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DEPARTMENT OF LABOR

# Independent Midterm Evaluation of *Ñaupacman Puriy-Kereimba*: Combating Exploitive Child Labor Through Education in Bolivia

Desarrollo y Autogestión  
Cooperative Agreement Number:  
07-K110-RVVBR-4143-WVV501-000



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## ACKNOWLEDGEMENTS

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This report describes in detail the midterm evaluation, conducted during October 2009, of the *Ñaupacman Puriy-Kereimba*: Combating Exploitive Child Labor Through Education project in Bolivia. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the *Ñaupacman Puriy-Kereimba* project in Bolivia was conducted and documented by Dr. Maria Elena Garcia and Dr. José Antonio Lucero, independent evaluators, in collaboration with USDOL/OCFT staff, the *Ñaupacman Puriy-Kereimba* project team, and stakeholders in Bolivia. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, *Desarrollo y Autogestión* and its partners, and the U.S. Department of Labor.



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## LIST OF ACRONYMS

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CEPTI	<i>Comisión Inter-institucional para la Erradicación Progresiva del Trabajo Infantil</i> (Inter-Institutional Commission for the Progressive Eradication of Child Labor)
DyA	<i>Desarrollo y Autogestión</i> (Development and Self Management)
GKK	<i>Capitania del Gran Kaipependi Karobaicho</i>
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
NGO	Nongovernmental Organization
NPK	<i>Ñaupacman Puriy-Kereimba</i>
UNICEF	United Nations Children's Fund
USDOL	U.S. Department of Labor



# MAP OF BOLIVIA AND PROJECT SITES





## EXECUTIVE SUMMARY

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*Ñaupacman Puriy-Kereimba*: Combating Exploitive Child Labor Through Education in Bolivia (NPK) is a project implemented by *Desarrollo y Autogestión* (DyA) and funded by the United States Department of Labor (USDOL). The project began on September 30, 2007 and is scheduled for completion on December 31, 2010. The project aims to withdraw 2,900 children from the worst forms of child labor and prevent 2,000 at-risk children from entering these forms of labor in Santa Cruz and Chuquisaca.

Many beneficiaries are children from the Quechua and Guaraní ethnic groups. Many children migrate to work on peasant farms, sugarcane, and soybean plantations, while others migrate to the cities to work. The goal of the project is to reduce the number of children working in exploitive conditions in Bolivia. The project works toward this goal by increasing enrollment in educational activities and reducing the number of hours children work, or removing them from exploitive work. The project provides direct educational services; strengthens child labor and education policies; organizes activities related to youth employment and alternative income generation; provides occupational training/continuing education; and raises awareness through collaboration with parents, teachers, municipal and national officials, and indigenous organizations. As of September 2009, 5,077 children were participating in the project, and 2,762 had been withdrawn or prevented from exploitive child labor as a result of this project.

The project was designed in the context of (1) regional programs supported by USDOL and the International Labour Organization's (ILO's) International Programme on the Elimination of Child Labour to eradicate the worst forms of child labor; and (2) national efforts at combating child labor in Bolivia. The Government of Bolivia's policy framework to address child labor is the National Plan for the Progressive Eradication of Child Labor 2000–2010. The plan identifies mining, sugarcane harvesting, and urban work as priority areas to combat exploitive child labor. The Inter-Institutional Commission for the Progressive Eradication of Child Labor (CEPTI) was created in 2001 as part of the National Plan. The project also responds, however, to recent legal changes in Bolivia that point to some ambiguities in national child labor policies. For example, the elaboration of a New Political Constitution prohibits the exploitation of children but authorizes children over 14 to work as long as eight hours per day, which go beyond ILO guidelines for adolescents.

The midterm evaluation of the project was commissioned by USDOL as an independent process and was conducted under contract to Macro International Inc., an ICF International Company (hereafter referred to as ICF Macro). The midterm evaluation is specified as a requirement in the project document and cooperative agreement between USDOL and DyA. The midterm evaluation took place at the end of October 2009.

The project has an ambitious agenda, especially given its short timeframe of just over three years. Working in four large and complex zones in the highlands and lowlands of Bolivia, the project has encountered many challenges, including vast distances, poor transportation infrastructure, and resistance from both local elites and (initially) some community members. Among the early achievements of the project was (1) the gathering of technical diagnostic data that improved upon earlier studies of child labor in the country, as well as (2) an improved

conceptualization of child labor that takes into account varying cultural norms regarding age-appropriate activities and the consequences of those activities for the development of children's capacities. Working with local indigenous organizations, educators, municipal authorities, and children has served to raise awareness of the dimensions and risks of child labor.

The strongest element of the program has been the co-management of project activities by DyA personnel and local indigenous organizations. Since local organizations authorize and select the local technicians that implement many of the activities, this horizontal and participatory methodology has provided great legitimacy to the project and contributed to its efficiency, effectiveness, and sustainability. There has been some variation in the success of the program given that the problems of child labor were more severe in some zones than in others, and the fact that one zone (Plan 3000) was selected many months after the other zones. Ironically, the most recently added zone is the only site where a full-time pedagogical advisor has been hired and retained, though this key position should exist in all four zones. Additionally, preexisting, strong indigenous organizations were found in only two of the four zones of the project; this meant that local organizations had to be created or consolidated in the course of project implementation, thus producing some uneven results. These challenges notwithstanding, the project has had great success with its accelerated education, afterschool programs, and technical boarding schools. These services were developed by DyA previously in their USDOL-supported work in Ecuador but modified and tested for the Bolivian context.

The NPK project has also served to raise awareness of child labor and to consolidate existing policy efforts toward its eradication. Playing a leading role in the CEPTI work, NPK personnel are working closely with the Ministry of Labor, Ministry of Education, ILO, and other CEPTI members to develop an Indigenous Sub-Commission for the Eradication of Child Labor. The project has signed agreements of cooperation with the Ministries of Education and Labor as well as with local municipalities and indigenous organizations. It is the only project funded by the U.S. Government that has received this level of support from the current Bolivian Government.

At a time of rocky relations between the U.S. and Bolivian governments, and often of extreme tensions between the central Bolivian government and Santa Cruz departmental elites, the project has had remarkable success in constructing effective partnerships and riding out moments of political turbulence. Though we are confident the project will have continued success, keeping in mind the challenges of sustaining and consolidating the gains of the NPK project, we offer the following key recommendations.

## **Recommendations**

1. **Extend the project by one year with additional resources.** Expanding project resources (including educational materials, infrastructure, and transportation for children and technicians), and expanding the time the project formally operates in Bolivia will significantly increase the project's ability to meet its objectives, particularly in the area of sustainability. From previous experiences in Ecuador, project staff were able to identify a four-year program for achieving sustainability in which the first year is dedicated to the startup costs, the second is meant to consolidate key partnership for co-execution of project activities, the third is devoted to transference to national authorities and institutions, and the last is dedicated to maintaining a technical and advisory role in order

to guarantee sustainability. The project has already established a good basis for sustainability, but an additional year would allow it to negotiate the uncertainties that came with the 2009 election and the inevitable challenges of political transitions.

2. **Hire pedagogical advisors for each of the four project sites.** The NPK project needs a better system of pedagogical evaluation and advising in all four project sites. Taking into account the difficulties in finding qualified personnel for this position, the project should develop new strategies for hiring appropriate personnel. One possibility is for the project to train its own personnel for this position. The project could take Plan 3000, where the project has a terrific pedagogical advisor (and the only one in the entire project), as a model for this, and possibly utilize this same pedagogical advisor in the training effort. Another suggestion for addressing this need is to work toward a collective form of pedagogical evaluation and advising system. The project could offer workshops for teachers that could be a space for conversations about the pedagogical challenges of teaching in the program; teachers could share experiences about what has worked and what has not worked. Finally, the daily field journal (as it exists in Plan 3000) should be implemented in all four sites.
3. **Develop more activities with parents of beneficiaries.** The project should develop workshops with parents of beneficiaries that focus on the themes their children are studying in school, particularly in afterschool programs, such as workshops on ecology and agricultural practices. The project should also take advantage of offers by fathers and mothers to participate more fully in their programs. This would serve to develop community ownership even further and to connect parents more intimately with project objectives and beneficiaries.
4. **Work toward sustainability of project goals.** The project should work toward the sustainability of its goals by continuing to work closely with the Bolivian Government. In particular, the project should continue to strengthen CEPTI, especially by supporting the creation of the Indigenous Sub-Commission for the Eradication of Child Labor in Santa Cruz. This should be one of the project's priorities for 2010.
5. **Provide psychological services.** It was clear during the midterm evaluation that there is a dire need for psychological services to aid teachers and parents in the work to remove children from exploitive labor conditions. Most of the beneficiaries of this project have suffered physical, emotional, and psychological harm. All teachers we spoke with expressed a need to access psychological services. The project could explore the possibility of alliances with universities and with psychology departments, and search for some way of offering these services to children and teachers participating in their programs.



# I EVALUATION OBJECTIVES AND METHODOLOGY

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## 1.1 EVALUATION PURPOSE

The midterm evaluation of *Ñaupacman Puriy-Kereimba: Combating Exploitive Child Labor Through Education in Bolivia* (NPK) was commissioned by the United States Department of Labor (USDOL) as an independent process, conducted under contract to ICF Macro. The midterm evaluation is specified as a requirement in the project document and cooperative agreement between USDOL and the grantee. The project, implemented by *Desarrollo y Autogestión* (DyA), began on September 30, 2007 and is scheduled for completion on December 31, 2010. The midterm evaluation took place at the end of October 2009.

This evaluation provides USDOL, DyA, and other project stakeholders with an assessment of the strengths and weaknesses of project implementation to date. It also offers recommendations for future implementation of the project and for any adjustments that may be needed to meet project objectives. This report also identifies lessons learned, exploring contributions made by this project that may prove to expand NPK benefits and inform the development of future projects.

## 1.2 EVALUATION SCOPE AND OBJECTIVES

Per the terms of reference for the evaluation (Annex A), developed by USDOL in conjunction with the project team and in consultation with the evaluators, the scope of the evaluation includes an assessment of all activities carried out under the USDOL cooperative agreement with DyA. The evaluation assesses the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project documents.

Specifically, the evaluation examines issues of project design, implementation, management, lessons learned, and replicability, and provides recommendations for current and future projects. The purposes of the evaluation are as follows:

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government.
2. Identify the project's main achievements, difficulties, and lessons learned.
3. Determine whether the project is on track for meeting its objectives and identify the challenges encountered in doing so.
4. Provide recommendations for how the project can successfully overcome challenges to meet its objectives and targets by the time of project end.
5. Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identify areas in need of improvement.

6. Assess whether project activities can be deemed sustainable at the local and national levels and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.

The questions to be addressed are organized into five categories: relevance, effectiveness, efficiency, impact (to the extent possible), and sustainability. These categories are defined as follows:

- *Relevance*: Consideration of the relevance of the project design to the context of child labor and to the cultural, economic, and political context in the country; the relevance of the strategies and internal logic; and the extent to which it is suited to the priorities and policies of the host country government and USDOL.
- *Effectiveness*: The extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives.
- *Efficiency*: Analysis as to whether the strategies employed by the project are efficient in terms of resources used (inputs) as compared with its qualitative and quantitative impact (outputs).
- *Impact*: Assessment of the positive and negative changes—intended and unintended, direct and indirect—as well as any changes in the social and economic environment in the country.
- *Sustainability*: Assessment of whether the project has taken steps to ensure that approaches and benefits continue after completion of the project, including sources of funding and partnerships with other organizations.

Annex B lists the evaluation questions and provides page references where each is addressed in this report. All questions posed in the terms of reference, under each of the themes above, are addressed in the evaluation.

## **1.3 EVALUATION METHODOLOGY**

### **1.3.1 Evaluation Team**

An interdisciplinary team was created consisting of two evaluators: the lead evaluator, anthropologist María Elena García, and the second evaluator, political scientist José Antonio Lucero. In consultation with ICF Macro and the project staff, García and Lucero formulated the methodology for the evaluation. They were responsible for conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting; and preparing the evaluation report.

