC.

In this respect, the approval of the addendum for extending the project until July 31 2008 will allow the implementing team to have a greater interrelation not only with the Governmental sector to continue strengthening the institutional or normative juridical framework, but also a greater sensitisation of civil society (workers, employers) so as to build and consolidate intersectoral cooperation mechanisms, with a shared approach in favour of the elimination of the WFCL and CSEC.

It is important to highlight that since its commencement the project has been promoting the tripartite perspective, the main characteristic of the International Labour Organization ILO. In this respect, the formulated addendum follows the same direction, geared to consolidate the relationship among the Government, employers' organizations, workers' organizations, and, furthermore, it includes the NGOs for the elimination of the WFCL and CSEC issues.

Another important issue on the project initial design is the detailed description of the activities for the whole implementation time. The specificity of start and end dates, budget and objectives do not allow for much flexibility in the project implementation, apparently becoming a "forced way" generating difficulties to fully comply with what was planned in the original proposal. In this regard it was found that the revision and reformulation of the original project document for better responding to the socio-political and economic situation taking place in Ecuador was belated. The implementing team itself recognizes that the project adjustment could have been done months before, following the procedures established by the ILO.

With respect to the gender approach in the project design

The targets and the definition of the direct beneficiary population clearly differentiate boys from girls, adolescent men from adolescent women, and even the formats for the project monitoring or progress reports foresee this differentiation. Nevertheless, despite of this differentiation, it is found as a limiting factor that the project has not been able to include the gender approach in a crosscutting way. Such an approach must cover the whole project proposal starting from its design to its implementation.

This weakness has been identified by the project implementing team. To solve this restriction the team has established coordination with the officer responsible for gender issues of the ILO Lima Sub-regional Office. The first proposals aim at undertaking training activities on the approach for the professional and technical team, as well as the definition of a budget line to allow promoting the approach in the planned activities of the project.

It is important to mention that the project is linked to the National Council of Women CONAMU – entity that fosters the Table for Gender, Poverty and Employment together with the Municipalities of Ecuador – from which efforts could be channelled for including the gender issue towards the elimination of child labour and commercial sexual exploitation, as well as for taking advantage of the initiatives that the International Labour Organization is implementing on the issue through the responsible area.

The incorporation of the gender focus in the project should help to better understand if there are different effects and impacts in the quality of life of working boys and girls.

An element of great importance is that development projects should contribute to the transformation of the patriarchal system, which causes social exclusion in the field of education, health, recreation, etc. It is probable that the girl reproduces the patterns of social behaviour of mothers or women in the community, who are expected to comply with a triple role: productive, reproductive and communal. This causes a negative effect in the social and personal development of the women.

This type of analysis is totally absent in the project, the girls and boys are treated equally in the focus and strategy of the project. They are being differentiated only by biological aspects which are translated into the quantification of targets and indicators (number of girls and boys).

On the other hand, the gender focus does not mean that boys and girls are together in the same project. The gender focus can be incorporated in projects that work exclusively with women and no men, and vice versa. This decision depends on the type of problem that needs to be resolved.

In the case of CSEC, the social sector that is mostly affected are girls, according to the data of the diagnosis of the project and the information and experiences on a worldwide basis. Therefore, emphasis is put on this social sector (girls), without neglecting of course the boys that are affected by CSEC. Something similar happens with the theme of family or domestic violence. At a psychological and physical level, evidently the most affected sector are women and this is the reason why greater efforts should be put in this sector; without putting aside that these problems also affect men, but in a smaller proportion. The historic pattern of these problems signalizes how the problem is prioritized and tackled.

In the case of the IPEC project it is necessary to do the above differentiation and discuss these issues. The theoretical framework should start with the question if child labour in CSEC equally affects boys and girls; and the differences in the effects and impacts related to social and personal development of Ecuadorian children.

With respect to the baselines carried out in the project

The baselines carried out were not part of the original design of the Project of Support to the TBP; these were implemented subsequently. Nevertheless, it is important to mention that these were one of the first activities performed. They intended to make known the initial situation of the problem that is attempted to be solved through the project.

From the viewpoint of the implementing team and the different actors interviewed, it has been found that neither did the baselines have enough methodological rigour nor the necessary supervision to make sure that the consultants responsible for doing them would submit a document in accordance with the characteristics and demands typical of this type of instrument. The baselines did not have, as a main design benchmark, the objectives, targets and, mainly, the indicators of the project. In fact these baselines correspond to a general diagnosis of the child labour problem.

The information generated through these baselines generated a stress situation in Ecuador because the information leaked and became public knowledge, which generated opinions that brought as a consequence conflictive perceptions among employers, workers and Government actors. All this placed the Project of Support to the TBP in a delicate position. This situation translated into a first tense coming together of the project with employers' organizations on one hand and with

Government agencies and workers organizations on the other. Despite of this, the project was able to modify this situation conciliating interests and expectations. It managed to start building trust links and strengthening synergies among actors, achieving a legitimacy in its role as promoter and facilitator of consensus on WFCL and CSEC issues.

With respect to the SPIF

The original project design included the use of an instrument for impact-oriented strategic planning. This tool aims at identifying the expected changes and results, linking them with complementary interventions or actors related to the project. In this respect, the project document provides an analysis of the real situation and the context at the time of project design. However, due to the fact that the design was drawn up approximately two years before its implementation, the analysis to a certain extent lost its power, due to the instability and the political and social changes that happened during the latter years in Ecuador.

On the other hand, neither did the project team carry out any revision or adjustment of this tool, nor has it been used to draw up the addendum. This means that the project is not acquainted with the use and application of the SPIF.

With respect to lessons learned or to good practices

The International Labour Organization has among its guidelines the inclusion of lessons learned or good practices in project design and implementation. The original document of the Project of Support to the TBP does not explicitly state that it has included previous experiences from other countries; because there are no reference notes or information in the Annexes section to allow evidencing the inclusion of lessons learned. Nevertheless, due to the experience of the ILO in the framework of its IPEC programme and the work that projects are carrying out worldwide, it can be assumed that the definition of the strategy in the project design could have been made following the example of other similar experiences.

It is important to mention that the project is promoting the inclusion of previous successful experiences that will contribute to achieving sustainable results. In this respect, for the definition of Action Programmes in strategic objective 2, we could mention the formulation of the Action Programme for the banana sector, which includes the lessons from the experience on eliminating child labour in the mining sector of Bella Rica in Ecuador.

About Project Management

An important aspect to be highlighted related to the administrative, financial and programmatic management of the project is that it counts on regulations, procedures and management instruments clearly defined by ILO Headquarters and ILO Regional Office. They are all published on line through the internet. This contributes and facilitates the decision-making for the efficient management of the project.

The project team realizes the advantage of keeping an open channel of communication and coordination with Geneva and the Lima Regional Office. The definition of competences and programmatic and financial responsibilities are clearly defined. In this respect, political and structural decisions related to the project and the donor are directly coordinated with Geneva. The Lima Regional Office is a link and an important

support in programmatic, administrative or financial aspects, according to the requirements that the project sets forth or according to the proposals that the Regional Office considers important.

With respect to the administrative-financial aspect:

With regard to the financial aspects there is a smooth-running communication and coordination between the Lima Regional Office and the project in Quito, Ecuador. The project is strengthened as it has a professional team (programmatic and administrative) that has had previous experience in the mining project of the IPEC programme in Ecuador. The knowledge that this team has on financial aspects, procedures and formats for planning, implementation and control of expenditures has allowed a quick handling and an adequate response by the Project of Support to the TBP, as well as by the Lima Regional Office.

It is important to take into account that the project has started the implementation of three Action Programmes as from January, May and June 2005, which means that it is still in the initial implementation phase. In consequence, there is a still limited demand related to clearing of accounts, provisions, funds transfer, and other aspects related to financial management.

The financial-handling tool IMPREST of the project guarantees a dynamic expenditure implementation corresponding to the planned actions of the project, in coordination with the Lima Regional Office. The use of the IMPREST system is done through payment authorizations that the Regional Office issues through External Payment Authorization – EPA.

On the other hand, cash clearing by Action Programmes every three to four months foresees the provision of an additional month for planning activities and the respective budget, which allows the implementing agencies to count on resources during the time the revision takes place and the approval of the corresponding cash settlements (a maximum of a month); before the Lima Regional Offices makes the new disbursement for the following period. This guarantees that the project and its Action Programmes can count on necessary funds to continue with their timely intervention.

The project director and team have a clear understanding of the facilities and limitations regarding the administrative and financial issues established in IPEC, that have a direct link with the Project of Support to the TBP.

With respect to the programmatic aspect (technical-operative)

The Lima Regional Office has played an important role in advisory service and technical assistance that it has provided and continues to provide to the Project of Support to the TBP. This support has mainly been on: i) the revision of the original project document for adjustment or inclusion of activities, indicators, targets, budget, periods of implementation, etc., ii) drawing up of the addendum, iii) training and design of the project monitoring system and Action Programmes, iv) definition and organization of the intermediate evaluation, and v) specific advisory services that have contributed to the adequate elaboration of submitted reports.

The progress reports to be submitted by the project to Geneva each semester demand more quantitative than qualitative information. This is where the project team finds the format difficult to use, because even though the formats are designed to request numerical data differentiating boys, girls, type of services provided, as well as process

information, it considers that the section corresponding to qualitative information does not allow to present results or achievements in its real dimension. Nevertheless there is the opportunity for the team to present this information since the format of the progress reports does provide the possibility of including qualitative information.

The Action Programmes also submit Progress Reports on the quantitative and qualitative information of the project. This includes the possibility of including narrative information for each of the numeric matrixes, allowing hence a greater back-up of the goals achieved. Nevertheless, it is complicated to consolidate and include the qualitative information of each Action Programme in the technical progress reports of the project (Technical Progress Report) that are submitted to Geneva and, consequently, to the donor.

Regarding the reprogramming or adjustment of project activities and goals, these should be promoted by the implementing team based on their experience and knowledge of the dynamics and local situations. To this effect, it is important to foresee the timely use of mechanisms and procedures established by the ILO and the donor, with the purpose of minimizing possible delays that could be subject to remarks from the donor or ILO Headquarters.

Regarding the institutional structure and the implementation capacity in the project.

The organisational structure of the project is based on teamwork with a division of functions into two large management areas. The first corresponds to a small operational nucleus dedicated to advocacy and head functions carried out by project management on the one hand, on the other the tasks of monitoring, evaluation and technical assistance for financial planning; this is in charge of professionals and a team of consultants according to the thematic area of the project.

This management area is directly related to component 1: strengthening of the institutional framework. In this sense, the relation with business institutions and with government entities is assumed by the first level of the institutional structure.

The second management area corresponds to Action Programs (APs), who have the main purpose to eradicate the WFCL and CSEC (component two of the project). This management area is part of the institutional structure of the project and is visualized mainly through the tasks of monitoring, evaluating and programme technical and financial assistance. Nevertheless, the programme and administrative framework of the APs have an autonomy based on procedures established by the program IPEC/ILO.

These procedures and regulations offer the implementing agencies of the APs degrees of responsibility, and they define functions and intervention competences according to objectives and strategies. In this sense functions are divided and communication and coordination mechanisms for decision making in management of APs are established. They must be understood and analyzed as part of the overall organizational system, in which the two management areas depend on each other to achieve the results of the project.