### **1.3.2 Evaluation Approach**

Given the time allotted for the study (two weeks of fieldwork), the methodology of the evaluation was primarily qualitative, as the timeframe did not allow for quantitative surveys to be conducted. Quantitative data, however, were drawn from project reports to the extent that they were available and incorporated into the report. The evaluation approach was independent in terms of the membership of the evaluation team. Project staff members made some introductions in the field, but were not present during field interviews. The following additional principles were also applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives were triangulated for as many as possible of the evaluation questions.
2. Efforts were made to include parents' and children's voices and beneficiary participation using child-sensitive approaches to interviewing children following International Labour Organization's (ILO) International Programme on the Elimination of Child Labour (IPEC) guidelines on research with children in the worst forms of child labor<sup>1</sup> and United Nations Children's Fund (UNICEF) Principles for Ethical Reporting on Children.<sup>2</sup>
3. Gender and cultural sensitivity were integrated into the evaluation approach.
4. Consultations incorporated a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the terms of reference while ensuring that key information requirements were met.
5. As far as possible, a consistent approach was followed in each project site, with adjustments made for the different actors involved and activities conducted and the progress of implementation in each locality.

### **1.3.3 Evaluation Preparation**

Before the field visit, the evaluators reviewed project and other background documents provided by USDOL through ICF Macro. Project briefings were facilitated by ICF Macro with relevant USDOL staff and DyA directors. During the preparation phase, the evaluators, together with project staff and ICF Macro, confirmed the team membership and the stakeholders to be interviewed and set up a preliminary schedule for the visit. The evaluators prepared a methodology, including the source of data and method of collecting information for each evaluation question.

Evaluators conducted field visits in all four of the zones in which the project works. Though time constraints made it impossible to visit all project sites in each zone, efforts were made to select communities in each zone that varied in terms of the duration of the project, services provided,

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<sup>1</sup> Available at <http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026>.

<sup>2</sup> Available at [http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html).

age and ethnicity of beneficiaries, rural or urban context, and the perceived success of project activities. Sites were selected in both highland and lowland communities:

- Plan 3000: Communities of Barrio Samaria, Pueblo Nuevo, and the brick-making community, La Peña Aponte
- Guaraní Zone: Communities of Mocomocal, Irenda, Ivicuati, Ivamirapinta, and Eiti
- Cuatro Cañadas: Communities of Naciones Unidas and Barrio Monterrey, and Barrio Progreso in San Julián
- Mojocoya: Communities of Redención Pampa and Yacambe

Additionally, evaluators traveled to the capital city of La Paz to meet with officials at the Ministry of Labor, the Ministry of Education, and ILO.

### **1.3.4 Schedule**

As detailed in Annex C, desk review of project documents began in September 2009 and continued through October 2009 (a list of documents reviewed can be found in Annex D). The fieldwork was conducted from October 18 to 30, 2009.

### **1.3.5 Interviews with Stakeholders**

Questions for each stakeholder group were based on the evaluation questions and oriented to cover the issues of relevance, effectiveness, impact, efficiency, and sustainability, as well as challenges encountered by the implementing agency and their recommendations to improve implementation.

In Santa Cruz, on the first day in the field, the evaluators met with DyA program directors, Gustavo Guerra and Maró Guerrero. The following day, the evaluators held a project briefing with the DyA team. During the remainder of the evaluators' time in the field, they conducted field visits to all four zones and interviewed as many stakeholders as possible.

Interviews were held with DyA project staff; school directors/principals; teachers working with the project and providing all DyA services; parents of children participating in the project; direct beneficiaries (children participating in all four DyA services); local authorities; leaders from indigenous, peasant, and social organizations; school boards; representatives from the Ministry of Labor, Ministry of Education, and ILO; members of the Inter-Institutional Commission for the Progressive Eradication of Child Labor (CEPTI); and staff members from Swiss Red Cross-Bolivia.

A list of persons consulted in the evaluation is given in Annex E.

### **1.3.6 Stakeholder Workshop**

Following the field visit, a national stakeholder workshop was convened in Santa Cruz to present the initial findings of the evaluation and emerging recommendations, and to seek further input and recommendations from stakeholders toward improving the future implementation of the project.

The meeting was attended by approximately 50 people, including representatives from ILO, community organizations, and the Ministry of Labor, as well as the active participation of the Minister of Labor himself, Calixto Chipana Callisaya, who inaugurated the meeting. During the meeting, the evaluators presented preliminary findings followed by a plenary discussion, which included interventions by stakeholders.

The stakeholder workshop agenda and list of participants are included as Annex F.

### **1.3.7 Analysis and Conclusions**

The conclusions drawn in the report are those of the evaluators and are based on analysis of project reports, observations of project implementation, and interviews with child beneficiaries, stakeholders, and DyA staff. While some of the conclusions represent the judgment of the evaluators based on the array of information available, the report also indicates, where appropriate, the source of a particular viewpoint, noting wherever possible the existence of consensus among stakeholders as well as points of contention.

## **1.4 LIMITATIONS**

Given the short, if intense, time allotted for fieldwork, the observations and conclusions included in this report are necessarily preliminary. There was not sufficient time to visit all the project sites and, given the substantial distances that exist between and within each of the four zones, the time spent in any one place was necessarily limited. Additionally, as with all pre-announced evaluations, the presentation of project results is not necessarily the same as the results that could be gauged by longer-term and more in-depth research. Nevertheless, where patterns emerged in spite of differences in region, ethnicity, and service, the evaluators have greater confidence in the reliability of findings and recommendations.

## **1.5 STRUCTURE OF THE REPORT**

The upcoming sections of the report are as follows: Section II provides an overview of the project, and the later sections address the findings of the evaluation with respect to relevance (Section III), effectiveness (Section IV), efficiency (Section V), impact (Section VI), and sustainability (Section VII). The final section (Section VIII) offers conclusions and recommendations.



## II PROJECT BACKGROUND

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### 2.1 CONTEXT AND JUSTIFICATION

While child labor has declined substantially in Latin America and the Caribbean in recent years, there are still approximately 6 million working girls and boys who are under the minimum age for employment or are engaged in the worst forms of child labor in the region. In Bolivia, UNICEF estimates that there are 845,000 child or adolescent workers. Of those, over half are indigenous children that belong to the Quechua, Aymara, and Guaraní groups. The vast majority (80%) work and study, though these children are at extreme risk of abandoning their education and working in dangerous or exploitive conditions. Most child laborers work in agriculture, on family farms and/or on other people's farms or plantations. These children are exposed to agrochemicals, extensive and forced workdays, and carrying loads that surpass their physical capacity. Children also work in domestic service in third-party homes. This work is highly gender-determined. As DyA has indicated in their project summary, girls are "handed over" to families to work in exchange for food and lodging, and sometimes education. Studies also indicate that trafficking children for sexual exploitation or begging is a growing trend in Bolivia.<sup>3</sup>

USDOL has supported several initiatives in Bolivia, having devoted over US\$4.8 million since 2001 to combat child labor in that country alone, and an additional US\$4.48 million through a regional project.<sup>4</sup> In addition to the project being evaluated at midterm, USDOL funded a US\$1.5 million project to address the education component of a timebound program in Bolivia from 2002 to 2006. The project, implemented by CARE, withdrew 101 children from exploitive labor in small-scale mining and prevented 29 children from becoming engaged in such activities.<sup>5</sup> USDOL also supported a regional project, implemented by ILO-IPEC to assist children in small-scale mining in Bolivia, Ecuador, and Peru, which ended in 2005.<sup>6</sup>

The Government of Bolivia is actively involved in these and other initiatives to combat child labor and has a national legal and policy framework that addresses child labor and the worst forms of child labor. Bolivian law sets the minimum age for employment at 14 years. Children age 14 to 18 must have the permission of their parents or of government authorities in order to work. The law prohibits children age 14 to 17 from taking part in hazardous activities, such as carrying excessively heavy loads, working underground, working with pesticides and other chemicals, or working at night. The law prohibits forced or compulsory labor. The law also prohibits trafficking of persons and any kind of labor without consent and fair compensation.<sup>7</sup>

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<sup>3</sup> *Desarrollo y Autogestión*, Project Summary: Combating Exploitive Child Labor Through Education in Bolivia.

<sup>4</sup> U.S. Department of Labor, Project Status—Americas. Available at <http://www.dol.gov/ilab/programs/ocft/project-americas.htm>.

<sup>5</sup> U.S. Department of Labor, The Department of Labor's 2006 Findings on the Worst Forms of Child Labor, p. 52. Available at <http://www.dol.gov/ilab/programs/ocft/project-americas.htm>.

<sup>6</sup> U.S. Department of Labor, The Department of Labor's 2005 Findings on the Worst Forms of Child Labor, p. 54. Available at <http://www.dol.gov/ilab/media/reports/iclp/tda2005/tda2005.pdf>.

<sup>7</sup> U.S. Department of Labor, The Department of Labor's 2007 Findings on the Worst Forms of Child Labor, pp. 34–35. Available at <http://www.dol.gov/ilab/programs/ocft/PDF/2007OCFTreport.pdf>.

The Government of Bolivia's policy framework to address child labor is the National Plan for the Progressive Eradication of Child Labor 2000–2010. The plan identifies mining, sugarcane harvesting, and urban work as priority areas to combat exploitive child labor. Additionally, the Vice Ministry of Gender and Adolescence (formerly the Vice Ministry of Youth, Childhood, and Senior Citizens) is implementing a Plan for the Prevention of and Attention to Commercial Sexual Exploitation, with a focus on efforts in the country's largest cities.<sup>8</sup> CEPTI was created in 2001, as part of the National Plan. DyA has become an important member of this commission, and is working closely with the Ministry of Labor, ILO, and other commission members to develop an Indigenous Sub-Commission for the Eradication of Child Labor. However, there have been recent legal changes in Bolivia that point to some ambiguities in national child labor policies. For example, the revision of a New Political Constitution prohibits the exploitation of children but authorizes children over 14 to work as long as eight hours per day, which goes beyond ILO guidelines for adolescents.

In this context, the Government of Bolivia is working with nongovernmental organizations (NGOs) and foreign governments to undertake various initiatives related to child labor and education, such as providing free birth registration and identity documentation to citizens in order to facilitate their access to social services, such as education, and reduce their vulnerability to trafficking. Other initiatives include a cash subsidy program (*Juancito Pinto*) conditioned on school attendance and participation in the *Niño Sur* (Southern Child) initiative to defend the rights of children and adolescents in the region. In addition to projects funded by USDOL, the Government of Bolivia is part of a 460,000 euro ILO-IPEC global initiative funded by the Netherlands to combat child domestic work. Also, the U.S. Agency for International Development, the Secretary of State of Economy of the Swiss Confederation, UNICEF, and the Bolivian Institute of Foreign Trade are collaborating in a corporate social responsibility effort with the sugar sector in Santa Cruz. This effort targets the welfare of families working in the sugar plantations through child labor prevention actions, such as the distribution of school materials for school-aged children.<sup>9</sup>

In the context of the country's child labor situation and the response by government and other local and international actors, the NPK project builds on the experience Bolivia has developed over the last decade.

## **2.2 PROJECT DESCRIPTION**

On September 30, 2007, DyA received a 40-month cooperative agreement worth US\$3,344,000 from USDOL to implement an Education Initiative project in Bolivia, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services.

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<sup>8</sup> Ibid., p. 35.

<sup>9</sup> Ibid., p. 36.

2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school.
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.
4. Supporting research and the collection of reliable data on child labor.
5. Ensuring the long-term sustainability of these efforts.

DyA was awarded the project through a competitive bid process. As stipulated in the cooperative agreement, the project aims to withdraw 2,900 children who are working and 2,900 at risk of engaging in the worst forms of child labor in Santa Cruz and Chuquisaca. Many beneficiaries are children from the Quechua and Guaraní ethnic groups who migrate to work in the sugarcane and soybean plantations, while others migrate to the cities to work. Other children receiving services are working in their family farms or homes during long hours, while others still are trapped in forced agricultural labor.

The goal of this project is to reduce the number of children working in exploitive conditions in Bolivia by increasing their enrollment in educational activities, reducing their hours of work, or removing them from exploitive work. Approaches to be used include providing direct educational services; strengthening child labor and education policies; organizing activities related to youth employment and alternative income generation; developing occupational training/continuing education; and raising awareness and collaborating with parents, teachers, municipal and national officials, and indigenous organizations. As of September 2009, 5,077 children were participating in the project, and 2,762 had been withdrawn or prevented from exploitive child labor as a result of this project.