Our impression is that the above structure is coherent and functional to the strategy of the project. At least to the extent in which it has been able to advance in implementation - considering the real start time of the project - the management has adapted to the challenges of socio-political reality in Ecuador. It should be underlined

that all interviewees (private and public sector) appreciate the form of work of the project of Support to the TBP in terms of management and in the establishment of trustworthy relations amongst project stakeholders. This has generated favourable conditions for the viability of the project, especially regarding the strengthening of the institutional framework.

IV. Main findings regarding project performance: relevance, effectiveness, sustainability and efficiency

This intermediate evaluation aims at finding out the effects and impacts achieved after almost one-and-a-half-year implementation. To this effect, the criteria are: i) relevance towards the problem and needs of WFCL and CSEC in Ecuador, ii) effectiveness regarding results achieved in the process, iii) sustainability in time and iv) efficiency to analyse the results with respect to the resources used.

The findings of the evaluation are given below, taking into consideration the aforementioned criteria and the two objectives of the Project of Support to the TBP in Ecuador.

4.1 Relevance:

The project aims at attending a real problem of child labour and commercial sexual exploitation that is evident in Ecuador. The objectives and strategies allow to respond adequately and according to this situation. That is how the strategy of promoting and strengthening an institutional framework as an initial phase to achieve the elimination of WFCL and CSEC has been basic, taking into consideration not only the political and social instability that has taken place and, to a certain extent, still takes place in the country, but also the international demands related to these issues that have placed Ecuador in a situation of concern.

These political and international trends have allowed, on one hand, an opening for working on the issue by the Government, considering the continuous political changes as a limiting factor, and, on the other hand, the favourable response from the employers' sectors, workers' and civil society organizations to commit themselves in carrying out coordinated work to solve these problems. It is important to mention that all these public and private actors have different opinions on the subject; however, this has up to now not been a difficulty for building and generating the synergies that the project has been promoting and continues to promote as part of its strategy. This will allow the formation of the national system for the protection of children related to the elimination of child labour and commercial sexual exploitation.

This is evidenced not only by intersectoral committees on behalf of the Government, interinstitutional networks, social fora such as tripartite bodies, agreements or conventions, but also by the inclusion of trafficking for sexual exploitation – a problem that is considered as a national priority – in the addendum which is being negotiated for extending the Project of Support to the TBP.

Another aspect to be highlighted is the clear identification of the corresponding actors or entities for the elimination of the WFCL as well as CSEC. This has been the result of the work performed during this period, which has allowed to improve the intervention strategy, explicitly differentiating, in the first place, WFCL and CSEC issues; and, in consequence, the way of tackling them to overcome the problem. The clarity in focusing on both issues is evidenced in the addendum for the new phase of the project, specifically in the basis for the intervention strategy of both objectives.

4.2 Effectiveness

This section sets forth the results obtained in terms of effects and impacts according to the strategic objectives of the project. For a better understanding, this section has been drawn up according to the findings as per each of the following objectives:

Objective 1: Strengthening of the Institutional Framework

Objective 2: Elimination of child labour and Commercial Sexual Exploitation of Children

Objective 1: Strengthening of the Institutional Framework

The results obtained with regard to the strengthening of the institutional framework are grouped under three components: i) sensitisation and commitment of actors working on the elimination of the WFCL and CSEC issues, ii) elimination of the worst forms of child labour; and iii) elimination of the commercial sexual exploitation of children.

i) Sensitisation and commitment of actors working on the elimination of the WFCL and CSEC

The strategies and actions carried out by the project to achieve the approach and sensitisation of the Government actors (various entities) have been fundamental. In this way the relationship with the Ministry of Labour, CONEPTI, employers' and workers' organizations, and NGOs for the issue of elimination of the child labour; with the Interinstitutional Committee of fight against CSEC formed by the Ministries of Government, Education, Health, Tourism, the Prosecutor's Office, the National Council on Children and Adolescents – NCCA, CONAMU and the INNFA, allows to strengthen a joint position and approach to tackle the worst forms of child labour and sexual exploitation.

This approach has not only promoted the commitment of actors, but has also achieved that the Government, through its corresponding agencies, recognizes child labour and CSEC, hence facilitating the generation of public policies in favour of the rights of boys, girls and adolescents.

It is important to highlight the approach with the employers' and workers' organizations and NGOs, associations or networks which have experience on these issues. A result was the creation of synergies and the possibility of a concerted action among them together with the Government, aiming at building and strengthening the institutional framework for the child protection system defined in the Code for Children and Adolescents.

On the other hand, the project recognizes the partnership role of NGOs as regards the project, based on their human capacities and financial resources, which contribute to the institutionalisation process. For this reason, the participation of this actor is important in spaces such as CONEPTI and the Interinstitutional Committee for fighting against the sexual exploitation of children, by not only having a voice but also the right to vote. In this respect, the project encourages and strengthens the participation of NGOs in this political framework, emphasizing their role based on their technical capacities, experiences and, especially, because of their commitment on the elimination of the WFCL and CSEC issues and their direct application in the intervention field.

The activities of sensitization and training contributed to building a homogeneous approach on child labour and CSEC issues among all participating actors. Although there had been a political and social basis on the problems that the different public and private actors had agreed upon, there was no live interrelation that allowed a coordinated work on the elimination of the WFCL and CSEC. Instead there were isolated and unlinked actions under the same approach, with little possibility of impact and sustainability.

It should be highlighted that in the coordination process of different actors, some of them are greater or lesser involved and engaged than others. At the local level it is found that the governmental bodies have a greater opening to work directly on the elimination of the WFCL and CSEC. At the national level, although the Government has the commitment of including these problems in the public policies, there are still barriers that should be overcome and that are mainly the result of the political instability of the country. This is a contingency that the project has to tackle with. This leads to the fact that policies are applied in accordance with the will and interest of the governors on duty, which jeopardizes the institutionality of the protection system for children and adolescents.

To this effect, the Project of Support to the TBP has promoted and is still promoting the strengthening and the legitimacy of entities such as CONEPTI and the Interinstitutional Committee for fight against CSEC, where several Government and civil society actors seek for consensus. These entities are on a consolidation process that implies the definition of structures, normative and regulatory frameworks, drawing up of national plans, intersectoral plans, among others, mainly aiming at their social and political recognition as spaces of exigibility and surveillance for the compliance and sustainability of policies and standards that are being formulated on the elimination of the WFCL and CSEC.

In this respect, the Project of Support to the TBP plays an important role because in the case of CONEPTI, it is supporting the institutional autonomy process promoted by the Ministry of Labour, starting with the provision of funds for the technical secretariat and a team that may allow to make its performance viable as well as the role it plays on the child labour issue. In contrast, the Ministry of Labour is engaged in supplying a space or an adequate facility as well as the basic resources to allow covering fixed costs of maintenance, electric supply and other expenses. Likewise, the Ministry is taking the initial steps towards the Ministry of Economy looking for the possibility of assigning a budgetary line to CONEPTI.

In the case of the Interinstitutional Committee for the fight against CSEC, the project has assigned a full-time professional to facilitate and promote the drawing up of a Participative National Plan Against the trafficking in persons for sexual

exploitation, illegal trafficking in persons and sexual exploitation of children. This goal is assigned to the technical secretariat of the committee.

The project has foreseen the design and implementation of an intersectoral information system on child labour and CSEC, to allow the monitoring of the achieved results on these issues. In this respect, the actions of the Project of Support to the TBP have been basically focused on the sensitisation and generation of commitments to warrant the participation of actors from Government as well as from the civil society.

The interest of the actors involved in the project is based on the knowledge they have on the information system and the commitment to participate in its design and implementation. This information system, although it is being fostered by the project, is an instrument to be implemented by CONEPTI. It is based on the information that it will gather from different sectors and actors related to the issue on elimination of the WFCL and CSEC. However, it should be pointed out that some actors are more convinced than others about the usefulness and contribution they will provide to the system. In this way the social fora, CONEPTI, CONAMU, DINAPEN, INNFA, NGOs openly express their engagement to participate, while the employers' and workers' organizations are somewhat reluctant regarding the way in which the information obtained through the system would be handled and used.

ii) Elimination of the worst forms of child labour WFCL

One of the thematic lines which the Project of Support to the TBP stresses is the elimination of child labour, which should count on an institutional framework to allow the sustainability of the achieved results through the coordination of various public and private actors.

In this respect, the project has allowed the building and strengthening of the necessary links within the Government as well as with the civil society (employers, workers, NGOs) so that through coordinated action they may be able to join efforts for working on the WFCL issue. Some examples are given below: i) the space that CONEPTI is gradually achieving as an autonomous entity, with the support of the Ministry of Labour, ii) the constitution of the banana and flower-growing social fora that count on the participation of the employers' besides the workers' and the civil society organizations. These fora are part of CONEPTI, iii) the constitution of local interinstitutional networks to promote the elimination of child labour and to assume an active participation in the implementation of Action Programmes.

These results are supported by the political decision of the Ministry of Labour to give institutional autonomy to CONEPTI and to approve the National Plan for Elimination of Child Labour, with the final deadline of July 29th, 2005. This lays the foundations for the institutionalisation process in the framework of the protection system for children and adolescents. Likewise, CONEPTI is aiming to get more legitimacy to be recognized as the entity that allows gearing and channelling the different initiatives in the country on the elimination of the WFCL. This is an aspect that we still consider under way and the project must continue supporting.

On the other hand, the inclusion of the child labour issue in the National Ten-Year Plan for the integral Protection of Children and Adolescents, as a policy with respective goals and strategies, is a result of the efforts carried out by the Ministry of Labour and the Project of Support to the TBP. This plan was drawn up by the National Council on Children and Adolescents – CNNA, the highest body in public policy issues regarding the rights of the children. It recognizes CONEPTI as one of the responsible entities within the Decentralized National System for the Integral Protection of Children and Adolescents with regard to the elimination of child labour.

It is necessary to emphasize that the first versions of the Ten-year National Plan of Integral Protection for Children and Adolescents did not explicitly include the problem of child labour. This was mainly due to the focus on the rights of boys, girls and adolescents, which marked the elaboration of this plan.

However, the project must continue supporting the strengthening of the coordination and linkage mechanisms between CONEPTI and CNNA, in order to minimize possible problems of communication and/or information handling which, in certain cases, may lead to wrong perceptions on the duplication of efforts, or superimposition of competences and roles.

With regard to workers' organizations linked to the project, an important achievement is the agreement on the child labour policy that was approved and signed among the five workers' organizations of Ecuador. This was due to the sensitisation and coordination work performed by the Project of Support to the TBP. This has allowed the actors to take the same approach on the issue, despite their political differences. Likewise, it has promoted participation in the social fora together with employers, which shows a real opening and will for concertation and combination of efforts, each based on own competences and roles. Nevertheless, the workers' organizations recognize their need to continue strengthening their capacities on the issue, for which the support that can be received from the project is fundamental.

Finally, the level of awareness in the banana and mainly in the flower-growing sectors must be highlighted. In the case of the flower-growing sector, this is shown in the institutional decision of Expoflores – “Asociación de Exportadores Florícolas del Ecuador” (Association of Flower-Growing Exporters of Ecuador) – to include within its policy guidelines the criteria of child labour elimination and of environment in production and trading processes. An example is the implementation of the “Flor del Ecuador”. It consists of a quality certification programme which foresees the aforementioned criteria as a requirement that the producers, who are members of Expoflores, must comply with to continue participating in this sector.

Likewise, the participation of Expoflores and CORPEI - Export and Investment Promotion Corporation - in the flower-growing and banana social fora is another evidence of the commitment and awareness on the elimination of child labour, combined with the open attitude to negotiate and coordinate with workers' organizations. These achievements may be attributed to the management of the Project of Support to the TBP.