## III EVALUATION FINDINGS—RELEVANCE

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### 3.1 FINDINGS

On the whole, the project design was based on a well-informed and accurate reading of the social and political realities of Bolivia. Given DyA's previous experiences in eradication of child labor (through the USDOL-supported *Wiñari* project) in Ecuador, a country with very similar social and political conditions as Bolivia, and their relationship with subcontractor Swiss Red Cross, an organization with a 30-year presence in Bolivia, the project staff has a keen understanding of the strategies and services that were effective in addressing the problems identified in the baseline study.

The assumptions underlying the implementation timetable underestimated to some degree the time required for office setup, recruitment of key staff, and establishing a legal and physical presence in Bolivia. Moreover, the project may have underestimated the initial skepticism and even resistance that local agencies and institutions had toward an Ecuadorian NGO working in Bolivia. Additionally, while no assumption about Bolivian politics is safe, the project could not have foreseen the multiple political challenges posed by a fierce opposition to the Evo Morales government, particularly in Santa Cruz where the project is based. The political climate was also affected by worsening relations between the Bolivian and U.S. governments as evidenced by the mutual expulsion of respective ambassadors in 2008.

One crucial change in the design of the project came with the inclusion of Plan 3000 as a new project site. As an urban settlement of over 250,000 people with a complex ethnic and social makeup, it is understandable why this site was selected as site for such a pilot program. Nevertheless, for a project whose resources were already stretched over vast highland and lowland departments, this decision presented additional challenges.

The project has made admirable progress toward its goals to eradicate or prevent child labor, strengthen existing public policies, raise awareness, improve data collection, and work toward the long-term sustainability of these strategies. While there will be more detailed discussion below on the impact of the program thus far, it is worth highlighting the improvements that the project made to the diagnostic work of understanding the dimensions of the problem of child labor. Existing official estimates of the 2001 Census failed to take into consideration activities in the rural countryside that ILO guidelines would have characterized as forms of child labor. Operationalizing child labor with accepted international indicators, the project was able to provide improved survey instruments that have not only generated better data but will also be used in future census work.

Table 1 illustrates the difference between census and NPK project data. As the data from the NPK project show, the Bolivian census dramatically underestimated the number of children and adolescents who work and/or work and study, and overestimated the number of children who are only studying or who do not work or study.

**Table 1: Work and Education Baseline Status According to Bolivian Census and NPK**

Work and education status of Bolivian children	2001 Bolivian Census		NPK Baseline Study 2007	
	7–14 years	15–17 years	7–14 years	15–17 years
<b>Works and studies</b>	5.77%	11.94%	79.8%	57.6%
<b>Only works</b>	1.99%	14.73%	10.6%	35.8%
<b>Only studies</b>	87.6%	61.9%	9.0%	4.3%
<b>Does not work or study</b>	4.62%	11.38%	0.6%	2.3%
<b>Total</b>	100%	100%	100%	100%

Source: NPK Baseline Study 2007, Bolivian Census 2001.

### 3.1.1 Main Strategies and Activities

In addition to the diagnostic, which improved the empirical understanding of the problem of child labor in Bolivia, the project used four principle strategies in order to meet the objectives in withdrawing and preventing children from the worst forms of child labor: education services; awareness promotion; co-execution with indigenous, peasant, or social organizations; and coordination with government organizations and initiatives. We will discuss each of these below.

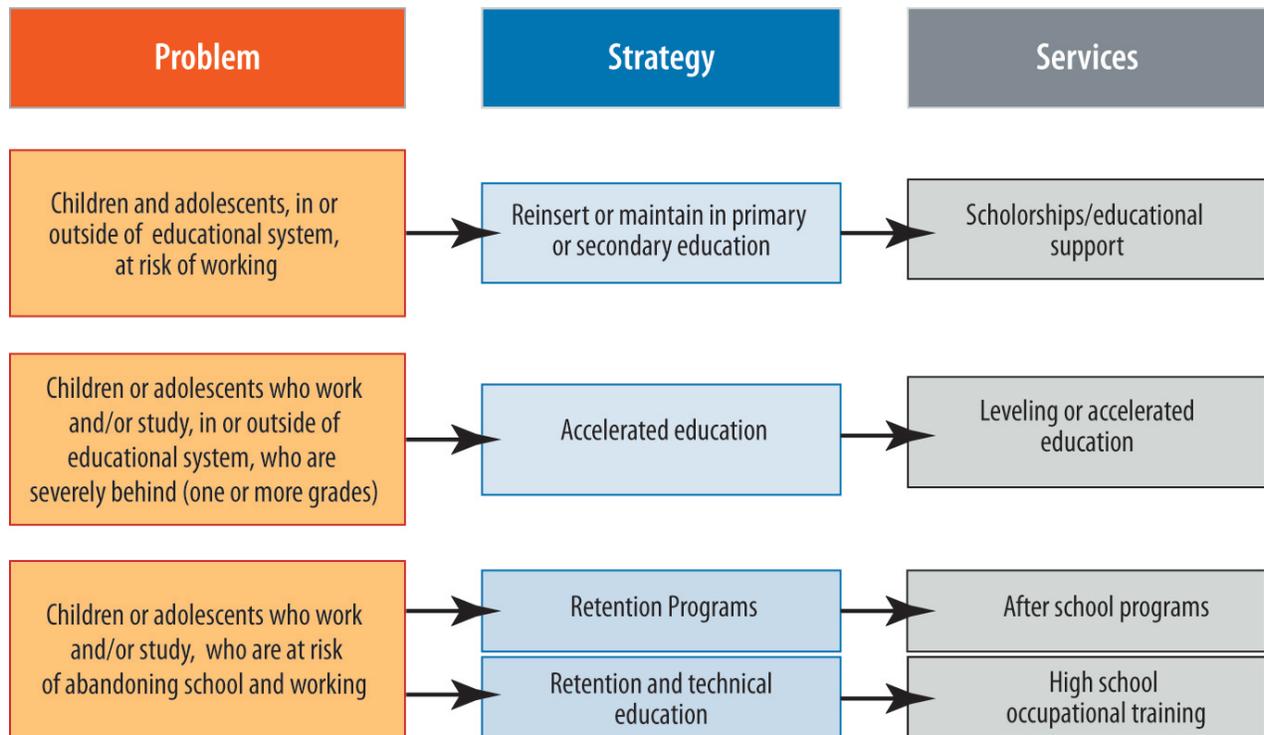
#### **Education Services**

The project offers four different educational services that respond to specific kinds of needs. These four services are educational support, leveling or accelerated education, afterschool programs, and occupational training and boarding schools.

- **Educational support:** Scholarships or other kinds of support (uniforms, collective support for food or infrastructure) offered to children and/or adolescents in or outside of the educational system who are at risk of working, in order to reinsert them or keep them in school.
- **Leveling or accelerated education:** Educational service offered to children or adolescents who work and/or study in or outside of the educational system, and who are severely behind (by one or more grades).
- **Afterschool programs:** Services provided to children or adolescents who work and/or study and are at risk of abandoning school to work. Also involves community members (parents and leaders) as tutors in these programs.
- **Occupational training and boarding schools:** Services provided to children or adolescents who work and/or study and are at risk of abandoning school to work. Particularly useful for adolescents who are looking for practical training, and for children/adolescents who live far away from schools.

Figure 1 shows the connection between needs, strategies, and services.

**Figure 1: Direct Services for Beneficiaries**



Source: DyA Presentation, October 19, 2009.

It is worth noting that the accelerated education programs offer an important option for children under age 15 that did not exist previously in the Bolivian educational system (which provides alternative, accelerated education only for adolescents age 15 and older). Moreover, the educational focus reframes the problem of child labor as it reinforces the connection between children who work and children who are behind in school by one or more grades. This is especially important for the transformation of local understandings and misunderstandings about child labor, particularly the difference between help and work in the home and family farms. These strategies have already helped bring parents, teachers, children, and other members of communities together as central actors in the construction of solutions to the problem of child labor in Bolivia. Finally, the training of teachers in innovative methodologies has created a core number of educators that can in turn share new pedagogies with current and future teachers.

Though these programs have registered great success in attracting and retaining students, there have nevertheless been challenges along the way that should be taken into account for future planning. These challenges will be analyzed in the concluding section, and listed briefly here. First, there is the challenge of coordinating multiple calendars that often do not coincide (Bolivian academic calendar, agricultural calendar, and USDOL reporting calendar). Second, there is the resistance of some teachers, trained in traditional pedagogies, to new strategies. Third, there is the resistance of some parents who often worked as children themselves. Fourth, there is the scarcity of education materials, which in many cases arrive late to teachers, a

particularly severe problem for accelerated education teachers who are already trying to make up for lost time. Finally, there is the still widespread problem of children without birth certificates or identity documents that cannot formally register for school. Though DyA has found many answers to these challenges, they represent some of the enduring tensions of the project.

### ***Awareness Promotion***

The project has used various strategies, on both local and national levels, to raise awareness of the problem of child labor. The awareness campaign has been especially effective in highlighting the distinction between culturally appropriate activities and exploitive forms of labor. On the local level, one of the more effective strategies has involved the use of multi-activity educational fairs. In these spaces, children display their artwork, perform puppet shows, and role-play as radio reporters to communicate messages to their families and the community at large. In these various media, children tell stories about the dangers of child labor and the benefits of education. In addition to these fairs, the project has made good use of local radio and television programs to publicize the aims of the project and educate community members about the potential harms of child labor. Finally, the project is developing storybooks, illustrated by a well-known children's artist, which will be used as a way of continuing to raise awareness about this issue.

On a national level, the project has worked with national indigenous organizations in the highlands and lowlands to integrate indigenous child labor into the political agendas of these organizations. Through the ongoing work of CEPTI (and the still-incipient work of the sub-commissions of CEPTI), the project aims to continue fostering a national conversation about the risks of child labor.

### ***Co-Execution with Indigenous, Peasant, and/or Social Organizations***

A third strategy of the NPK project has been to work with indigenous and social organizations to plan and execute monthly and annual project activities. The strategy has been for indigenous/social organizations to think of the project as their own, and of DyA as a supporting organization. This kind of horizontal strategy seems to be working quite well and is important for promoting project ownership and sustainability. As local indigenous organizations are generally responsible for selecting the project technicians in each zone (Plan 3000, where the project began work only recently, is an exception), the project teams have organic connections to the local organization. As part of this work, training workshops for the local technical teams have worked to strengthen organizations, and raise awareness about the problem of child labor among organizations and communities. Guaraní leaders, for example, suggested that it was only through this project that they had forged alliances across three different *capitanías*<sup>10</sup> and seen the importance of working through education to mitigate the harms of child labor in Guaraní territories. In the case of Plan 3000, where, unlike the other sites, there was no preexisting local organization for the co-management of project activities, DyA worked with local community members to consolidate local school boards that would be the partners for project implementation.

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<sup>10</sup> *Capitanías* are an administrative division or political unit within a country.

### **Coordination with Government Organizations and Initiatives**

The project has also coordinated its efforts with local and national authorities. These alliances have been especially strong on the local levels where the project has worked closely with the local representatives of the Ministry of Education (*directores distritales*), mayors, and local oversight committees (*Comites de Vigilancia*). There has been important work that bridges social organizations and local governments through the work of participatory budgeting in which local organizations work with local leaders to set the priorities for the use of local expenditures. As some municipalities have greater fiscal limitations than others (for example, Mojocoya has a considerable budget deficit), this strategy is more effective in some places than others.

On the national level, the project has the distinction of being the only U.S.-supported program that has signed agreements with the Bolivian Government. Formal agreements with the Ministries of Education and Labor have helped legitimize the work of the project and integrated NPK within national efforts to eradicate child labor. The NPK team now plays a key role in advising and supporting the work of CEPTI, the national commission for the eradication of child labor, which fits squarely within the national legal and policy framework addressing child labor. The national commissioner has no support staff and very meager resources, thus the technical support offered by the NPK program team is critical. This is especially true now, as the NPK project has been an important part of a national-level evaluation about indigenous child labor. This work should lead to the creation of a CEPTI sub-commission on indigenous child labor.