These changes in the banana and flower-growing business related to the eradication of child labour were not exclusively due to altruistic principles and values. It is evident that these changes are supported by financial interests. The

certification process in the export system and quality indicators require production and marketing processes that respect the rights of people and of the environment. Therefore, the business sector was obliged to incorporate the social responsibility focus in its business and investments.

iii) *Elimination of commercial sexual exploitation of children CSEC*

As the project promotes the strengthening of an institutional framework favouring public policies on the issue of the elimination of child labour, it also foresees to create or strengthen the institution related to the issue of commercial sexual exploitation of children.

In this respect, the Project of Support to the TBP is carrying out the coordination and strengthening work jointly with the Interinstitutional Committee against commercial sexual exploitation, trafficking for sexual exploitation and trafficking in persons. This Committee is constituted by the Ministry of Government, Ministry of Education, Ministry of Health, Ministry of Tourism, Public Prosecutor's Office, National Council on Children and Adolescents, National Council of Women – CONAMU and the INNFA. The Committee, as a competent entity in these issues, has the mandate of designing in a participatory manner the National Plan against Sexual Exploitation of Children, Trafficking for sexual exploitation and Trafficking of persons. This plan includes the gender as well as the human rights approach.

The Project of Support to the TBP is supporting and facilitating the participatory design of the plan, promoting the clear definition of objectives, strategies, competences and roles among the actors, contributing to the strengthening of the respective institutional framework. This support is provided by hiring a professional who is in charge of promoting the process within the technical secretariat of the Committee, as well as an expert on the CSEC issue as part of the project implementing team.

It should be stated that once the National Plan against CSEC, trafficking for sexual exploitation and trafficking in persons is designed, the project has identified the need to promote its implementation in the framework of the national system for the integral protection of children and adolescents. To this effect, the consolidation of this Committee as the responsible intersectoral body will be a challenge for the future.

It is important to mention that within the members that make up the Interinstitutional Committee there does not yet exist a common approach in the way of tackling and solving the problem of commercial sexual exploitation of children. This is due to its social complexity, an aspect that is being dealt with by the professionals of the project in charge of the CSEC issue.

Another achievement of the project is related to the mapping of local capacities at the country level that was carried out in coordination with CONAMU. This mapping has allowed to identify and differentiate NGOs, children shelters, associations or programmes that are working on the CSEC issue. This information allows to provide more criteria for designing the intervention strategies, it has been and continues to be circulated among the different actors. This information has been used, besides others, by the Project of Support to the TBP for the definition of the Action Programme on CSEC, which is under implementation in Machala, Ecuador.

The project has had a direct relationship with CONAMU, the council that constitutes the Interinstitutional Committee of fight against CSEC, not only through coordination for drawing up the National Plan, but also for the preparation of the mapping study. In this respect, the instability of some of the CONAMU members is seen as a weakness, mainly regarding sectoral representatives (Ministries), because these rotate according to political changes. This entails the need to restart the processes that have already been worked upon, such as information, sensitisation and recognition of the achieved progress on the CSEC issue.

Another actor with regard to CSEC is DINAPEN, the police specialized in boys, girls and adolescents, which depends on the Ministry of Government and works nationwide. Training and sensitisation carried out on almost 250 officers at national and local level have allowed to strengthen the knowledge they had on the issues of child labour and commercial sexual exploitation of boys and girls.

The results obtained through training and sensitisation were not only related to achieving a shared and homogeneous approach on the issue, but also to recognize and prioritise these issues by DINAPEN at national as well as local levels. This lays the foundations for the implementation of CSEC Action Programmes by the project, which need the coordinated action among DINAPEN, NGOs, the Public Prosecutor's Office, INNFA, the Ministry of Health and the organized civil society.

Despite the results achieved from the training activities, there is a request from DINAPEN to continue more in depth the capacity-building processes, mainly at local level, and also to include the community police.

One restriction found in DINAPEN is related to the coordination and communication mechanisms, still inadequate, between the national level and the local or cantonal offices. Although there is a shared awareness on the issue, there is no efficient linkage between the national and local levels, mainly with regard to the legal aspects (application of the Penal Code, relationship with the Public Prosecutor's Office) and the social aspects (coordination with NGOs or other relevant bodies); to intervene effectively in the elimination of CSEC. In addition, there are several deficiencies and difficulties that limit the intervention capacity of DINAPEN, among which we can mention the following: personnel requirement, training, specialization, logistics resources, materials, etc.

Therefore DINAPEN at the national level has more restrictions to intervene efficiently in the elimination of CSEC. This is due to: i) the recent approval of amendments to the Penal Code that categorize the commercial sexual exploitation of children as a crime, ii) the fact of not having the knowledge or adequate capacities to work on the issue, and iii) the inexistence of spaces to protect girls or adolescents who have been withdrawn from sexual exploitation rings.

It is important that the project foresees the support or strengthening of some mechanism or strategy that allows to solve the inexistence of spaces to temporarily protect girls who have been withdrawn, while their reintegration into a social or family environment is sought. This is not only a limitation of the actions carried out by DINAPEN, but also of the Action Programmes on the CSEC issue.

Objective 2: Elimination of child labour and commercial sexual exploitation of children

The Project of Support to the TBP has defined as a strategy the implementation of Action Programmes⁵ on the elimination of child labour and commercial sexual exploitation of children. So far the following APs are under way:

- Programme on the prevention and elimination of commercial sexual exploitation of children in Machala.
- Programme on the gradual elimination of child labour in the flower-growing sector in Cayambe and Pedro Moncayo.
- Programme on the prevention and elimination of child labour in the banana production of the cantons of Guabo and Pasaje.

The project has started implementing the first Action Programme on CSEC in January 2005 and, subsequently, in May and June, it has started implementing the APs corresponding to the flower growing and the banana sectors.

The decision made by the implementing team to start the implementation of the APs after achieving some progress in the institutional framework referred to objective or component 1, has been coherent with the criterion of sustainability that should underline all results or effects achieved through direct action.

Therefore, the activities that oriented the efforts at the beginning of the project sought to constitute and/or strengthen concertation networks or entities such as the flower-growing and the banana social fora, CONEPTI, the Interinstitutional Committee of fight against CSEC, as well as the visualization and recognition of the problem by different public and private actors (employers, workers, NGOs) and, finally, the demand for intervening in these issues with a shared and homogeneous approach.

This facilitated the selection of implementing agencies for the APs, because it was based on the previous identification of different actors that had participated in the sensitisation and concertation processes carried out in the framework of objective 1. Therefore, from the beginning, the project looked out for actors with more capacities, but who also had the conviction of working jointly on the elimination issue and were somewhat involved in the synergies-building process promoted by the project. Likewise, the use of the guidelines established in the POM (Program Operation Manual) helped the project team in the evaluation and selection of the implementing agencies.

With respect to the Programme on prevention and elimination of commercial sexual exploitation of children in Machala

This programme started its activities in January 2005, under the responsibility of the "Fundación Quimera" (Quimera Foundation) with the head office in Machala. Due to the fact that the programme has been in implementation for more than six months, it evidences greater progress.

⁵ Hereinafter APs

In the framework of this AP, there is a strengthened and coordinated network which includes the Government through the Municipality of Machala, DINAPEN, Public Prosecutor's Office, INNFA, Ministry of Social Welfare and Ministry of Health, the Community Police and the civil society such as the "Hogar María de la Paz" and Youth Organizations as "La Aurora", "Fortaleza Nuevo Siglo" and "Fundación Quimera". This interinstitutional network aims at eliminating the commercial sexual exploitation in minors in Machala, in the Province of El Oro.

The AP already has quantitative data on the progress of its targets, by withdrawing adolescents who are temporarily housed in the "Casa Hogar María de la Paz" and others who are reintegrated into their families. These figures include eight (08) rescued adolescents who received emotional support for their reintegration, eleven (11) adolescents withdrawn from CSEC, twenty (20) adolescents identified and in the process of being withdrawn, and three hundred and six (306) students from twelve (12) schools who have attended workshops on the CSEC issue. For more details on the results obtained by this AP, see the Annexes section of the summary report received by the implementing agent.

It is important to mention that the lack of places for temporary protection for these minors makes the process of elimination of sexual commercial exploitation of children more difficult. Currently, the Action Programme has obtained temporary support from the "Casa Hogar María de la Paz" to house CSEC victims withdrawn by the programme. However, this is a centre for girls who have committed a misdemeanour or crime, girls or adolescents who necessarily require a different type of therapy and support for their reintegration into society, unlike the process or emotional, psychological and educational support that CSEC victims must receive. In view of this problem, the Project of Support to the TBP is considering the definition of some mechanism to overcome this limitation, not only for implementing this Action Programme but also in the framework of the national system of integral protection of children and adolescents.

On the other hand, the commitment and effort made by the different actors in the AP must be highlighted. In this respect, it is found that the local DINAPEN complies efficiently with its role of intervention, in close coordination with the Public Prosecutor's Office, the "Fundación Quimera" and the "Hogar María de la Paz".

However, the coordination between the national and local DINAPEN is many times limited and does not allow to satisfy the local needs timely, taking into account that the issue of sexual exploitation is not restricted to a single territory but there are mobile criminal rings that often go beyond the AP's field of action. That is where coordination between DINAPEN and the Public Prosecutor's Office, and between Cantons or Provinces and the national level entities becomes essential. In view of this problem, the project has foreseen the inclusion of a professional in the team, as a coordinator on CSEC for supporting the AP in different aspects. One aspect is the promotion of the coordination and linkage between the national DINAPEN and its local entities.

Likewise, the prevention action of the AP must be highlighted, the work of the youth organizations like "La Aurora" and "Fortaleza Nuevo Siglo", young leaders who have been sensitised and are trained for prevention actions in schools on the CSEC issue. In the framework of the project, these youth organizations have attended training workshops where they learn about the prevention actions they must carry out. Thirty-seven young leaders were trained in the prevention and support on the CSEC issue in hazardous situations.

The AP has carried out a series of prevention activities such as a logo competition for the sensitisation campaign against CSEC, among 75 students from the “Colegio de Artes Matilde Hidalgo”, which is an open house for the exhibition of these logos, videos, talks for young students and members of the youth groups, including the ones from the rural area, training for 62 teachers – who give advice in 10 high schools and 1 primary school on the CSEC issue and the production of educational material distributed in the local media.

Finally, it is important to highlight that at local level, the protection system for children and adolescents is being strengthened through the prominent role played by the Machala Network. Thus, the efforts and results achieved are attributed to the interinstitutional network, contributing to the strengthening of the institutional framework that should exist at local level, and, hence, disappearing possible prominent roles played by some members of the network.

With respect to the Programme of gradual elimination of child labour in the flower-growing sector

The AP on the flower-growing sector has started its activities more than a month ago, having as intervention area the cantons of Cayambe and Pedro Moncayo in Quito. The implementing agent of the AP is Expoflores – a nation-wide Association of Flower Producers and Exporters. For the implementation of the Programme has a professional and a technical team, as well as the direct intervention of the Flower-growing Social Forum, an entity that has been strengthened by the Project of Support to the TBP.

It should be considered that the AP is at the initial implementation phase; in this respect, the progress achieved to now is basically shown in the identification of the intervention areas and their corresponding target populations; as well as the contacts and relationships established with actors of the cantons of Cayambe and Pedro Moncayo.

In the canton⁶ of Cayambe there has been established a direct coordination with the Municipality and the interinstitutional network existing in the area which is made up by the INNFA, the Educational Directorate of the Municipality, NGOs, the SOY CARE⁷ Project, the Project of Plan Ecuador- CCF and PMT, an entity that is part of the local system for protection of Children and Adolescents. The interest and commitment of these actors for working jointly in the framework of the Action Programme is a factor that could contribute to the sustainability of the expected effects and impacts.

In the canton of Pedro Moncayo, the AP of the flower-growing sector has established coordination with the Patronage of the Municipality, the local head office of Expoflores, the “Corporación de Floricultores Tabacundo” (Flower Producers Corporation of Tabacundo), INNFA, the NGO CEDIT, the Bilingual Educational Directorate, the Youth Municipal Office and the Ministry of Health; achieving the creation of a network for supporting the implementation of the AP.

⁶ Name given to the town or district made up by a group of parish churches or housing developments.

⁷ Project from the consortium CRS, CARE, Save the Children and the Episcopal Committee financed by USDOL as donor. The project seeks to strengthen a quality educational proposal in excluded areas of the country and the elimination of child labour.

This network is in the initial process before starting the implementation of actions. One of the first activities is about promoting and sharing the approach on the elimination of the WFCL.

Likewise, it has been achieved to define in a concerted way among the different local actors a municipal ordinance for the creation of the protection system for children and adolescents at local level, which includes the elimination of child labour as priority. This ordinance is ready to be passed during the next Meeting of the Cantonal Council for children. It should be mentioned that this outcome is due to the efforts promoted by the Flower-Growing Social Forum, various organizations that intervene in the area of Pedro Moncayo and the Patronage of the Municipality.

Finally, the networks of Cayambe and Pedro Moncayo have a clear knowledge on the strategy promoted by the Project of Support to the TBP. Both actors agree with the AP on the need to strengthen the cantonal councils for the children and adolescents, the cantonal meetings for their protection, as well as the attention networks mainly on the elimination of child labour in the flower-growing sector.

With respect to the Programme on gradual elimination of child labour in the banana sector

The AP of the banana sector is being implemented as from June 2005. It has as implementing agency, the NGO “DYA Desarrollo y Autogestión” and its intervention area covers the provinces of Guabo and Pasaje.

As in the flower-growing sector, the awareness of the employers’ sector on the issue must be highlighted, mainly in the small-scale banana producers. The recognition of the problem in this sector is one of the results achieved by the Project of Support to the TBP, evidenced by its participation in the Banana Social Forum together with other actors.

The AP is in the stage of identification and recognition of local actors that will constitute the social network in which the intervention will be supported. To this effect, it has defined as a strategy, mainly, the prioritisation of associations of small-scale banana producers, having an organizational strengthening level and will to work concertedly in favour of the elimination of child labour, such as the “Asociación de Pequeños Productores del Guabo - APPG” (Association of Small-Scale Producers of El Guabo). It is worth highlighting that this Organization – managed by a rural farmer – has a captive export market through the “fair trade” system, strategy that was at first promoted with the cooperation of international NGOs. Currently, the Association supports itself through demands of the banana export that this small-farmer sector generates, with ecological and social production criteria.

Likewise, the AP got in touch with other key actors for the implementation of the programme, including the municipalities of the intervention area, the workers’ organization FENACLE, the Banana Social Forum, CORPEI, the SOY Project, etc.

On the other hand, the AP has a clear identification of the intervention areas and their target population and has started the design and preparation process of the corresponding baselines.

Finally, it should be mentioned that the implementing NGO has a successful and sustainable experience in the elimination of child labour in the mining sector. In this

respect, the intervention strategy defined in the AP is the result of assimilating the lessons learned, adjusted to the situation of the banana sector.

4.3 Sustainability:

In the light of what has been set forth along the report so far, the Project of Support to the TBP is generating basic social and political conditions which if achieved to consolidate them institutionally, could effectively contribute to the strengthening of the National System for the Integral Protection of Children and Adolescents. In this respect, the extension of the Project (Addendum) until July 2008 is a great opportunity. It allows that the level of institutionality achieved up to now may continue its consolidation in the social and political practice of all actors that constitute this protection system, allowing a sustainable and efficient elimination of the WFCL and CSEC (objective or strategic component 2).

We consider that the implementing team has made the right decision in placing emphasis and its utmost efforts in initially developing objective and strategic component 1: strengthening of the institutional framework. The results that are being evidenced show that institutional strengthening can become true as long as the actors continue taking on commitments.

However, this sustainability cannot remain exclusively in charge of one sector, either public or private. All actors have expressed their interest to continue promoting the project proposals, beyond the implementation period of the Project of Support to the TBP:

In the case of the public sector, it participates in the framework of normativity and legality that establishes the codes and juridical documents on the protection of the rights of boys, girls and adolescents. The civil society, employers, workers and NGOs have expressed their interest to continue being alert and watchful that these normative frameworks are complied with. Nevertheless, these sectors should also take action without depending on the Government in order to comply with the roles and commitments they have assumed within this protection system for children. In this respect, as regards the employers, it is highly possible that they continue with this approach, due to the fact that their production and exports are more and more subject to the demands of international trade that requires social and ecologically clean production processes.

In the case of the NGOs, due to their affiliation and commitment on these issues, it can be assured that these will actively participate in the implementation of the protection system, and their sustainability outside the Project of Support to the TBP is really possible. Historically, their background has aimed at considering boys, girls and adolescents as actors with rights and active participants of their own development.

With regard to trade union sectors, it is considered that possibilities for undertaking issues on WFCL and CSEC in a sustainable way are limited, due to other requirements of their own role, which emphasizes labour rights of adult workers, which, furthermore, is very difficult to do in the current political situation because of the crisis of the trade union movement in Latin America. That is why it is worth to highlight the fact that the workers have committed themselves, through a document that was approved and signed by all workers' organizations of the country, to include within trade union policies the elimination of child labour. This is a sign of

the widening process of interests which these trade unions are undergoing, and the contribution they can make to strengthen the role of surveillance regarding fulfilment of political agreements on WFCL and CSEC issues between the Government and the civil society.

All these processes are being promoted and supported by the Project of Support to the TBP as part of the strategy defined for building the institutional framework (objective 1), to allow the sustainability of the achieved effects and impacts with regard to the elimination of the WFCL and CSEC through implemented Action Programmes.

4.4 Efficiency:

There was no financial evaluation to allow knowing the results related to the cost-efficiency of the activities implemented by the Project of Support to the TBP and the resources used. Nevertheless, the activities implemented by the project up to now have been identified together with the corresponding amount spent.

In this respect, we are providing below three summary tables setting out the activities grouped under three variables: i) action programmes, ii) mini programmes and iii) sensitisation and training activities.

Action Programmes under implementation as at July 20th, 2005

Activities of the Programme of Support to the TBP	Area of Action	Implementing Agency	Duration and start date	Achieved targets	Budget allocated
Programme on Prevention and Elimination of Commercial Sexual Exploitation of Children in Machala	City of Machala, Province of El Oro, Ecuador	Fundación Quimera	15-month Agreement signed on December 14th, 2004	11 girls under way of elimination 20 girls detected. 306 students who received prevention. 1 inter-institutional network made up and working.	US\$86,230.00
Programme on Prevention and Elimination of Child Labour in the Banana Activity	Cantons of Guabo and Pasaje, Province of El Oro, Ecuador	“Desarrollo y Autogestión NGO DYA” (NGO DYA Development and Self-management)	18-month Agreement signed on May 3rd, 2005	Collection of baseline data in course. Contacts with local institutions in course.	US\$226,420.00
Programme on Prevention and Elimination of Child Labour in the Flower-Growing Sector	Cantons of Pedro Moncayo and Cayambe, Province of Pichincha, Ecuador	Association of Producers and Exporters of flowers, EXPOFLORES	16-month Agreement signed on May 20th, 2005	Collection of baseline data in course. Contacts with local institutions in course.	US\$ 232,700.00

Mini programmes implementd between January 2004 and July 20, 2005

Mini programmes	Area of Action	Counterpart	Date of Implementation	Budget Allocated
Support to the National System of Labour Inspection of Child Labour in Ecuador: Training to Inspectors	City of Cuenca, Province of Azuay. City of Guayaquil, Province of Pichincha	Ministry of Labour and Employment of Ecuador	December 12th, 2004	US\$5,000.00
Strengthening of Local Capacities for the Implementation of Public Policies on the Elimination of Commercial Sexual Exploitation of Boys, Girls and Adolescents.	City of Machala, Province of El Oro, City of Quito, Province of Pichincha, City of Guayaquil, Province of Guayas, City of Lago Agrio, Province of Sucumbios, City of Manta, Province of Manabí	National Council of Women, CONAMU	October 31st, 2004	US\$ 5,000.00
Drawing up of the Unique Inter-union Agenda against Child Labour in Ecuador	City of Puenbo, Province of Pichincha	Workers' Organization CEDOCUT	December 12th, 2004	US\$ 5,000.00
Sensitisation of the Banana Sector on the Elimination of Child Labour	Banana plantations of the provinces of Los Ríos, El Oro and Guayas	Export and Investment Promotion Corporation - CORPEI	March 17th, 2005	US\$ 2,850.00
1. Building of Commitments with Internet Actors. 2. Families of Girls and Adolescents undergoing Commercial Sexual Exploitation 3. Adolescents undergoing Commercial Sexual Exploitation	City of Quito, Province of Pichincha	“Fundación Niñez y Vida-Tierra de Hombres” “Children and Life-Land of Men Foundation”	April 26th, 2005, under implementation	US\$ 14,920.00

**Sensitisation and training activities implementd between January 2004
and July 20, 2005.**

Actions	Scope of Action	Counterpart	Date of Implementation	Budget Allocated
Inter-union Seminar on Elimination of Chile Labour	Guayaquil, Province of Guayas, Quito, Province of Pichincha, Sangolquí, Province of Pichincha	Workers' Organizations: FENACLE CEOSL UGTE	July and August, 2004	US\$11,000.00
Workshops on the Elimination of the Worst Forms of Child Labour for the National Police of Ecuador.	Quito, Province of Pichincha, Guayaquil, Province of Guayas, Cuenca, Province of Azuay, Riobamba, Province of Chimborazo	The National Police Division for Boys, Girls and Adolescents, DINAPEN. Forum for Children	September, October and November, 2004	US\$7,500.00
National Workshop of Validation of the Plan for the Elimination of Child Labour	Quito, Province of Pichincha	Ministry of Labour and Employment	July 29 th , 2005, to be implementd soon	US\$1,750.00

In the light of the above, we consider that the expense level of the project corresponds to the level of action as well as the assigned budget lines. We have not found any empirical benchmark showing that the project is inefficient with regard to expenses and the decision made on the use of resources.

The team informs us that in some cases certain activities have had a reduced cost compared to the achieved results. For example, the training activities implementd by DINAPEN, the police division specialized in boys, girls and adolescents; which took place in four provinces of the country, achieving to train approximately 250 officers with a total cost of US\$ 7,500.00 for the activities, resulting in a per-capita investment of US\$30.00.

It is important to mention that the project team has a clear knowledge of the financial and budgetary management. It is clear the possibility of increasing the budget to a maximum of 5% of the allocation for activities established in accordance with the requirements that may rise. In this respect, it is carrying out a strict control of the expenses in order to maintain the efficiency of the project.

V. Conclusions, recommendations and lessons learned

This section outlines the main conclusions, recommendations and lessons learned during the process of the intermediate evaluation of the Project of Support to the TBP in Ecuador.