#### **3.1.2 Cultural, Economic, and Political Context**

As touched upon previously, economic, cultural and sociopolitical obstacles have been formidable in the search for solutions to the problem of child labor. As Bolivia continues to be among the poorest countries in the region, many families feel economic pressures that push children into the workforce. Over 10% of the economically active population is made up of child laborers. Culturally, many indigenous families do not consider child labor inappropriate and indeed see it as part of the culturally appropriate ways that children are raised and contribute to family and community economies. Sociopolitically, in some parts of the lowlands (for example, the Guaraní *capitanías* in Alto Parapetí) indigenous communities find themselves still living in almost feudal conditions where local landowners, for all intents and purposes, hold political power. In these communities, indigenous families, children included, still face situations of forced labor and the intense opposition of local elites to new educational programs.

The NPK project has taken all of these challenges into account in the design of the project activities and implementation. As will be discussed in greater detail, the educational services (like the technical, vocational training of the boarding schools) offer families clear economic incentives for keeping children in school. The program has also been very sensitive in consulting with communities about the distinction between culturally appropriate activities for children and exploitive and dangerous forms of labor. The opposition of some local elites to NPK projects has been and remains one of the more daunting challenges. Nevertheless, the project has supported local indigenous organization efforts to provide educational services and to bring national and international attention to the issue of forced labor. The reconstruction of a school destroyed by

local landowners in Alto Parapetí is a symbolically important example of the persistence of indigenous community leaders working with the NPK project.<sup>11</sup>

The collaborative design and implementation of the project activities have created a dynamic conducive to the elaboration of culturally and politically appropriate interventions. As indigenous technicians from the local communities are often the main agents in NPK activities, local knowledge is integrated into the very fabric of daily operations. As educational materials are elaborated entirely in Spanish rather than indigenous languages, there is more work to be done to incorporate indigenous forms of knowledge and learning into future activities. Nevertheless, as there is high demand among indigenous communities for literacy in the dominant language (Spanish) the elaboration of Spanish-language texts is reasonable and appropriate.

There exists some ambivalence in the existing institutional frameworks regarding child labor. On the one hand, Bolivia is a signatory of international conventions against child labor (such as ILO Conventions 138 and 182). On the other hand, Bolivia's constitution and national legislation on child labor, which set the minimum age for working at 14, nonetheless set the maximum number of working hours per day (for those of legal working age) at eight hours, which is not conducive to the retention of children in schools. By adopting the more restrictive guidelines of ILO, which establish four hours as a daily maximum, the project seeks to contribute to a reconsideration of the appropriate parameters of labor by children and adolescents.

The project is also an integral part of recent efforts by the Bolivian Government to elaborate a national strategy for the eradication of child labor as evidenced by the work of the project in CEPTI and in collaboration between NPK staff and officials at ILO and UNICEF. Building on previous experiences that these various organizations have had in child labor eradication programs in the mining and sugarcane sectors, NPK has become a key member in the transnational policy and advocacy network working for the eradication of the worst forms of child labor.

### **3.1.3 Relevance of Selection Criteria**

In designing the project, DyA used specific criteria to select appropriate project zones and beneficiaries. In selecting project zones, DyA sought areas that were representative of the diversity of the Bolivian population. Specifically, the project selected areas reflecting the divisions between the western highlands and eastern lowlands, urban and rural contexts, and Quechua and Guaraní indigenous populations (two of the three major indigenous nationalities in the country). The project also sought to select sites with a high incidence of agricultural child labor, solid social organizations capable of co-management of projects, and where there was the possibility of inter-institutional cooperation between municipalities and other organizations. These criteria are not only reasonable but reflect some of the most important features and divides of Bolivian political and cultural reality.

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<sup>11</sup> Landowners saw the NPK project as linked to the Morales government's land redistribution policies, which threatened to divide their *haciendas*. Opposition to these policies has been intense and often violent.

Similarly, the project also used relevant and appropriate criteria in the selection of project beneficiaries. The project works with indigenous children and adolescents who live in communities with a high incidence of child labor and in close proximity to economically productive regions. Additionally, NPK sought beneficiaries in communities where educational problems have been recorded by national educational statistics. Finally, the project sought to work in communities that registered high rates of adolescent migration and school desertion.

## **3.2 LESSONS LEARNED/BEST PRACTICES**

The major design and implementation issues that emerged in the course of the evaluation were a need for additional time and improved means of transportation. For both the grantee and USDOL, there are major challenges in seeking to implement a truly participatory and representative program in just over three years. In addition to the initial startup challenges of establishing the project presence in the four zones of Bolivia, there is the constant challenge of the formidable distances in the Bolivian countryside, which task the often barely adequate transportation services of each team. For example, one team covers hundreds of kilometers with only one motorcycle and a small jeep, while another performs similar tasks with only two motorcycles. Given the constant need for face-to-face communication with teachers and parents, there is a need for greater resources to be allocated for transportation.

The co-management of the project is one of the most important practices worthy of replication in other projects. Nevertheless, this is not without its challenges. One of the major challenges we encountered is the lack of equitable gender representation in the technical teams. In the four technical teams in the project sites, there are only two women (out of approximately 20 technicians). Though it is commendable to allow communities to select technical team members, there is the danger of reproducing gender inequalities that may operate locally.

Finally, there is the challenge of materials and services. The project may have underestimated the great need for educational materials and also their tremendous scarcity in very poor communities. Additionally, while educational services are a necessary part of the strategy, they may not be sufficient as there is a great need for psychological services and additional economic opportunities, to which we will return in later sections.



## IV EVALUATION FINDINGS—EFFECTIVENESS

### 4.1 FINDINGS

This section provides an analysis of direct educational services aimed at the withdrawal from or the prevention of child labor as well as efforts to raise awareness and coordinate with state authorities in the elaboration of long-term strategies. On the whole, the project is on track in terms of meeting most of its objectives, though the progress in each region has varied.

This section discusses different services in different areas, but two general factors can be identified that have created delays. First, as the USDOL funding cycle and Bolivian school calendars are not synchronized, the project was forced to begin operating without having all its educational materials developed and tested. Such an initial lag is not unusual, but it did create some early challenges. Second, the political climate in 2007–2008, even by Bolivian standards, was exceptionally complicated given the large-scale mobilization of anti-government opposition, recall referenda, and local-level resistance, especially from landowners in regions like Alto Parapetí, which essentially forced the project to stop providing key educational services.

#### 4.1.1 Effectiveness of Direct Action Interventions

The project has demonstrated itself to be effective at withdrawing and preventing a large majority of beneficiaries from child labor. Using the ILO guidelines, which classify a child as a “laborer” if they work 28 hours per week, the project reports that 83% of the 3,328 children (for which the project has collected data since the beginning of the program) can be said to be withdrawn or prevented. Table 2 illustrates this reduction in hours worked.<sup>12</sup>

**Table 2: Hours Worked at Beginning of Project and at Midterm Evaluation Point**

Hours worked at beginning of project	Hours worked at midterm evaluation (September 2009)				Total	
	Less than 28 hours		More than 28 hours			
	n	%	n	%	n	%
<b>Less than 28 hours (prevention)</b>	1,707	91.2%	164	8.8%	1,871	100.0%
<b>More than 28 hours (eradication)</b>	1,055	72.4%	402	27.6%	1,457	100.0%
<b>Total</b>	2,762	83.0%	566	17.0%	3,328	100.0%

Source: *Ñaupacman-Puriy-Kereimba*, September 2009.

It is important to note that the progress has varied in the different zones, as illustrated by Table 3.

<sup>12</sup> An additional 1,749 children have entered the program at later stages and are not included in Table 2.

**Table 3: Differences in Average Hours Worked at Beginning of Project and at Midterm Evaluation Point by Zone**

Site	Eradication			Prevention		
	Average hours per week worked at beginning	Average hours per week worked at midterm evaluation	Difference	Average hours per week worked at beginning	Average hours per week worked at midterm evaluation	Difference
<b>Cuatro Cañadas</b>	34.62	21.33	-13.28	18.39	17.48	-0.90
<b>Guaraní</b>	32.72	19.46	-13.26	11.44	17.20	5.76
<b>Mojocoya</b>	46.70	30.02	-16.68	20.62	26.88	6.26
<b>Plan 3000</b>	40.74	17.34	-23.40	13.06	14.01	0.95
<b>Total</b>	37.27	22.59	-14.67	15.85	17.19	1.35

Source: Ñaupacman-Puriy-Kereimba, September 2009.

This table shows that the project has had a greater impact in the zones where children worked a greater number of hours. For example, in Mojocoya, children have gone from working 47 hours each week to 30 hours each week. However, in all the project sites except in Mojocoya, children (in both eradication and prevention programs) are working less than 28 hours each week. While the children in eradication programs in Mojocoya are the exception, the project has still dramatically reduced the number of hours worked, and they are only two hours away from meeting their goal of reducing the numbers of hours children work to 28 per week maximum.

The success in reducing the number of hours worked for the eradication group is due largely to the effectiveness of the education services offered by the NPK project. Briefly, this section will discuss the strengths and weaknesses (if any) of each service.

However, the table does report one result that requires further study. The beneficiaries who are in the *prevention* group, on average, have increased their hours worked. While these children and adolescents still work less than the 28 hours—the cutoff point for the operational definition of child labor—further research is needed to explain why these hours are rising instead of falling. The fact that the number of hours have been increasing in three of the four zones (and staying almost constant in the fourth) suggests that there are special challenges for the work of prevention. This is an issue that the final evaluation should revisit.

#### **4.1.2 Accelerated Education**

This educational model has been a particularly effective strategy in removing children from exploitive labor contexts and preventing many from entering those situations. Given the lack of educational opportunities in Bolivia and the severe problem of children several grades behind in school, accelerated education has been embraced by communities in all four project sites. Parents talked proudly about seeing clear results in their children’s learning capacities and in their motivation to learn and return to school.

An important achievement of the project has been the incorporation of these services into schools beyond those participating in the NPK program, increasing awareness not only of the problem but also of possibilities for change and educational models that work. Teachers working with accelerated education evaluate each child's advancement weekly and are in close touch with families of children in order to keep parents involved in their children's education. These services have clearly developed children's self-esteem, and evaluators witnessed what some have called the "capacity to aspire," a crucial component of these services. During a visit to Cuatro Cañadas, for example, the evaluators had a conversation with a group of children from all four levels in the accelerated education program. A young boy spoke of a new understanding of his own potential, saying that he wants to attend the local university when he finishes school, because now he knows he is good at math, something he never knew before the NPK project arrived in his community. Similarly, a young girl mentioned that she had learned the importance of studying so that she will not be limited by structural conditions. This education model has clearly demonstrated the link between children who work and children who are behind in school. Parents and teachers have become aware of the impact of working on children's educational (and future professional) opportunities, only one of the negative impacts of child labor.

#### **4.1.3 Afterschool Programs**

Like accelerated education, afterschool (or extended hour) programs have had visible success. The most immediate impact has been that children stay in school instead of going out to work. While there was initial skepticism from parents who felt that children were playing at school instead of working or helping mothers at home, the evaluators heard testimonies from both mothers and fathers who made powerful statements about the impact of afterschool programs on their children's academic and emotional development. Similar to accelerated educational programs, the NPK project has managed to incorporate these afterschool programs into the regular educational system. Children respond well to the various activities (such as painting murals, working with puppets, and making crafts), and become much more outspoken and communicative than before their participation in these programs. This is also a help to mothers in particular, as many told the evaluators, because they do not have to return home to cook for their children. This is one reason why it is important for children participating in these programs to have breakfast and lunch provided for them, something the program does well. Moreover, the community has a clear sense of ownership of these programs. Tutors are often parents or relatives who become actively involved in these programs and in the children's educational possibilities, something that adds to community ownership of and participation in these programs. The evaluators witnessed several afterschool program fairs, where children, teachers, and parents offered stories about the dangers of child labor via puppet shows and testimonies about the importance of educational opportunities for children.

#### **4.1.4 Technical High Schools and Boarding Schools**

As with the afterschool programs, an immediate impact of this strategy is keeping children and adolescents in school and away from exploitive labor conditions. The emphasis on computer, accounting, and agricultural training has been particularly effective in keeping children interested in the education they receive. Once again, there is the capacity to aspire, as adolescents begin to focus more on professional development and on the possibility of attending university, and less

on working in conditions of exploitation. Teachers, parents, and other community members are very supportive of these schools. There is also very high demand for these kinds of spaces. This kind of community support was evident during the evaluators' visit, particularly in Ivamirapinta (in the Guarani zone), where the community had organized the construction of a chicken coop that the adolescents worked in and developed. These kinds of projects that involve clear material and economic incentives are especially important for adolescents who are at a high risk of leaving school and entering the workforce. The project and community leaders have also developed strong links between these schools and universities, such as the Gabriel Rene Moreno University.

#### **4.1.5 Material Educational Support—Individual and Collective Scholarships**

This service is important and has been effective in the reinsertion of students into schools, and in keeping children in school. In cases of extreme poverty, helping families to receive school uniforms or food for school lunches can make the difference between children attending school or not. Collective scholarship examples were also significant, such as the case of a community in Casa Grande that had constructed a boarding school for children. Many families lived far from the school, so the community organized itself, selected mothers who would stay with children, and asked the project to provide help with infrastructure and food. The NPK project built a kitchen for them, provided funds for food, a tutor, and an afterschool service for children who no longer work and instead attend school and live in the boarding school.

#### **4.1.6 Teacher-Training Workshops**

While not a direct educational service, these workshops play an important role in the development and refinement of educational services. The frequency of teacher training (once every two months) has been particularly effective in keeping teachers up to date on innovative pedagogical techniques, and serve as a way to evaluate their progress and receive feedback from teachers about what is working and what is not. Teacher professionalization is also appreciated by teachers and parents who now work more closely with their children's teachers. Teachers also receive lectures about the connections between child labor and educational problems for children, something they take into account during their work with the children.

#### **4.1.7 Quality of Textbooks and Other Educational Materials**

The textbooks and educational materials used in all four project sites are of excellent quality. While many of the materials used were developed in Ecuador as part of the *Wiñari* project, all materials were adapted for the Bolivian context. All textbooks were revised after the first year of use based on feedback from teachers and other stakeholders. The evaluators reviewed several of these books and other materials and found them to be culturally appropriate. The evaluators were especially struck by the creativity of some of the materials used for teaching math, such as painted cans and dice, where different colors are associated with different numbers. The use of murals to tell stories about school, home, and even about the dangers of child labor was also an innovative and effective strategy.

All of these services and the materials developed have in varying ways increased educational opportunities for children and adolescents, created community ownership, and increased awareness of the dangers of child labor among teachers, parents, community leaders, and other stakeholders. While other concerns have emerged as a result of these educational services (which we note below), all five services have been very effective.

#### **4.1.8 Identification of Direct Beneficiaries**

From the outset, the project decided against working with children involved in commercial sexual exploitation. Though the project staff members were aware of the scope and risk of this kind of activity, they determined that the kind of approach and services needed to address this kind of child labor is of a different nature than those needed for children working in other sectors. Though this is an understandable decision, more could be done to raise awareness about this kind of problem.

The project was able, nonetheless, to elaborate an improved understanding of child labor in Bolivia. In addition to developing improved diagnostic tools (discussed above), the project was also able to accurately identify communities, schools, and children that meet the criteria established by the project design. These children are involved in a series of work activities ranging from agricultural activities (Mojocoya, Guarani zones), to brick making (Plan 3000) and domestic service (all zones).

#### **4.1.9 Relationship with Government of Bolivia**

As noted above, this is the only U.S.-supported program that currently receives the approval and active cooperation of the Bolivian Government. This achievement is made possible by the South-South design of the project (an Ecuadorian-Bolivian NGO working with indigenous organizations) as well as the coincidence of interests between the NPK project and the Bolivian Government in the eradication of the worst forms of child labor.

Working virtually as an extension of the National Plan for the Progressive Eradication of Child Labor, the NPK project offers vital diagnostic and policy advice for various sectors of the Bolivian Government, most notably the relevant offices in the Ministries of Education and Labor. The close cooperation with the National Commissioner for the eradication of child labor was especially apparent during the midterm evaluation. This relationship with ministries extends to provincial peripheries, as the NPK project has a very close working relationship with District Directors, the local agents of the Ministry of Education. Additionally, signed agreements and constant contact with local mayors and social organizations provide an additional opportunity for synergy between project and local planning.

With regard to the Government of Bolivia's cash transfer program, the project staff members are aware of the scheduling and distribution of the *Juancito Pinto* cash transfer program for students. The project works to ensure that all their participating students receive this cash transfer. As the evaluation coincided with the period of cash delivery, it was clear that all participants in the project had taken this into account in their daily activities. However, from what the evaluators were able to gather, more could be done to help channel these resources in productive ways. More research is needed in this area, but an important first step might be to conduct a diagnostic

study to determine how families are utilizing this cash transfer. Additionally, informal workshops with parents and children could provide spaces for discussion about how these funds could be best used for the benefit of children.

As noted above, one of the achievements of the program is to continue operating (successfully, on the whole) during one of the more contentious periods in recent political history in Bolivia. Though especially conflicted zones like Alto Parapetí still present serious challenges for the delivery of project services, on the whole, the program has been able to work well with local officials and indigenous organization leaders in implementing NPK activities and raising awareness of the problem of child labor.

#### **4.1.10 Participation of Principle Stakeholders in the Project**

As the project has designed instruments to gauge the participation in and knowledge of project activities, there are built-in opportunities for stakeholders to be regularly consulted. Additionally, the fact that local organizations themselves are implementing these activities, local spaces such as communal assemblies provide opportunities for the dissemination of information about activities and more general information about the risks of child labor. Finally, through activities such as the fairs, which are put together by children, teachers, parents, and community leaders, the project is able to communicate project goals and concerns in ways that are entertaining, educational, and effective.

Since indigenous women do play important roles in the execution of the program, the evaluators noted a lack of women technicians on project teams. While gender balance has been a key concern in the selection of beneficiaries, which are almost evenly distributed between girls and boys, the project could do better in the recruitment of female technicians.

#### **4.1.11 Effectiveness of Monitoring and Management Systems**

The project provides regular and systematic monitoring of the project activities and the progress of the beneficiaries. Through the collaborative work of zonal project teams and the teachers in technical high schools and afterschool programs, there are monthly reports of the educational progress of students. Based on the teacher reports, local technicians make follow-up visits to the homes of beneficiaries (as required) to address problems with school attendance, domestic violence, or other issues. Twice a year, the project also uses survey instruments to determine changes in the number of hours worked in order to determine the number of children actually withdrawn or prevented. The system requires regular coordination between technical staff and educators. Many of those interviewed confirmed that the level of coordination was high.

Project staff noted that vacations and holidays present a challenge for the project, as many beneficiaries migrate with parents to work often outside of the project zone. The project design provides for the establishment of vacation activities and an instrument to determine participation rates in those activities, but those data were not made available to evaluators. Nevertheless, the constant flow of information from beneficiaries and stakeholders, to NPK project staff, to USDOL allows for an adequate monitoring of project progress.

One of the strengths is the division of monitoring labor between project technicians, educators, and organization officials. This coordination is not without its challenges. As the project activities are co-managed, decisions are collective and thus require more time than projects that work in a more vertical (top-down) manner. Something as simple as processing a check to cover project expenses can present logistical challenges, as it requires the signatures of project directors and community leaders. These controls, though, have their payoffs in creating an effective sense of community ownership of the project.

Given the difficulties of vacation and holiday periods, there is room for improvement in data collection during these times. There is only one pedagogical advisor in place (for all four zones), which constitutes a weak link in the monitoring system of the program. Additional measures need to be taken to find pedagogical advisors for all zones or to elaborate alternative strategies.

## **4.2 LESSONS LEARNED/BEST PRACTICES**

There are several specific practices that deserve mention and that are worthy of replication. First, in one zone (Plan 3000) the pedagogical advisor requires a daily teacher journal to report on any challenges that have emerged in the classroom. Teachers report that this level of reflection is helpful for them and provides a valuable complement to monthly and annual reports. As this only happens in one zone (given that there is only one pedagogical advisor), this could clearly be expanded.

Second, and following the first point, there is a clear need for more pedagogical advisors. Though many efforts have been made to hire advisors, the project team reports a scarcity of qualified applicants. If this continues to be the case, some creative alternatives are needed to provide this kind of service to the project educators.

Third, informants noted that there were several services needed that are not currently being provided, or which need to be expanded. Of the services that do not currently exist, special mention was made of the need for psychological services for students and teachers, and training for teachers who have multilevel accelerated education (i.e., are teaching students from four grades). Of the services that are offered but could be expanded, informants noted the need for the permanent provision of food to accompany all educational services, and the need for more educational materials and infrastructure (e.g., beds for boarding schools). Additionally, while some children do receive a combination of educational support and other services, many noted the need for further complementing educational support such as scholarships and uniforms with other services (e.g., afterschool programs and/or accelerated education). Finally, teachers noted the need for more post-training classroom support and applied workshops. During the midterm evaluation, we were able to witness a few demonstration classrooms, where two experienced mathematics teacher-trainers traveled to various classrooms to follow-up on a recent workshop and to put into practice the interactive methodology teachers had recently discussed. Teachers expressed their approval of this kind of training and asked that it be administered with more frequency.

Finally, the project should strive for greater gender balance on technical teams.



## V EVALUATION FINDINGS—EFFICIENCY

### 5.1 FINDINGS

Given the vast distances and the challenging physical and political climates that characterize each zone, the project teams have been able to accomplish a great deal. Working long hours and relying on often barely adequate means of transportation, the project teams have managed to have a noticeable impact in each zone. This is largely thanks to the close relationship that the project has established with local communities and organizations. Taking advantage of local knowledge, communal institutions, and norms of reciprocity and collective labor, the project teams have been able to weave the work of NPK within the fabric of local civil societies.

Local authorities and organization leaders describe how project staff members spend long hours in the community participating in communal assemblies. This work was especially notable in the discussion of participatory budgeting in which educational services have become a priority. The evaluators were particularly struck by the financial co-management of project activities. Local organizations set budgetary priorities and play an active role in authorizing project spending. For instance, the signature of local leaders and NPK staff are required on all checks used for project expenses.

The efficiencies of co-execution with local organizations were also clear during the course of the midterm evaluation. Local communication resources and the labor of local parents provided important ways to sustain and amplify the NPK program activities. For example, in the community of Naciones Unidas (Cuatro Cañadas) the mothers of beneficiaries were able to organize themselves in remarkably efficient ways so that breakfast and lunch would be prepared every day for the children that were participating in NPK activities. Not all parents were able to achieve this same level of efficiency, but it would be worth exploring the possibility of exchanges between parents in different communities to share experiences such as these so that successful activities are replicated.

To provide a quantitative sense of the costs of the services, the tables below detail the annual investments per child in the provision of accelerated education, afterschool programs, and technical boarding schools.

**Table 4: Cost per Child for Accelerated Education Services**

Item	Cost/Child/Year
Teacher for one year (12 months at 2,200 bolivianos)	181
Student textbook <i>I Think and I Have Fun</i>	2
Learning modules (language, math, and social and natural sciences)	21
Teacher's guide for <i>I Think and I Have Fun</i>	0.25
Learning modules for teacher (language, math, and social and natural sciences)	1
Math materials	4

Item	Cost/Child/Year
3 pedagogical advisors, 10 months, \$2,100/month	26.25
Teacher training workshops 5/year \$400/year per teacher	20
<b>Total annual cost per child per cycle</b>	<b>255.50</b>

**Table 5: Cost per Child for Afterschool Programs**

Item	Cost/Child/Year
Cost of tutor/year (\$59.17/month/7 months)	14
Teacher guides for afterschool program	2
Teacher training tutors, 5/year, \$400	14
Art materials for children	4
Student textbook <i>I Think and I Have Fun</i> , one/two students	.82
Meals, \$7/day/child, 112 days (7 months)	78.4
<b>Total annual cost per child per cycle</b>	<b>113.22</b>

**Table 6: Cost per Child of Technical High School and Boarding School Services**

Item	Cost/Child/Year
1 tutor, \$160/month for 1 year for 20 adolescents	72
5 boarding school supervisors for 10 months, \$115/month, for 100 students	17
Materials for high school vocational training supplies	55
Training for technical high school instructors, 5 workshops/year, \$400 total	20
Teacher guides	6
Meals in boarding schools (3 bolivianos/child)	80
Technical advice and follow-up, 1 advisor, \$700/10 months	8
<b>Total cost per child per cycle</b>	<b>258</b>

As can be observed, the annual costs per child are quite low (between US\$138 and US\$258), something which augurs well from the transference of these services to the Bolivian state.