The contents of this section are divided into two parts. The first part corresponds to the design and management of the project, and the second to the implementation level itself.

At the project design and management level

- The project implementing team considers that it had a delay in the decision to revise and adjust the original document. There are mechanisms of communication and procedures established by the ILO that the project team can and should use timely in order to request a modification, postponement or adjustment, when necessary, and according to the technical, operative, political and social conditions that may come up. These conditions are directly linked to the dynamics and development of the country. This should minimize the possible delays in implementing the annual operative plans and, consequently, in achieving aims or outputs of the Project of Support to the TBP.
- The project must include the gender approach in a crosscutting way. In this respect, the gender perspective should include objectives, activities and, mainly, the definition of indicators. It is recommended to establish a greater coordination with the Area responsible for Gender Issues of the ILO, defining a minimum action plan with its respective resources. This should allow warranting the inclusion of the approach in the project and in the network of public and private actors.
- As the team members of the project have not made evident an opinion in favour or against the SPIF, we consider that it would be advisable not to carry out training actions on the methodology itself. Instead, the SPIF should be learned through its own practice; for example, through designing new Action Programmes that the project must implement. To this effect, the technical support that the Lima Regional Office can provide is important inasmuch as it has the necessary experience in using this tool.

The assessment of this planning methodology has a direct relationship with its usefulness in problem solving during proposal design. If it is not used by the team in this context, it is going to be very difficult to include this type of tools in management activities, especially, if, on the whole, this methodology is used by external agents who design the proposals but are not part of the implementing teams.

On the other hand, the SPIF could be used in processes of participatory evaluation with various stakeholders linked to the project or to APs, analyzing the roles and the influence of stakeholders in the implementation of the project. It is recommended, that the implementing team incorporates this tool in internal evaluations carried out with the participation of stakeholders.

- The project baselines must be included in monitoring and evaluation systems. The design of baselines must take into account the objectives, targets and, mainly, the indicators defined in the projects themselves. Likewise, it is pertinent to ensure a rigorous methodology in the preparation of data-collection and sampling-design tools, to allow knowing the real situation of a population through representative and generizable samples; always in the framework of the project intervention.

The baselines are not a diagnosis of situations for projects design, but the definition of the initial situation of targets and indicators of a certain project, for carrying out future comparisons (monitoring and evaluation) to allow knowing the progress or achievements of the project as regards effects and impacts.

- Although the project implementing team considers that the Project Progress Report format gives more importance to quantitative requirements, it is necessary to use the qualitative or narrative options that this format provides to report on processes of the project. In this respect, the team must have the possibility of adding pages or sections to allow describing the processes in its real magnitude, which support the quantitative data.
- The management style of the Project of Support to the TBP should be continued, while improving the communication and coordination mechanisms among the different entities according to competences and functions.
- Finally, the possibility of increasing project resources through the addendum to expand the time for implementation and incorporate new themes such as child trafficking are factors that can significantly favour the achievement of the objectives. In that sense, the addendum will complement the current efforts related to:
 - The extension in time due to the need to strengthen sustainable processes of coordination and mechanisms of intersectoral cooperation, in the effort to strengthen the institutional framework for child welfare.
 - The clarification of the socio-political diagnosis in the identification of actors and their roles in the child welfare system.
 - The incorporation of a new theme, child trafficking, which will expand the scope of intervention of the project.
 - The increase in resources that enables to achieve new goals, to carry out other complementary activities and to enlarge the coverage of the intervention according to the components of the project.

At the project implementation level:

- In the current political situation it has been found that CONEPTI has the best possibilities of becoming an institutional benchmark for the elimination of child labour. It is the right time for the Project of Support to the TBP to further strengthen this entity, especially because the current political authorities from the Ministry of Labour have decided to give autonomy to CONEPTI to approve and implement the Plan for the Elimination of Child Labour, and to look for funds for its operation and sustainability.

It would be necessary that these agreements have the appropriate normative and juridical support, to avoid that this entity be subject to the will and arbitrary nature of the authorities on duty.

- The project must continue to support the strengthening of the coordination and linkage mechanisms between CONEPTI and the National Council on Children and Adolescents CNNA, in order to minimize possible problems of communication and/or information handling that in some cases may lead to wrong perceptions on duplication of efforts, or superimposition of competences and roles.
- The current authorities from the Ministry of Labour express that at CONEPTI's level there should be a balance of power among all participating entities. To this effect, in the first place it is necessary that all NGOs that presently participate not only have voice but also vote in the decisions to be made. However, some of the people interviewed think that it is difficult to define the mechanisms for achieving that certain NGOs may represent this sector and have the legitimacy to lead the interests and demands related to the child labour issue.

We advise to look at the experience in selecting NGOs that presently make up the National Council on Children and Adolescents. We have found that this selection process at national level was implemented with the economic support of the Government. Lessons can be drawn from this experience that are useful and adequate to CONEPTI's situation for selecting the NGOs to make up this entity.

- Continuing with the process that is being developed at CONEPTI's level, it is also necessary to continue with the strengthening of the Social Fora of the Banana and Flower-growing sectors. These spaces have proved to be fundamental benchmarks in the strengthening of the protection system for children and adolescents. Advantage can be taken of the progress achieved in these spaces to warrant, through surveillance, that the agreements reached at the Government and civil society levels will be complied with. In this respect, the strengthening of roles of surveillance and rendering of accounts is essential for the elimination of the WFCL.
- The action of the trade unions must continue to be strengthened due to the interest shown in contributing to the elimination of child labour. Although the workers' organizations think that elimination of child labour will only be possible if the economic and political patterns of the country improve the workers' quality of life; it is necessary to start putting into practice initiatives to help eliminating child labour despite the great economic and political difficulties.

In this context, if the Project of Support to the TBP assesses that certain trade unions have management capacities for implementing projects, an Action Programme should be promoted to contribute to the strengthening of the political will to work on this issue, allowing to consolidate the synergies or concertation of efforts that are currently under way among the different actors involved in the elimination of the WFCL.

- The project has demonstrated a high capacity to get employers, workers, government bodies and NGOs sit at the same table. It must continue strengthening this process by systematizing the lessons from these concertation efforts. It is worth to underline that in spite of the current political instability in Ecuador, the action of public or private actors is oriented to setting up cooperation mechanisms, despite the typical distrust from living in an unstable political and economic context.

This shows that actors can have an autonomous will and practice allowing to overcome the huge problems that instability entails.

Therefore, we can conclude that a series of rules of the game are being generated that look like a shared capital, which is essential for the sustainability of the project and, hence, for the maintenance and regularity of the national system for the protection of children and adolescents.

- The Project of Support to the TBP has started to set up a group of actions for strengthening the mechanisms to allow a more efficient labour on the elimination of CSEC. In this respect, it is necessary that similar to CONEPTI as body responsible for the problem of child labour; for the CSEC issue we should have a similar entity or one of similar hierarchy regarding competences, roles and functions.

The Intersectoral Committee for fighting against CSEC, trafficking for sexual exploitation and trafficking in persons, whose objective is the definition of the National Plan on CSEC, should be strengthened to continue its labour not only through the implementation of the plan but also in the definition of normative proposals referred to CSEC, in the framework of the national system for the protection of children. In this respect, the Project of Support to the TBP must play an intermediary and facilitator role to achieve that this entity clearly defines its position in the national system, its roles and competences. This should reduce the possibility that the natural intersectoral distrusts at public level might generate negative effects that weaken the institutional framework needed to face the CSEC problem.

- The possibility to break up and penalize the mafia groups that sexually exploit and traffick girls and adolescents will mainly depend on the capacities in DINAPEN, the Public Prosecutor's Office and the Judiciary for eliminating this scourge. In this respect, the project must invest in financial and human resources so that this becomes more effective. We consider that the project must work in coordination with the national DINAPEN and its local offices, and not in a separate way, because it has been found that there are real internal problems of communication and coordination between these levels.

It is true that DINAPEN works more efficiently at local level due to the close relationship with other actors involved in the CSEC issue, NGOs, Public Prosecutor's Office, Ministry of Health, Municipality, etc. This has been evidenced in the Action Programme on CSEC that the Project of Support to the TBP is implementing in Machala through a network strategy that strengthens the system for local protection of childhood and adolescence. We think that due to this experience a process of systematisation of the lessons should be started, as a result of the coordination among actors with a common objective. In such a way other towns and, especially, the national DINAPEN might take into account these progresses to sensitise themselves and develop a proactive and affirmative will in problem solving, in spite of the contingencies and restrictions nowadays.

The project must support or strengthen a mechanism or strategy within the institutional framework to allow overcoming restrictions that may rise due to the inexistence of spaces to temporarily protect girls withdrawn from CSEC, while their reintegration into the family or social environment is sought. This is not only a problem of DINAPEN at the management level, but also for the implementation of the Action Programmes on the CSEC issue.

The decision regarding what model should be used at the infrastructure levels should be the result of an intersectoral reflection for proposing a solution in the framework of the national system for the protection of children and adolescents. It is not convenient to have a single model because each actor that has been interviewed considers the own model as the best. We rather think that the diversity of proposals on this issue can be an advantage so that in the implementation process a model can be found for provisional protection that can be repeated in a sustainability manner at the public policies level.

- With regard to the Action Programmes that are being implemented so far, we consider that the planned activities are being complied with in their initial phase. However, we would like to underline the efforts that are necessary to have a common conceptual framework regarding WFCL and CSEC. This very much helps the actors to understand on what social basis they realize the concertation efforts for overcoming problems to which the project gives priority attention.
- For approving new Action Programmes in the following months the past experiences – though still initial - should be considered. This is important because it helps to overcome initial mistakes that might be found to promote a proposal. In this respect, current and new APs might have an inter-learning process with in-person or distance methodologies that might strengthen their capacities and help to disseminate the successful lessons learned. The mistakes that some of them might have made may also be useful to disseminate. In both cases, learning is extremely enriching for improving the work.

Annex 1: Methodological guide

EVALUACIÓN INTERMEDIA DEL PROYECTO OIT/IPEC Julio 2005

Elaborado por: Percy Bobadilla D.

El presente documento ha sido ordenado en tres partes. La primera contiene las fases que seguirá la visita en terreno, así como las acciones de coordinación y entrevista telefónica que se llevarán a cabo luego de terminada la visita en terreno. Finalmente se incluye el instrumento que será utilizado para el recojo de información en las zonas elegidas para la evaluación intermedia del proyecto OIT/IPEC en Ecuador.

Fases de la Visita de Campo: El trabajo de campo tendrá una duración entre el 4 y 14 de Julio del 2005. El equipo consultor estará arribando a la ciudad de Quito el día lunes 04 a la 1:00 PM y regresando a Lima el día 14 de Julio por la noche.

- ***Inducción con el equipo del proyecto (1 1/2 día):*** La visita en terreno se inicia con una primera reunión con todo el equipo del proyecto OIT/IPEC, con la finalidad de recibir por parte del equipo una presentación sobre el proyecto y su situación actual. Esta presentación permitirá fomentar el intercambio de opiniones y absolver las preguntas que el evaluador tenga sobre el proyecto. Asimismo, se procederá a definir el cronograma de entrevistas a los actores clave identificados para la evaluación.

Actores	Posibles Fechas
Equipo del Proyecto	Lunes 04 (tarde) Martes 05

Acercamiento Institucional: (3 días) Antes de realizar los viajes a las zonas prioritizadas, se deberán concertar las entrevistas necesarias que aseguren el recojo de información con el sector gubernamental, así como con las asociaciones de empresarios y trabajadores. Para ello, la coordinación y apoyo del equipo del proyecto será fundamental.