Examining the budgetary expenditures as a whole, the resources have been distributed efficiently, with priority given to the direct services. The accounting oversight for these services was the responsibility of subcontractor Swiss Red Cross-Bolivia, and included the education services, awareness-raising programs, national and local policy coordination, and the logistical costs of each of the four zonal offices

In terms of the efficiency of the monitoring and reporting system, the monitoring needs of this program are especially demanding given the geographical and multi-service scope of the

activities. Nevertheless, the instruments designed to monitor the project progress are well designed and have been used effectively by the team. These instruments have been able to monitor not only key indicators such as the hours worked and number of children withdrawn or prevented, but they have also been able to gather data on the changing perception of adolescents, local parents, and leaders regarding what does (and does not) constitute child labor. These instruments have also been able to provide regular opportunities to gauge the effectiveness of training for teachers and pedagogical counseling offered.

What follows is a list of instruments used by the program to gather this and other kinds of data:

- General project survey questionnaire
- Monitoring timetable
- List of daily attendance (by program)
- Monthly summary of program attendance
- List of participants (vacation programs, parent workshops, etc.)
- Home visit registries
- Survey of adolescent perceptions of child labor
- Survey of parental perceptions of child labor
- Survey of teachers' and school directors' perceptions of child labor
- Survey of organization leaders' perceptions of child labor
- Survey of municipal authorities' perceptions of child labor
- Questionnaire for visits to accelerated education teachers
- Questionnaire for visits to afterschool teachers
- Questionnaire for visits to technical high school teachers
- Registry of scholarship distribution
- Registry of children withdrawn
- Monthly reports of accelerated education
- Monthly reports of pedagogical advisors.

## **5.2 LESSONS LEARNED/BEST PRACTICES**

Three dimensions that have enhanced the efficiency of the NPK project deserve mention:

1. The South-South dimension of this project, which is directed by an Ecuadorian NGO in partnership with a host of Bolivian governmental and nongovernmental actors. Lessons learned in and with Ecuadorian indigenous community members have informed the current experience with Bolivian indigenous communities, even as the transition into the country came with some legal and logistical challenges.
2. The co-management of this project with indigenous organizations has served to extend and deepen the reach of this project. Coming in with the approval of communal assemblies and the dexterity of local technicians fluent in local languages has made this project more efficient and more legitimate than programs that seek to work largely with “outside” expertise. Drawing on the social capital of local communities, this project has found ways to offer crucial material supplements like regular meals for beneficiaries enrolled in educational services.
3. The frequency of face-to-face monitoring and follow-up has served to further socialize the goals of the project, and has provided reliable data on the progress made and the distance left to travel.

## **VI EVALUATION FINDINGS—IMPACT**

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### **6.1 FINDINGS**

#### **6.1.1 Impact on Beneficiaries, Partner Organizations, and Government**

Though not scientific, a comparison between a visit to the beneficiaries of Plan 3000, where the project has been in place for a few months, and a visit to Cuatro Cañadas, where the project has almost two years of experience, is instructive. The children that had participated in the program were more extroverted than those children only recently enrolled in the program. Many of the beneficiaries who had been in the program over a year had shared their aspirations for continuing their education, for becoming professionals, for having the kinds of options that their parents lacked. This was brought into relief by conversations with parents who confirmed what we suspected, that their children were less timid than before, even less timid than the adults. In one particular conversation, parents not only endorsed the program but wondered aloud how they too could learn what their children were learning. Another parent asked if he could share his knowledge of agriculture with the afterschool program so that parents could have another way to participate in the program. Without exception, the parents interviewed for this evaluation also asked that the program continue, that services be expanded, and that the project be institutionalized.

Since the program has collected data on parental perceptions, it would be possible to confirm the impressionistic evidence gathered during the evaluation; namely, that parents have newfound appreciation for the risks of child labor and the benefits of education.

The project has had a significant impact on the advocacy and policy community. The National Child Labor Commission described in detail the technical and political importance of the NPK project and staff. As CEPTI has few resources and a large mandate, the Commissioner explained that organizations like DyA, who understand the various dimensions of child labor and have acquired an expertise in Bolivia, are essential elements of renewed efforts to eradicate child labor. The Commissioner suggested that there was no organization better positioned to create the sub-commission on indigenous child labor than DyA. It was her position that DyA and their indigenous partners should constitute that sub-commission in 2010.

Officials at ILO echo these sentiments. By the twists of fate that characterize development work, key personnel at ILO were previously posted in Ecuador and thus have a long history of collaboration with DyA staff. Additionally, the strong working relationship between DyA and Swiss Red Cross-Bolivia, an organization with decades of experience in Bolivia and a unique community-centered methodology, has provided an additional layer of expertise and support. These transnational networks of expertise have been translated into institutional arrangements that are providing the scaffoldings for the construction of national efforts.

The impact on government policy has also been palpable as the NPK project counts on the support of the Ministries of Education and Labor, as has been noted throughout this report. The daylong participation of the Minister of Labor, Calixto Chipana Callisaya (during a week when most ministers were busy campaigning for the party in preparation for the upcoming elections),

itself offers evidence of the positive attention the project has received. Far from a “photo-op” visit, the Minister inaugurated the stakeholder workshop where the preliminary findings from this report were delivered. He also participated actively in the morning discussions and traveled to one of the project sites to see firsthand what the students were experiencing. On a day when the Santa Cruz sun brought the temperature well over 100 degrees, the Minister spent an afternoon attending school assemblies, speaking with teachers and school directors, viewing student-directed educational puppet shows, and being “interviewed” by elementary school reporters who came armed with creative cardboard “cameras,” make-believe microphones, and sharp questions. Along the way, project stakeholders took advantage of the Minister’s visit to pledge further support for their communities and to explain the lack of support in the past. As a kind of civic performance, community and national leaders offered a dazzling democratic display.

### **6.1.2 Impact on Education Quality**

Interviews with project teachers reveal that the educational offerings of the project are significant. Many teachers noted that in an education system that is as resource-scarce as the Bolivian system, the opportunities for continuous training in new and innovative methodologies are few and far between. Though some voiced complaints over delays in the production of some materials and differences with some instructional ideas, overall teachers noted that they had become better and more resourceful in the classroom thanks to NPK methodologies. Local educational authorities have also signaled their support for the NPK curriculum by institutionalizing it beyond those schools targeted by the project. Additionally, parents are particularly concerned with the quality of education their children receive. All parents with whom we met, in addition to teachers, school directors, and indigenous/community leaders, spoke highly about the development of quality education through project programs.

### **6.1.3 Impact on Indigenous Organizations**

This project has also strengthened indigenous organizations. In the case of indigenous organizations that were already strong, such as the *Sub-Centralía of Mojocoya* and the *Guaraní Capitanías*, this experience has provided an additional opportunity for self-governance. Even Guaraní leaders, who can claim long histories of community organization, suggested that this project brought their communities together in new ways, forging connections between education and child labor that had never made it to the agendas of their communal, regional, or national organizations.

For areas like Cuatro Cañadas and Plan 3000 that did not have comparable histories of indigenous organizing (largely because these are “younger” migrant communities), this program has proven to be a valuable experience for constituting local organizations, learning the art of local governance, and the skills needed to attract national attention. Moreover, the training of indigenous technicians in all the zones provides an additional investment in the human capital of these communities and organizations that can lead to future initiatives.

## **6.2 LESSONS LEARNED/BEST PRACTICES**

Given the unevenness in indigenous organizational strength, it is recommended that exchanges be conducted among the different zones so that technicians, educators, indigenous leaders, and even beneficiaries learn from the experiences and challenges of others. In addition to exchanges, there are other ways to further root educational activities in local forms of knowledge and traditions. Though the educational materials have been modified for a Bolivian context, they have as of yet not reflected the significant local differences within Bolivia. Offering local communities greater roles in the design of local education materials would provide the possibility of injecting an added dose of creativity and legitimacy into project activities. Additionally, greater use of indigenous languages in the classroom could serve to contribute to the revalorization of indigenous languages championed by intercultural, bilingual education activists. Though the program cannot and should not seek to implement a fully bilingual curriculum (these programs come with their own complications), the use of local indigenous stories in curricular examples would serve to make education less foreign and imposed than has often been the case for indigenous communities.



## **VII EVALUATION FINDINGS—SUSTAINABILITY**

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### **7.1 FINDINGS**

#### **7.1.1 Exit Strategy and Partnerships**

The project has clear plans for transferring services and creating bridges in the field of child labor policies between state and society. Specifically, the program directors suggest the following measures: First, they seek to have at least one accelerated education experience administered directly by the Bolivian state, with some technical support from DyA. Second, to address the challenge of providing food for students, the project will also seek to elaborate proposals to acquire municipal and international funds—at least for students interned in boarding schools. Third, the technical high schools will be administered by local District Directors and will form part of the agenda of a coordination committee that is constituted by indigenous organizations, the university UAGRM,<sup>13</sup> and World Vision, which will guarantee some continuity in funding. Finally, to provide some policymaking infrastructure for future efforts, the project will work toward the creation of a working group on indigenous child labor constituted by representatives from ILO, UNICEF, indigenous organizations, and DyA, and will be housed within the Ministry of Labor.

This is a reasonable exit strategy and overall the project, as discussed above, has done well to leverage non-project resources. Nevertheless, the success of this exit strategy depends on many factors beyond the program's control, such as the political changes that will come after the December 2009 elections as it is likely that a new set of Ministers will comprise the cabinet. Given the political changes that will come in the wake of the elections, it is uncertain how much political will exists to support the objectives of the program. Thus, an extension of the program at this critical stage for at least one more year would be helpful in sustaining the kind of conducive policy environment that the NPK team has fostered in the last year and a half.

#### **7.1.2 Coordination of NPK Project with Government, Community, and International Stakeholders**

The NPK project has been very effective at fostering positive working relationships with local and national governments. In addition to the agreements and coordinating efforts already mentioned, the project has also worked toward the production of a new manual and improved training for local inspectors as they investigate potential cases of child labor. Given the lack of definitional clarity around child labor, the elaboration of these new materials is an additional way that the NPK project will institutionalize efforts to raise awareness of the dangers of child labor.

As mentioned above, collaboration between the NPK project and ILO-IPEC has been facilitated by the prior experiences that personnel at both organizations have in working together in Ecuador. In some ways, DyA staff had an easier time establishing excellent working relations with international organizations than did the national organizations who at first were skeptical about the appropriateness of an Ecuadorian organization carrying out this project in Bolivia.

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<sup>13</sup> UAGRM: *La Universidad Autónoma "Gabriel René Moreno."*

Over time, however, as DyA “Bolivianized” and “indigenized” its teams in all the zones, it became an active and even leading member of the NGO advocacy and policy community.

## **7.2 LESSONS LEARNED/BEST PRACTICES**

Given the uncertainty surrounding the 2009 elections, an additional year of project activity would be an important step toward guaranteeing the successful transfer of services and the institutionalization of policies. Additionally, as indigenous organizations were not invited to form part of CEPTI, it is crucial that a new coordinating body on indigenous child labor be constituted in order to include the active participation of the national indigenous organizations like CIDOB,<sup>14</sup> CSUTCB,<sup>15</sup> and CONAMAQ.<sup>16</sup>

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<sup>14</sup> CIDOB: *Confederación de Pueblos Indígenas de Bolivia* (Confederation of Indigenous People of Bolivia).

<sup>15</sup> CSUTCB: *Confederación Sindical Única de Trabajadores Campesinos de Bolivia* (Unique Confederation of Rural Laborers of Bolivia).

<sup>16</sup> CONAMAQ: *Consejo Nacional de Ayllus y Markas del Qollasuyu* (National Council of Indigenous Communities of the Collasuyu).

## VIII CONCLUSIONS AND RECOMMENDATIONS

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### 8.1 CONCLUSIONS

At the midterm point of its execution, the NPK project has proven itself to be an effective, efficient, and sustainable set of interventions in four representative zones in Bolivia. The project has generated a wealth of diagnostic data, and is on track to meet its goal of preventing 2,900 children from entering into dangerous labor conditions and extracting an additional 2,900 children. Briefly, this section highlights some of the main elements that have gone into the success of the project, and concludes with some recommendations for addressing those areas where there is room for greater improvement.

Several elements are worth emphasizing for the lessons they provide to future efforts. First, the South-South nature of the project has proven to be an important and valuable avenue that USDOL and other funders from the Global North should continue to pursue. The experience of DyA in Ecuador not only informed the content of its educational services but also proved fortuitous in establishing relationships with ILO officials who had also previously worked in that neighboring country.

Second, the co-management with indigenous organizations, which also grew out of DyA's experience in Ecuador and the methodology of Swiss Red Cross-Bolivia, is perhaps the program's greatest strength. Though the short timeframe of the program does not allow for the level of consultation that characterizes the more long-term (even decades-long) work of Swiss Red Cross-Bolivia, the NPK project takes co-management very seriously, and the crucial role of indigenous technicians and local indigenous authorities are critical elements of the project.

Third, the ability to develop strong partnerships across society and state has served the project well and are the foundations for the sustainability of the activities initiated by the NPK project. Cultivating strong ties with local indigenous actors and government officials, the seeds of sustainability have been planted particularly well on the local level where the stakes of these activities are especially clear. On the national level, the NPK project has become a shining reference point in the new constellation of policy and advocacy communities centered around issues of child labor. For an organization that has only recently begun to work in the country, DyA has developed a remarkable amount of influence and sway.

Finally, it is worth noting that the accomplishments of the program to date have been based on the selective use of particular services in different communities. That is, services have been offered in isolation from each other to test their efficiency rather than being deployed in combination. As the project seeks to offer multiple services to withdraw those children who are still in the grip of child labor, it is important that lessons be learned about the most effective combination of services, as it may not always be possible to offer all the services that were tested in this pilot experience in each municipality. With an eye to future efforts, the report concludes with some provisional recommendations.

## **8.2 RECOMMENDATIONS**

### **8.2.1 Key Recommendations**

The evaluators were impressed with the work conducted by the NPK project and strongly believe that the staff is capable of successfully meeting all project objectives in a timely manner. However, given the considerable political and economic challenges posed by Bolivian reality, and especially the contexts in which the project works, five key recommendations are offered here that the evaluators believe will help the project successfully meet their key objectives.

1. **Extend the project by one year with additional resources.** Expanding project resources (including educational materials, infrastructure, and transportation for children and technicians), and expanding the time the project formally operates in Bolivia will significantly increase the project's ability to meet its objectives, particularly in the area of sustainability. From previous experiences in Ecuador, project staff were able to identify a four-year program for achieving sustainability in which the first year is dedicated to the startup costs, the second is meant to consolidate key partnership for co-execution of project activities, the third is devoted to transference to national authorities and institutions, and the last is dedicated to maintaining a technical and advisory role in order to guarantee sustainability. The project has already established a good basis for sustainability, but an additional year would allow it to navigate the uncertainties that come with the 2009 election and the inevitable challenges of political transitions.
2. **Hire pedagogical advisors for each of the four project sites.** The NPK project needs a better system of pedagogical evaluation and advising in all four project sites. Taking into account the difficulties in finding qualified personnel for this position, the project should develop new strategies for hiring appropriate personnel. One possibility is for the project to train its own personnel for this position. The project could take Plan 3000, where the project has a terrific pedagogical advisor (and the only one in the entire project) as a model for this, and possibly utilize their pedagogical advisor from this site in this training effort.

Another suggestion for addressing this need is to work toward a collective form of pedagogical evaluation and advising system. The project could offer workshops for teachers—a space for conversations about the pedagogical challenges of teaching in the program—where teachers could share experiences about what has worked and what has not worked. Finally, as mentioned earlier, the daily field journal (as it exists in Plan 3000) should be implemented in all four sites.

3. **Develop more activities with parents of beneficiaries.** The project should develop workshops with parents of beneficiaries that focus on the themes their children are studying in school, particularly in afterschool programs, such as workshops on ecology, agricultural practices, and others. The project should also take advantage of offers by fathers and mothers to participate more fully in their programs. This would serve to develop community ownership even further, and to connect parents more intimately with project objectives and beneficiaries.

4. **Work toward sustainability of project goals.** The project should work toward the sustainability of their goals by continuing to work closely with the Bolivian Government. In particular, the project should continue to strengthen the Commission for the Progressive Eradication of Child Labor. The project should work toward this especially by supporting the creation of the indigenous sub-commission for the eradication of child labor in Santa Cruz. This should be one of the project's priorities for 2010.
5. **Provide psychological services.** It was clear during the midterm evaluation that there is a dire need for psychological services to aid teachers and parents in the work to remove children from exploitive labor conditions. Most of the beneficiaries of this project have suffered physical, emotional, and psychological harm. All teachers interviewed expressed a need to access psychological services. The project could explore the possibility of alliances with universities and with psychology departments, and search for some way of offering these services to children and teachers participating in their programs.

## 8.2.2 Other Recommendations

While the evaluators feel that the recommendations cited above are the most important, there are several other recommendations that the evaluators believe can strengthen the project's relevance, efficiency, effectiveness, impact, and the possibility of the project's sustainability in the country.

1. **Pedagogical Recommendations.** The project might consider incorporating photography as part of their strategies for increasing student involvement in educational services. Project staff members should also brainstorm ways to develop activities during summer months in order to keep children involved in projects. Moreover, the project should develop workshops for teachers working in accelerated education with more than one level (or two grades) at a time. They might also offer a certificate or some kind of incentive to students participating in afterschool programs as a way to motivate their participation. Many teachers mentioned the need for workshops for children on sexuality/sexual education; primarily at the high school level, though also at the primary school level. This may be tied to the promotion of psychological services. The project might also invite university students from various tracks to talk with high school students about the different professional careers. Finally, the project should develop strategies to increase the amount of materials per classroom.
2. **Create exchange opportunities.** As mentioned above, the possibility of sharing knowledge across different sites offers the potential of not only broadening the horizons of project participants but also replicating strategies that have worked especially well. Technicians could clearly benefit from sharing experiences (and indeed, do occasionally come together), but additional spaces for parents, teachers, and especially beneficiaries should be explored. Something as simple as a soccer tournament for the different students from all the zones could generate a new sense of excitement and foster new relationships that can nurture students' individual and collective "capacity to aspire."
3. **Gender balance.** Though there are many benefits to the co-management of project activities, one of the persistent challenges is the reproduction of gender biases in local contexts. While there may be resistance among indigenous leaders to select indigenous

women to serve as project technicians, there should be greater efforts to encourage indigenous women to occupy leadership roles in the project.

4. **Additional recommendations toward sustainability.** The NPK exit plan already contemplates important steps toward guaranteeing a lasting legacy of improved education services, thus there are only two more suggestions for these kinds of efforts: First, since much depends on the organizational capacity and ability to acquire additional resources, more investments should be made in training indigenous leaders in the art of elaborating project proposals and approaching funders at local, national, and international levels. Second, given the benefits already made visible by the contribution of university students to the technical dimensions of the high school education, the role of university students could be broadened. A broad range of students from many disciplines and careers could come to the various services if for no other reason than to make clear the choices that students have in shaping their future. Strengthening already existing collaboration with universities such as the Catholic University and the University Gabriel Rene Moreno would be one way to do this.
5. **Expand economic opportunities through education.** The technical training offered through the boarding school component offers some important paths that should be pursued in terms of expanding the economic opportunities for communities. The example of the chicken coop in Ivamirapinta is especially instructive. An advanced university student coordinated the project and helped NPK beneficiaries construct their own facility. He offered the training that allowed these young people to become agents in their own development. The very process of constructing the chicken coop, learning to care for the chickens, and understanding the larger economic processes in which agricultural activities are embedded yields important returns in terms of education and empowerment.

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# Annexes

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# ANNEX A: TERMS OF REFERENCE

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## TERMS OF REFERENCE

for the Independent Midterm Evaluation of

Ñaupacman Puriy-Kereimba: Combating Exploitive Child Labor

Through Education in Bolivia

<b>Cooperative Agreement Number:</b>	<b>07-K110-RWBR-4143-WW501-000</b>
Financing Agency: Grantee Organization: Dates of Project Implementation:	U.S. Department of Labor Desarrollo y Autogestión (DyA) September 30, 2007 – December 31, 2010
Type of Evaluation:	Independent Midterm Evaluation
Evaluation Field Work Dates:	October 20–30, 2009
Preparation Date of TOR:	August 19, 2009
Total Project Funds from USDOL Based on Cooperative Agreement:	US \$3,344,000
Vendor for Evaluation Contract:	ICF Macro, Headquarters 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## I BACKGROUND AND JUSTIFICATION

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

Since 1995, the U.S. Congress has appropriated over \$720 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services;
2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school;
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensure the long-term sustainability of these efforts.

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

USDOL reports annually to Congress on a number of indicators. As these programs have developed, an increasing emphasis has been placed on ensuring that the data collected by grantees is accurate and reported according to USDOL definitions.

In the appropriations to USDOL for international child labor technical cooperation, the US Congress directed the majority of the funds to support the two following programs<sup>17</sup>:

1. *International Labour Organization’s International Programme on the Elimination of Child Labor (ILO-IPEC)*

Since 1995, the US Congress has earmarked some \$410 million to support the International Labor Organization’s International Program on the Elimination of Child Labor (ILO/IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include “direct action” components that are interventions to remove or prevent children from involvement in exploitive and hazardous work. One of the major strategies used by IPEC projects is to increase children’s access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assists in building a sustainable base for long-term elimination of exploitive child labor.

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<sup>17</sup> In 2007, the US Congress did not direct USDOL’s appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.

## 2. *Child Labor Education Initiative*

Since 2001, the US Congress has provided some \$249 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitive child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Timebound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

### *Other Initiatives*

Finally, USDOL has supported \$2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI.

## **Project Context**

While child labor has declined substantially in Latin America and the Caribbean in recent years, there are still 5.7 million working girls and boys who are under the minimum age for employment or are engaged in the worst forms of child labor.<sup>18</sup> In Bolivia, at least half of the children who work are indigenous children that belong to the Quechua, Aymara and Guaraní groups. Most child laborers work in agriculture, either on family farms and/or on other people's farms or plantations. The children are exposed to agro-chemicals, extensive and forced workdays, and carrying loads that surpass their physical capacity. Children also work in domestic service in third party homes. Girls are "handed over" to families to work in exchange of food and lodging, and sometimes education. Studies indicate that trafficking children for sexual exploitation or begging is a growing trend in Bolivia.<sup>19</sup>

USDOL has supported several initiatives in Bolivia, having devoted over \$4.8 million since 2001 to combat child labor in that country alone.<sup>20</sup> These efforts include the current project and a \$1.5 million project implemented by CARE from 2002 to 2006 to address the education component of a timebound program that withdrew 101 children from exploitive labor in small-scale mining and

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<sup>18</sup> ILO-IPEC, "Latin America and the Caribbean," <http://www.ilo.org/ipec/Regionsandcountries/LatinAmericaandCaribbean/lang-en/index.htm>.

<sup>19</sup> DyA, "Project Summary: Combating Exploitive Child Labor Through Education in Bolivia."

<sup>20</sup> USDOL, "Project Status—Americas", <http://www.dol.gov/ILAB/programs/ocft/project-americas.htm>

prevented 29 children from becoming engaged in such activities.<sup>21</sup> Additionally, Bolivia participated in a USDOL-funded \$4.48 million South American regional project implemented by ILO-IPEC to eliminate child labor in small-scale mining, which ended in 2005.<sup>22</sup>

The Government of Bolivia is actively involved in these and other initiatives to combat child labor and has a national legal and policy framework which addresses child labor and the worst forms of child labor. Bolivian law sets the minimum age for employment at 14 years. Children ages 14 to 18 must have the permission of their parents or of government authorities in order to work. The law prohibits children ages 14 to 17 from taking part in hazardous activities such as carrying excessively heavy loads, working underground, working with pesticides and other chemicals, or working at night. The law prohibits forced or compulsory labor. The law also prohibits any kind of labor without consent and fair compensation, and trafficking of persons.<sup>23</sup>

The Government of Bolivia's policy framework to address child labor is the National Plan for the Progressive Eradication of Child Labor 2000-2010. The plan identifies mining, sugarcane harvesting, and urban work as priority areas to combat exploitive child labor. Additionally, the Vice Ministry of Gender and Adolescence implements a Plan for the Prevention of and Attention to Commercial Sexual Exploitation, with a focus on efforts in the country's largest cities.<sup>24</sup>

The Government of Bolivia is working with NGOs and foreign governments to undertake various initiatives related to child labor and education, such as providing free birth registration and identity documentation to citizens in order to facilitate their access to social services such as education, and reduce their vulnerability to trafficking. Other initiatives include a cash subsidy program conditioned on school attendance and participation in the *Niño Sur* (Southern Child) initiative to defend the rights of children and adolescents in the region. Also, USAID, the Secretary of State of Economy of the Swiss Confederation, UNICEF, and the Bolivian Institute of Foreign Trade are collaborating in a corporate social responsibility effort with the sugar sector in Santa Cruz. This effort targets the welfare of families working in the sugar plantations through child labor prevention actions such as distribution of school materials for school-aged children.<sup>25</sup>

### **Ñaupacman Puriy-Kereimba: Combating Exploitive Child Labor Through Education in Bolivia**

On September 30, 2007, Desarrollo y Autogestión (DyA) received a 4-year Cooperative Agreement worth \$3,344,000 from USDOL to implement an EI project in Bolivia, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. DyA was awarded the project through a competitive bid process. As stipulated in the Cooperative Agreement, the project aims to withdraw 2,900 children who are working and 2,900 at risk of entering the worst forms of child labor in Santa Cruz and Chuquisaca. Many

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<sup>21</sup> USDOL, "The Department of Labor's 2006 Findings on the Worst Forms of Child Labor," <http://www.dol.gov/ilab/programs/ocft/PDF/2006OCFTreport.pdf> p. 52.