A continuación presentamos una propuesta de agenda que será definida en su versión final de acuerdo a la disponibilidad de los actores para entrevistarse con el evaluador.

Actores	Posibles Fechas
Ministerio de Gobierno, Ministerio de Trabajo y Ministerio de Educación Policía Nacional	Martes 05 (tarde) Miércoles 06
CONCEPTI Foro Social Bananero Foro Social Floricultor Foro Social por la Niñez y Adolescencia	Jueves 07
CORPEI AEBE CONAMU	Viernes 08

- ***Viaje a zonas:*** (5 días) Luego del cronograma de visitas definido y la identificación de los programas de acción a visitar, el consultor procederá a realizar las entrevistas tanto a los agentes ejecutores de los programas de acción, así como a la población objetivo respectivo.

Actores	Posibles Fechas
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♣	Agentes Ejecutores de Programas de Acción referidos a explotación sexual y el trabajo con flores en Machala y Quito.	Entre el 09 y 12 de Julio
♣	Población beneficiaria	

- **Ejecución Taller Informe sobre Visita en Terreno** (1 día): Terminado el trabajo de recolección de información, el consultor deberá socializar con todo el equipo del proyecto los primeros resultados y apreciaciones más importantes encontrados en la visita de terreno. Esta socialización se realizará a partir de la ejecución de un taller que se llevará a cabo antes de finalizar la visita de evaluación. Esta actividad permitirá intercambiar opiniones que permitan profundizar o aclarar de ser el caso los hallazgos encontrados.

Actores	Posibles Fechas
Equipo del Proyecto	miércoles 13 de Julio o Jueves 14 de Julio (mañana)

Reuniones de coordinación y entrevistas telefónicas: Se realizaron las reuniones necesarias con el personal de la Oficina Regional de Lima para la precisión y recojo de información de fuentes secundarias requeridas que han permitido preparar la visita en terreno. Asimismo, se llevaron a cabo las comunicaciones telefónicas y vía correo electrónica necesarias con Ginebra para tener mayores lineamientos sobre los énfasis de la evaluación.

Adicionalmente, se ha previsto realizar una entrevista telefónica con **USDOL** a fin de conocer las percepciones del donante en relación al proyecto OIT/IPEC, la misma que podrá ser programada **entre 18 y 19 de Julio**. De igual manera se ha previsto establecer una entrevista -al regreso de la vista en terreno- con el **Director de la Oficina Subregional de Países Andinos**, la cual podría realizar entre el **18 y 19 de Julio**, tomando en consideración que no exista un cruce con la entrevista telefónica con USDOL.

INSTRUMENTO DE EVALUACION

El instrumento ha sido elaborado tomando en consideración los términos de referencia definidos para la evaluación. En ese sentido, se vio por conveniente estructurarlo por secciones, las mismas que corresponden a cada uno de los actores involucrados en el proyecto, los cuales deberán ser entrevistados para la presente evaluación intermedia.

1. Para el equipo ejecutor del proyecto

Sobre el diseño del proyecto:

- ¿Hasta la fecha el proyecto se ha venido ejecutando de acuerdo a lo planificado en el SPIF? ¿Ha existido algún cambio, modificación o reprogramación del diseño original? ¿Cuál?
- ¿Cuán lógico, coherente y realistas fueron las hipótesis planteadas y la estrategia diseñada para el proyecto?
- ¿Los objetivos, metas e indicadores planteados respondieron a una problemática real? ¿Estos fueron diseñados considerando el enfoque de género? ¿Cómo?
- ¿Los medios de verificación propuestos en el diseño fueron viables, sirven como fuentes reales de información que facilitan el seguimiento y evaluación de los objetivos propuestos?
- ¿Son coherentes los Programas de Acción diseñados con la estrategia propuesta por el proyecto? ¿Los Programas de Acción incorporan un enfoque de género en su diseño?
- ¿El diseño del proyecto contempló lecciones aprendidas y las buenas prácticas de otras intervenciones en la región? ¿Cuáles y cómo?
- ¿Existió una línea de base coherente con el diseño del proyecto? ¿Cuáles fueron los alcances y límites de estas líneas de base tanto para el proyecto como para los programas de acción diseñados?
- ¿El presupuesto y cronograma asignado para la ejecución del proyecto permiten el logro de los objetivos y las metas propuestas? ¿Ha existido alguna limitación o dificultad en relación a los recursos asignados, así como a los tiempos establecidos?
- ¿Cuáles han sido las ventajas de utilizar el SPIF para diseñar el proyecto? ¿Ha existido alguna limitación con el uso de esta metodología?

Sobre la ejecución del proyecto:

- ¿Los resultados del proyecto conseguidos hasta el momento guardan concordancia con el nivel de gasto realizado en el proyecto para la ejecución de sus actividades?
- ¿Cuáles son las ventajas y las limitaciones que existen con los procedimientos administrativos establecidos con la Oficina Regional de la OIT en Lima, así como con Ginebra? (Referirse a comunicaciones, coordinaciones, aprobaciones de solicitudes, revisiones del proyecto, etc.)
- Podría mencionar ¿cuáles son las iniciativas sub-regionales con las que el proyecto tiene relación a partir de un trabajo complementario que une esfuerzos. ¿Cómo se desarrolla estas sinergias? Señale ventajas y límites. ¿Permiten mayores resultados, impactos y ahorro de recursos compartidos?
- ¿El SPIF es utilizado para la revisión y monitoreo durante la ejecución del proyecto? ¿cuáles son las ventajas y limitaciones sobre su uso?
- ¿Cuáles son los resultados que el proyecto ha obtenido con el trabajo o relaciones establecidas con organismos gubernamentales? Señale ventajas y limitaciones (mencione cuáles e incluya aporte financiero de existir). Tome en cuenta la ejecución de actividades y los impactos obtenidos.
- ¿Cuáles son los resultados que el proyecto ha obtenido con el trabajo o relaciones establecidas con organizaciones de trabajadores y empleadores? Señale ventajas y limitaciones. (menciones

cuáles e incluya aporte financiero de existir). Tome en cuenta la ejecución de actividades y los impactos obtenidos.

- ¿Cuándo (por qué) y cómo se establece la coordinación con ONGs (internacionales y nacionales) y organizaciones internacionales que ejecutan proyectos relacionados al tema de infancia? ¿Cuáles son las ventajas y cuáles los límites?
- ¿Cuáles son los criterios de selección que se utilizaron para elegir los programas de acción a nivel regional y sectorial, así como las agencias implementadoras? ¿Cómo se definieron estos criterios?
- ¿Considera que el proceso planteado para la revisión, aprobación y movilización de recursos para los Programas de Acción es el adecuado? Ventajas y límites.
- ¿Cuál es el rol que cumplen las organizaciones locales de gobierno, empleadores y trabajadores en la ejecución de los programas de acción?
- ¿El proyecto cumple un plan de trabajo en términos de retiro y prevención del número de beneficiarios directos de las PFTI? ¿Se obtienen los productos (metas) en el marco de tiempo específico y establecido? ¿Cuáles son los principales factores (externo e internos) que facilitan o retrasan la ejecución?
- Comentarios finales en términos de ventajas, limitaciones o lecciones aprendidas hasta el momento

2. Para entidades gubernamentales

- ¿Cuál es el rol que cumple en el marco del proyecto OIT/IPEC?
- ¿Cuáles son los esfuerzos, acciones o relaciones que existen con el proyecto OIT/IPEC y sus programas de acción?
- ¿Cuáles son las ventajas y limitaciones que consideran existen en estas relaciones o trabajo compartido?
- ¿Cómo describe su participación en acciones referidas al proyecto? ¿De existir alguna limitación, podría mencionarla?
- ¿Cómo es su participación en la CONEPTI?
- ¿Cuáles son los principales resultados o logros obtenidos a partir del proyecto OIT/IPEC en el tema de trabajo infantil?
- ¿Existe el interés por consolidar la realización de un sistema de monitoreo del trabajo infantil en Ecuador? ¿Cuáles serían las acciones futuras que se implementaría y responsabilidades que se asumirían para llevar adelante esta propuesta? ¿Cuáles serían los recursos requeridos?
- ¿Qué nivel de compromiso considera existe con el proyecto referido al tema de trabajo infantil? ¿Cuál sería un resultado evidente, tangible sobre este compromiso existente?
- ¿Considera que la estrategia del proyecto OIT/IPEC contribuye a erradicar las PFTI? ¿Existe la voluntad y compromiso político para continuar con esta estrategia más allá del proyecto OIT/IPEC? ¿Dónde y cómo se hace evidente esta voluntad o compromiso?
- ¿Existe una estructura institucional nacional que pueda aplicar la estrategia de PDD – (Proyecto OIT/IPEC) que asegure la eliminación del PFTI? ¿Cuál es esta?. De no existir ¿cuál sería la más adecuada? ¿cuáles serían los mecanismos o pasos a seguir para definirla o crearla?
- ¿Considera que tienen una comprensión precisa de los conceptos para identificar a niños como prevenidos o retirados? Brevemente podría explicarlo.
- Comentarios finales en términos de ventajas, limitaciones o lecciones aprendidas hasta el momento

3. Para organizaciones de trabajadores, empleadores, sociedad civil ONGs- agencias ejecutoras

- ¿Cuál es el rol que cumple en el marco del proyecto OIT/IPEC?
- ¿Cuáles son los esfuerzos, acciones o relaciones que existen con el proyecto OIT/IPEC y sus programas de acción?

- ¿Cuáles son las ventajas y limitaciones que consideran existen en estas relaciones o trabajo compartido?
- ¿Cómo describe su participación en acciones referidas al proyecto? De existir alguna limitación, podría mencionarla?
- ¿Tiene participación en la CONEPTI? ¿Cómo es esta participación?
- ¿Cuáles son los principales resultados o logros obtenidos en la eliminación del PFTI a partir del proyecto OIT/IPEC?
- ¿Cómo calificaría las acciones de sensibilización realizadas por el proyecto?
- ¿Existe el interés por consolidar -de manera concertada entre el sector público y el privado- la realización de un sistema de monitoreo del trabajo infantil en Ecuador? ¿Cuáles serían las acciones futuras que se implementaría y responsabilidades que se asumirían para llevar adelante esta propuesta? ¿Cuáles serían los recursos con los que podría aportar?
- ¿Qué nivel de compromiso existe con el proyecto OIT/IPEC referido al tema de trabajo infantil? ¿Cuál sería un resultado evidente, tangible sobre este compromiso existente?
- ¿Considera que la estrategia del proyecto OIT/IPEC contribuye a erradicar las PFTI? Mencione desde su punto de vista algunas ventajas y limitaciones.
- ¿Su participación en la eliminación de las PFTI continuaría luego de concluido el proyecto OIT/IPEC? ¿Cómo se daría esta participación?
- Comentarios finales en términos de ventajas, limitaciones o lecciones aprendidas hasta el momento

Además de las preguntas anteriores de esta sección incluir las siguientes Solo para agencias ejecutoras:

- ¿Cuáles son los logros o productos obtenidos hasta el momento con la implementación del programa de acción?
- ¿Cuáles han sido las ventajas y limitaciones que existieron para la consecución de los resultados obtenidos?
- ¿Cómo calificaría las relaciones de coordinación, comunicación y cooperación entre el programa de acción y el proyecto OIT/IPEC?
- ¿Cómo se desarrolla las coordinaciones con los organismos gubernamentales? Ventajas y limitaciones.
- ¿Cómo se desarrolla las coordinaciones con las organizaciones de empresarios, trabajadores o de la sociedad civil?
- ¿Han recibido capacitación, formación o asistencia técnica del proyecto OIT/IPEC o programas de acción? ¿En qué temas y cuánto tiempo?
- ¿Cómo calificaría la metodología y materiales utilizados?
- ¿Estas acciones de formación ha contribuido a mejorar su trabajo o intervención? ¿En qué forma?
- ¿Considera que tienen una comprensión precisa de los conceptos para identificar a niños como prevenidos o retirados? Brevemente podría explicarlo.
- Comentarios finales en términos de ventajas, limitaciones o lecciones aprendidas hasta el momento

4. Niños, niñas, padres de familia (Población Objetivo)

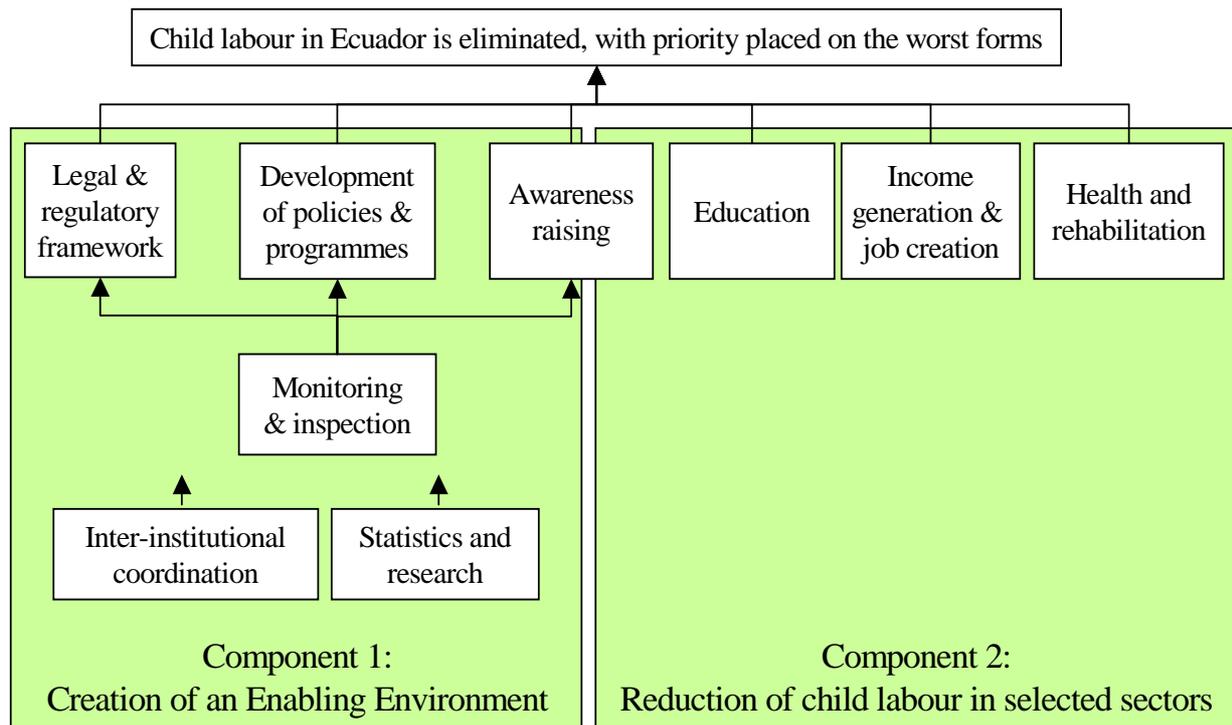
Las preguntas para estos actores serán definidas una vez se tenga claramente identificado el programa de acción a visitar. En principio podríamos hacer referencia al Programa de Acción contra la explotación sexual infantil en la ciudad de Machala y el Programa de Acción para la prevención y eliminación del trabajo infantil con flores; sin embargo, la decisión final se tomará con el equipo del proyecto en relación a la accesibilidad de los programas de acción.

Annex 4: Terms of Reference for the Mid-term Evaluation

Background

Background to the Project and Status

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour — in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society— is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes raising awareness on the negative consequences of child labour, promoting social mobilization against it, strengthening national capacities to deal with this issue and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child labourers from hazardous work and provide them with appropriate alternatives.
2. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfillment of these standards should guarantee decent work for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the TBP should be analyzed.
3. In the context of the ILO Convention No.182, Ecuador is currently implementing a Time Bound Programme (TBP) on the Worst forms of Child Labour (WFCL). The convention requires ratifying states to implement time-bound measures to eliminate the worst forms of child labour. A Time Bound Programme is essentially a Strategic Programme Framework of tightly integrated and co-ordinated policies and programmes to prevent and eliminate a country's worst forms of child labour within a defined period of time. TBPs emphasize the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education.
4. The most critical element of the TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labor in a defined time period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The IPEC project in Ecuador essentially helps the government in this process by identifying and supporting the necessary programs, measures, interventions, resources, institutional mechanisms and partnerships.
5. The IPEC project has been divided into two main strategic components. The first aims to create an enabling environment conducive to the elimination of the worst forms of child labor in Ecuador, while the second targets specific forms and districts in order to reduce the incidence of specific worst forms. The following diagram shows the linkages as well as the elements in each of the components:



6. In line with this overall strategy, the immediate objectives of the TBP in Ecuador are the following:

- I/O1. By the end of the project, relevant governmental agencies, civil society organizations, workers, employers and international donors undertake coordinated actions to eliminate the worst forms of child labour in Ecuador within a coherent legal and institutional framework.
- I/O2. By the end of the project, the incidence of selected worst forms of child labour targeted areas will be significantly reduced.

7. Concerning the main achievements of the project to date, it is worth mentioning the following:

Legal and regulatory framework
<ul style="list-style-type: none"> ❑ The Government has elaborated a proposal for changes in the penal code regarding commercial sexual exploitation of children. The final document has finally been approved by the National Congress. ❑ Another activity is the preparation of the regulations of the “Código de Niñez y Adolescencia” (Child and Adolescent Labour Code) and the reform of the Labour Code. This work, which is being coordinated by the National Committee for the Progressive Elimination of Child Labor (CONEPTI, in Spanish) is being conducted in a very participative manner. A number of workshops have been held with the participation of trade unions and other organisations from the civil society as well as governmental institutions.
Development of Policies and Programmes

- ❑ The TBP is contributing to elaborate the National Plan for the Elimination of Child Labor, an instrument that will help define and direct activities that are currently being carried out on this issue. CONEPTI and its members have taken the lead in the elaboration of this plan.
- ❑ The project is working on a proposal for institutional strengthening that will help CONEPTI improve its role in national policy-making on child labor. The final proposal will be developed by way of an Action Program, which will contribute to improve the technical management of this committee.
- ❑ The TBP is supporting the Inter-institutional Commission, created through Decree N° 1981 and published in 2005, in order to elaborate the National Plan to combat illegal trafficking, sexual and labour exploitation, other types of exploitation and prostitution of children and adolescents, and child pornography.

Knowledge base and Awareness raising

- ❑ As regards the Foro Social Bananero, the TBP project of support is working on the development of an awareness raising campaign addressed to parents, banana producers, exporters and workers, jointly with the Corporación de Promoción de Exportaciones e Inversiones (CORPEI) [Corporation for the Promotion of Exports and Investments] and the Asociación de Exportadores Bananero del Ecuador (AEBE, Association of the banana exporters of Ecuador).
- ❑ The Action Program on SCEC is implementing an awareness campaign in Machala. In addition awareness campaigns are being implemented together with Social Forums and CORPEI. Together with CONEPTI, The TBP has started preparation for a national awareness campaign.

Monitoring and inspection

- ❑ As regards the National System of Inspection and Monitoring of Child Labour, the project, CONEPTI and the Labor Ministry have jointly prepared and implemented training courses aimed to provide inspectors with basic knowledge to perform their activities. The TBP also provided technical and financial assistance in training observers from the civil society that will take part in the inspection process.
- ❑ The inclusion of the National Administration of Police Specialized in Children and Adolescents (DINAPEN) to the National Decentralized System for the Integral Protection of Childhood and Adolescence has generated a series of needs for training by this Administration, which has been supported by the TBP. The TBP also collaborated with the Pro-Childhood Forum and the National Police in the training of 250 police agents and officers of DINAPEN on child labor and sexual commercial exploitation issues.

Direct Action

- ❑ The project has been working with the National Council of Women (Consejo Nacional de las Mujeres, CONAMU) and has carried out the project “Strengthening local capacities for coordinating actions for the elimination of sexual commercial exploitation of children

and adolescents” in cooperation with that institution. The aim of this project was to identify public and private initiatives available with relation to these issues at national level and designing a National Public and Private Inter-institutional Network against the Sexual Commercial Exploitation of Children.

- ❑ An Action Program to eliminate child labor in the banana sector has been prepared and the implementation will start in April 2005. The content of this Action Program has been reviewed and approved by the members of the CONEPTI and the Foro Social Bananero.
- ❑ An Action Program for elimination and prevention of child labor in the flower production sector has been prepared and is being circulated among the members of CONEPTI for comments and suggestions. The program includes the strengthening of the Foro Social Floricultor technical secretariat, awareness raising campaigns, concrete actions in education and health, and strengthening local organization.
- ❑ There is an ongoing Direct Action Program against the Sexual Commercial Exploitation of Children in the City of Machala.

Background to the Mid-Term Evaluation

8. According to ILO regular procedures and as agreed with the donor, the project is due for a mid-term evaluation. This evaluation should serve the following basic purposes: a) accountability to the main stakeholders, including government agencies and social partners in the Ecuador, partner organizations and the donor; and b) learning from the experience to analyze how the project fits within the prevailing and emerging conditions in the country, and where necessary to recommend appropriate re-designing.
9. The analysis should focus on how the IPEC project has supported the overall TBP framework in Ecuador. It should review what has been done for mobilizing national action on child labour, what type of actors have been prioritized, what is involved in the process of design, managing and implementing a TBP process and how the ILO/IPEC project has contributed to the process.

Purpose and Scope of the Evaluation

10. This mid-term evaluation will focus on the ILO/IPEC project mentioned above, its achievements and its contribution to the overall broad national efforts to achieve the elimination of WFCL and especially the overall national TBP framework. With regard to the action programmes developed in the context of the project, each of them should be assessed as part of the overall strategy and taking into account their own timelines and targets, and taking into account the role that each of the ILO constituents have played in the process.
11. The overall purposes of and the tasks to be carried out are:

- To assess the validity of the project’s design/strategy, including its relevance in the country context. In this sense the evaluation will **validate the Amendment** to the project that is currently being formulated.
 - To review the **implementation of the project to date** and to consider any required changes in the strategy on the basis of emerging experiences
 - To examine **current proposed activities** and make an assessment of their potential contribution to the implementation of the strategy
 - To review the existing **institutional structure and implementation capacity**
 - To assess the **existing as well as potential linkages** between the IPEC project, ILO constituents, implementing partners of the TBP and other development partners, and review strategies for cooperation
 - To review the level and nature of **contribution of the project’s support** to the enabling environment in the country
 - To propose **adjustments in the IPEC projects’ strategy** where necessary
12. Given the key contribution of IPEC to the national TBP process in the promotion of an enabling environment, and as a facilitator in the overall national TBP strategic programme framework, the evaluation will have to take into account relevant factors and developments in the national process. The focus however will be on the IPEC project as component of the national TBP.
13. Given that the TBP approach is relatively recent (since 2001), the innovative nature and the element of “learning by doing” of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
14. Being a mid-term evaluation, it is also important to analyze the projects’ plans for sustainability and exit strategies. A review of progress achieved to date in promoting local ownership of the projects and in promoting long-term sustainability of activities initiated under the project should be included in the analysis.

Suggested Aspect to be Addressed

15. As a mid-term evaluation, the review should in general address the ILO established overall evaluation concerns such as relevance, effectiveness, efficiency and sustainability (please see *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, section 1.2, November 1997*). Therefore, the evaluation should provide an assessment of the overall impact of the project at the national and community level, including a review of the outcomes of the project relative to its objectives.
16. During the preparation of the project of support to the TBP in Ecuador in 2002, IPEC organized a planning workshop using the Strategic Programme Impact Framework (SPIF) approach. SPIF is a participatory process that tries to clarify and

create consensus on the “theory of change” or “logic model” leading to the elimination of the WFCL in a given context. IPEC’s projects should be placed in this context, as well as those interventions of the main development partners leading to the elimination of the WFCL. The evaluation should analyze the effectiveness of this approach as a strategic planning tool and in creating commitment at the national level, including suggestions on how to improve the process.

17. The following are some suggested evaluation aspects that have been identified based on consultation with key stakeholders. Other issues can be added as identified by the evaluation consultants in accordance with the given purpose of this exercise and in consultation with IPEC’s Design, Evaluation and Documentation Section (DED). One of the tasks for consultants is to decide, based on the evidence and findings available, which of the following issues are the most important aspects to be addressed in meeting the purpose of the evaluation.

Concerning the design of the project

Please assess the degree to which the project’s original design was realistic, relevant and gender-sensitive in the current national context. In this respect:

- How **logical and coherent was the project design / strategy**? How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring (through the Project Monitoring Plan) and measuring impact.
- What is the **relation between the monitoring of the Action Programs and the monitoring of the project to support the TBP**?
- How realistic were the **critical assumptions**? To what extent do factors outside the control of project management (e.g. new political context) affect project implementation and attainment of objectives/goal?
- Is the project design / strategy **relevant to the current child labor and political situation in Ecuador**? How well did the project design / strategy take into account national and local efforts already underway to address child labour? Is the project relevant according to the national strategies to poverty alleviation, child protection and education?
- How has the project **capitalized on lessons learned and good practices from other interventions** in the region?
- How **relevant were the baselines** for the design of the project and the Action Programs?
- Assess the **use of SPIF** for project design. Was it useful?
- How realistic was the proposed **budget and time-plan** with regard to objectives and targets?

Concerning the implementation of the project

Please analyse how the project is being implemented, in terms of management, coordination and creation of synergies. In particular:

- Please review and assess the **efficiency of project implementation**, including an analysis of the administrative processes and the backstopping from ILO Headquarters and from the ILO Office in Lima, Peru.

- How timely and responsive has **communication** between the field office and the regional office, and between the ILO headquarters and the donor, been (including AP approval and project revision requests)?
- Analyse how **IPEC activities to the TBP and other IPEC projects in Ecuador coordinate with each other** and with sub-regional initiatives? Are interventions complementary or competitive? Are there synergies of impact and resource sharing initiatives in place? How do these relationships affect implementation?
- How effectively has the **project leveraged resources** (e.g., by collaborating with non-IPEC initiatives and other programs launched during the TBP period) thus far?
- Assess the **use of SPIF** for review and monitoring as part of project implementation. Is it useful?

Concerning working with the government, trade unions, employers' organizations and other partners

- Please provide an **assessment of government commitment** (including financial) to, and support for, the project, including a review of all project activities that have had government involvement. What effect has the involvement had on project implementation?
- Assess the **commitment of workers' and employers' organizations** to, and support for, the project, including a review of their involvement in project activities, as appropriate.
- Assess the **participation of different relevant actors in the CONEPTI** (such as the Ministries of Labor and Employment and Education and Culture, INNFA, trade unions, employers' organizations, etc.)
- Are CONEPTI, the foro bananero and the foro floricultura meeting on a regular basis? How are they **contributing to the program's goal** and immediate objectives?
- Evaluate the level of project participation and **commitment shown by NGOs** and other organizations working on the issue of child labour.
- Review and assess the **coordination with other NGOs** (international and national) **and international organizations** implementing child assistance projects. Please comment on how this coordination helps or hinders the project.
- **Assess the training that the project has provided** for implementing agencies thus far, including training on project monitoring and reporting, as well as training on definitions used by IPEC for identifying a child as prevented or withdrawn.
- Assess the degree to which project staff, implementing organizations, and other stakeholders have a clear and **common understanding of the concepts for identifying a child as prevented or withdrawn**.

Concerning Action Programs

- Was the **selection of the implementing agencies** appropriate? How can their performance be improved?
- **What criteria have been used** to select Action Program regions and sectors and the implementing agencies that carry out the TBPs direct action? How were

these criteria selected? How timely is the process by which Action Program proposals are reviewed and approved and resources ultimately allocated?

- What **role do local organizations of government, workers and employers play** in the implementation of the APs?

Concerning the achievements of the project

In general, analyse the achievements of the project so far and the likelihood of achieving it's immediate objectives in the planned timeframe and with the available resources. Identify bottlenecks and major issues and recommend possible solutions as appropriate. In particular:

- Assess the plans for implementing a **child labour monitoring system**, including its design, and the experiences in this area developed so far in Ecuador.
- Evaluate whether the project has increased the **commitment and capacity of the government, of workers and employers** to address the problem of child labour in the Ecuador. What is the type of support of these actors to the TBP, with particular attention to the frequency of their participation in activities of the project. What areas still require strengthening (e.g., planning, in-house training, labour inspection, etc.)?
- Is the **project adhering to the workplan** in terms of withdrawing and preventing the expected number of direct beneficiaries from the worst forms of child labour? Are project outputs being delivered in a timely basis? What are the main factors (internal and external) for delay?
- How effective has the project been in **raising awareness** about child labour and in promoting social mobilization to address this issue?
- Identify **unexpected and multiplier effects** of the project.

Concerning the perspectives of sustainability

In general, assess the projects' plans to ensure the sustainability of the benefits generated, as well as their exit strategy. How should the "ownership" of the project be understood and promoted in the national context? In particular:

- Is the **IPEC support to the institutional framework at the national level** adequate for ensuring the effectiveness of the TBP (and thus the elimination of the WFCL in a time-bound manner)?
- Assess the extent to which the **efforts and strategies carried out through the government, workers and employers organizations, NGOs, etc.** will contribute to the sustainability of the project.
- Assess the **level of community, parent, and teacher interest and participation** in project activities to date.
- Evaluate the **level of private sector support** for the program, paying particular attention to the ways in which these groups are supporting program goals and the frequency of their participation in project activities.
- Has the idea of a **phase-out strategy for the project** been clearly articulated and progress made toward this goal?

Methodology and Time Frame

18. The following is the suggested methodology for the mid-term evaluation. The methodology can be adjusted by the evaluation team if considered necessary in accordance with the scope and purpose of this exercise as described above. This should be done in consultation with the Design, Evaluation and Documentation Section (DED) of ILO/IPEC.
19. **The methodology for the evaluation should consider the two levels involved in this process:** the framework and structure of the **national efforts to eliminate the WFCL** in Ecuador (the TBP), and **IPEC's support to this process through this project**. Data gathering and analysis tools should consider this methodological and practical distinction. **The evaluation will focus on the second level, i.e. IPEC's support to the national efforts.**
20. The evaluation should include a **desk review** of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the projects and action programmes, results of an internal SWOT analysis of IPEC in the country and relevant material from secondary sources. This includes baselines and any government documents such as National Plans or documents about the Timebound Program in Ecuador.
21. The evaluation will also include **field-work** in selected locations of Ecuador, where interviews with national officials (both from previous and current government), trade union and employers' organizations representatives and other partners will take place. It will also include site visits to those Action Programs already under way, including CSEC (in Machala, Quito and Guayaquil), banana sector (Los Rios, Guayas and El Oro) and flower sector sites (in Cayambe and Pedro Moncayo).
22. The evaluation team is required to interview donor representatives through conference call early in the evaluation process, The evaluation team will also interview key people from the IPEC team in the regional office in Lima. Both will preferably happen during the desk review phase.
23. In interviews, focus groups and other information gathering exercises, the evaluation consultant should solicit the opinions of a wide variety of stakeholders, including children, parents of beneficiaries, teachers, government representatives, professionals linked to the targeted sectors, representatives from trade unions and employers' organizations, partners, implementing agencies and all major stakeholders, including the donor.
24. The evaluation process will include a one-day debriefing **stakeholders' workshop** with IPEC staff and key partners, including the donor, in order to present the preliminary findings, conclusions and recommendations and obtain feedback. This meeting will take place towards the end of the field work. **It is suggested to use the SPIF as a tool for analysis during this workshop.** The results of this meeting should be taken into consideration for the preparation of the draft report.

25. The evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation (the “evaluation instrument”), to be discussed and approved by DED prior to the commencement of the field mission.

Expected Output and Timeline

26. The evaluation report in draft form and in Spanish should be presented to IPEC DED for circulation 1 week after the finalization of the field mission. The length of the report should not exceed 50 pages (excluding annexes). It is suggested to structure the report as follows:

- Executive summary (of conclusions, recommendations and lessons learned)
- Introduction (background of the evaluation, analysis and critical assessment of the methodology used for the evaluation)
- Design (Relevance of the proposed strategy, process of development and design of the project, process of development and design of Action Programmes)
- Findings (implementation, efficiency, effectiveness, performance, unexpected effects)
- Support to National TBP process (through enabling environment / targeted interventions)
- Networking and Linkages
- Evidence of sustainability and mobilisation of resources
- Conclusions and recommendations, lessons learned
- Annex (composition of the evaluation team and distribution of work, itinerary, sources of information, and other technical annexes and relevant documents)

27. The report should include specific and detailed recommendations solidly based on the evaluator’s analysis and, if appropriate, addressed specifically to the organization / institution responsible for implementing it. The report should also include a specific section on lessons learned from this project that could be replicated or should be avoided in the future, in the same or in other IPEC projects.

28. This report will be translated into English and circulated by DED to all relevant stakeholders for their comments. The evaluation consultant should consider the comments for the preparation of the final draft of the report.

29. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

30. The timeline for the evaluation and the tentative schedule are the following:

- Desk review: June 27 – July 1 2005 (1 week)

- Field work: July 4-15
- Stakeholders' meeting: July 13
- Presentation of draft report: July 22 (translation of draft report 1 week after presentation of draft report in original version)
- Presentation of final report: August 26

Resources and Management

31. The evaluation will be carried out by an international consultant with extensive experience in evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/program frameworks or national plans. The consultant should have an advanced degree in social sciences, economics or similar and specific training on evaluation theory and methods. Working experience on issues related to child labor, education and children's welfare will be essential. Full command of Spanish as a working language will be required. The final selection of the international expert will be done by DED.
32. The following are the resources needed for this evaluation:
- Fees for one international consultant during 30 working days
 - Fees to cover travel from residence of consultant to Ecuador and back
 - In-country travel expenses and daily subsistence allowances at UN rates for consultant during field mission (14 days)
 - Costs of organizing the stakeholders' workshop
 - Translation costs
33. The DED responsible official in IPEC HQ will manage the evaluation process. In country management and logistics support will be provided by the CTA of the projects and the IPEC team as a whole.