<sup>22</sup> USDOL, "Project Status – Americas," <http://www.dol.gov/ilab/programs/ocft/project-americas.htm>.

<sup>23</sup> USDOL, "The Department of Labor's 2007 Findings on the Worst Forms of Child Labor," <http://www.dol.gov/ilab/programs/ocft/PDF/2007OCFTreport.pdf>, p. 34-35.

<sup>24</sup> Ibid., p. 35.

<sup>25</sup> Ibid., p. 36.

beneficiaries are children from the Quechua and Guarani ethnic groups who migrate to work in the sugarcane and soybean plantations, while others migrate to the cities to work or are trafficked for sexual exploitation or begging. Other children receiving services are trapped in forced agricultural labor.

The goal of this project is to reduce the number of children working in exploitive conditions in Bolivia by increasing their enrollment in educational activities, reducing their hours of work or removing them from exploitive work. Approaches to be utilized include: providing direct educational services; strengthening child labor and education policies; organizing activities related to youth employment and alternative income generation; occupational training/continuing education; and awareness raising and collaboration with parents, teachers, municipal and national officials and indigenous organizations. As of February 28, 2009, 411 children had been withdrawn or prevented from exploitive child labor as a result of this project.

## **II PURPOSE AND SCOPE OF EVALUATION**

OCFT-funded projects are subject to mid-term and final evaluations. The *Ñaupacman Puriy-Kereimba* project in Bolivia went into implementation in September 2007 and is due for mid-term evaluation in 2009.

### **Scope of Evaluation**

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

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

### **Midterm Evaluation Purpose**

The purpose of the mid-term evaluation is to:

1. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government;
2. To identify the project's main achievements, difficulties, and lessons learned;
3. Determine whether the project is on track toward meeting its objectives and identify the challenges encountered in doing so;

4. Provide recommendations toward how the project can successfully overcome challenges to meet its objectives and targets by the time of project end;
5. Assess the effectiveness of the project's strategies and the project's strengths and weaknesses in project implementation and identify areas in need of improvement; and
6. Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations, and identify steps that can be taken to enhance the sustainability of project components and objectives.

The evaluation should also identify emerging lessons learned, potential good practices, and models of intervention that will serve to inform future child labor projects and policies in Bolivia and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and DyA and provide direction in making any revisions to workplans, strategies, objectives, partnership arrangements, and resource allocations that may be needed in order for the project to increase its effectiveness and meet its objectives. Recommendations should focus on ways in which the project can move forward in order to reach its objectives and make any necessary preparations or adjustments in order to promote the sustainability of project activities. The evaluation should also assess government involvement and commitment in its recommendations for sustainability.

## **Intended Users**

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

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

## **Evaluation Questions**

Specific questions that the evaluation should seek to answer are found below, according to five categories of issues. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF Macro.

## **Relevance**

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and

policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Have the project assumptions been accurate and realistic? How, if applicable, have critical assumptions been changed? Evaluate the pertinence and relevance of the project's educational opportunities in relation to the problems identified at baseline.
2. Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?
3. What are the project's main strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (e.g., poverty, lack of educational infrastructure, lack of demand for education, etc.) Has the project been successful in addressing these obstacles?
5. Is the project design appropriate for the cultural, economic, and political context in which it works? Specifically, does the project address special considerations with regard to indigenous populations, in terms of language, culture, and context?
6. How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?
7. Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.
8. What other major design and/or implementation issues should be brought to the attention of the grantee and DOL?

### ***Effectiveness***

The evaluation should assess the extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. At mid-term, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they in terms of target numbers and objectives?
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (e.g., occupation training, after school programs, summer school programs, retention and reinsertion of students in school, accelerated basic and secondary education for over-age children, etc.). Did the provision of these

services result in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?

3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children prevented and withdrawn from labor/trafficking.
4. Assess the effectiveness of the specific models (accelerated regular and alternative primary school, afterschool program, scholarship program, and technical high school) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor. Also evaluate the quality of the textbooks and supporting materials.
5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (sugarcane, soybean, and other agricultural labor, as well as commercial sexual exploitation)? In a larger sense, did they accurately identify the worst forms of child labor in the country?
6. Assess the project's relationship with the Government of Bolivia. In what ways has the project worked with the government and influenced legislation and policy on education and child labor? Has the project encouraged the government to address exploitive child labor, such as through educational programming or enforcement? Cite specific examples.
7. How did the project interface with the Government of Bolivia's cash transfer program? What were the strengths and weaknesses of this collaboration?
8. How has the project been able to operate effectively within a challenging and sensitive political environment?
9. How does the project ensure that indigenous populations and communities participate fully in the interventions? Evaluate the degree of knowledge, participation and management of the main stakeholders (indigenous organizations, Provincial Bilingual Inter-cultural Education Departments) in the project.
10. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?
11. What monitoring systems does the project use for tracking the work status of children? Is the system feasible and effective? Why or why not? How does the project monitor work status after school and during school breaks and holidays?
12. What are the management strengths, including technical and financial (controls), of this project?
13. What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?

## **Efficiency**

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative impact (outputs). Specifically, the evaluation should address:

1. Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Were the monitoring and reporting system designed efficiently to meet the needs and requirements of the project?

## **Impact**

The evaluation should assess the positive and negative changes produced by the project – intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country – as reported by respondents. Specifically, it should address:

1. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc)? Evaluate the relevance and importance that local stakeholders – especially parents and community leaders – give to education in comparison to child labor due to the impact of the program.
2. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc)?
3. What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
4. If applicably, assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?
5. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?
6. At mid-term, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?
7. What has the role of indigenous communities been toward achieving the objectives of the project?

## **Sustainability**

The evaluation should assess whether the project has taken steps to ensure the project's approaches and benefits continue after the completion of the project, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in initiating and maintaining partnerships in support of the project, including with other USDOL-funded projects?
4. Assess the level of involvement of local/national government in the project and how this involvement has built government capacity and commitment to work on child labor elimination.
5. What have been the major challenges and opportunities, if any, of initiating and maintaining coordination with the host country government, particularly the Child Labor Inspection system of the Ministry of Labor, and the Municipal Children and Adolescent Defender's Offices, as well as other government agencies active in addressing related children's issues?
6. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO/IPEC?
7. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
8. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
9. What additional steps need to be taken in order to promote the sustainability of project components?

### **III EVALUATION METHODOLOGY AND TIMEFRAME**

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

#### **A. Approach**

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted. Quantitative data will be drawn from project reports to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

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

#### **B. Mid Term Evaluation Team**

The evaluation team will consist of:

1. A lead evaluator
2. A second evaluator

One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

The lead evaluator is María Elena Garcia and the second evaluator is José Antonio Lucero. They will be responsible for developing the methodology in consultation with ICF Macro and the

project staff; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

## **C. Data Collection Methodology**

### **1. Document Review**

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- Documents may include:
  - Project document and revisions,
  - Cooperative Agreement,
  - Technical Progress and Status Reports,
  - Project Logical Frameworks and Monitoring Plans,
  - Work plans,
  - Correspondence related to Technical Progress Reports,
  - Management Procedures and Guidelines,
  - Research or other reports undertaken (baseline studies, etc.), and
  - Project files (including school records) as appropriate.

### **2. Question Matrix**

Before beginning fieldwork, the evaluators will create a question matrix, which outlines the source of data from where the evaluators plan to collect information for each TOR question. This will help the evaluators make decisions as to how they are going to allocate their time in the field. It will also help the evaluators to ensure that they are exploring all possible avenues for data triangulation and to clearly note where their evaluation findings are coming from.

### **3. Interviews with Stakeholders**

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations

- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- Indigenous leaders
- School teachers, assistants, school directors, education personnel, officials from Provincial Education Departments
- Project beneficiaries (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- University researchers and administrators
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative

#### **4. Field Visits**

The evaluators will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluators. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits the evaluators will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers. Focus group size will not exceed twelve individuals.

#### **D. Ethical Considerations and Confidentiality**

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. Additionally, evaluators will meet separately with selected beneficiaries (children and adolescents) and their parents. However, implementing partner staff may accompany the evaluators to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluators to observe the interaction between the implementing partner staff and the interviewees.

#### **E. Stakeholder Meeting**

Following the field visits, a stakeholders' meeting will be conducted by the evaluators that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluators' visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including

those not interviewed earlier. The agenda of the meeting will be determined by the evaluators in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

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

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

Prior to the stakeholder meeting, the evaluators will brief the project staff about their initial findings.

## **F. Limitations**

Fieldwork for the evaluation will last two weeks, on average, and the evaluators will not have enough time to visit all project sites. As a result, the evaluators will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluators are visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

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

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

## **G. Timetable and Workplan**

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

<b>Activity</b>	<b>Responsible Party</b>	<b>Proposed Date(s)</b>
Phone interview with DOL and Grantee Staff/Headquarters	ICF Macro, DOL, Grantee, Evaluators	July 9
Desk Review	Evaluators	August – October
Question Matrix and Instruments due to ICF Macro / DOL	Evaluator	September 10
Finalize TOR and submit to Grantee and DOL	DOL / ICF Macro/Evaluators	October 9
International Travel		October 17
Introductory Meetings with Project Staff and National Stakeholders	Evaluators	October 18
Field Site Visits	Evaluators	October 19-28
National Stakeholder Meeting	Evaluators	October 30
International Travel		October 31
Post-evaluation debrief call with DOL	Evaluators	November 6
Draft report to ICF Macro for QC review	Evaluators	November 13
Draft report to DOL & Grantee for 48 hour review	ICF Macro	November 18
Draft report released to stakeholders	ICF Macro	November 25
Comments due to ICF Macro	DOL/Grantee & Stakeholders	December 11
Report revised and sent to ICF Macro	Evaluators	December 28
Revised report sent to DOL	ICF Macro	December 30
Final approval of report	DOL	January 13
Finalization & distribution of report	ICF Macro	February 5

## **IV EXPECTED OUTPUTS/DELIVERABLES**

Ten working days following the evaluators' return from fieldwork, a first draft evaluation report will be submitted to ICF Macro. The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)
- IV. Evaluation Objectives and Methodology

- V. Project Description
- VI. Relevance
  - A. Findings - answering the TOR questions
  - B. Lessons Learned/Good Practices
- VII. Effectiveness
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- VIII. Efficiency
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- IX. Impact
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- X. Sustainability
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- XI. Recommendations and Conclusions
  - A. Key Recommendations - critical for successfully meeting project objectives
  - B. Other Recommendations – as needed
    - 1. Relevance
    - 2. Effectiveness
    - 3. Efficiency
    - 4. Impact
    - 5. Sustainability
- XII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

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

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluators, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to ICF Macro on November 13, 2009, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on December 28, 2009, as indicated in the above timetable. All reports including drafts will be written in English.

## **V EVALUATION MANAGEMENT AND SUPPORT**

ICF Macro has contracted with María Elena Garcia and José Antonio Lucero to conduct this evaluation. Dr. Garcia holds a PhD in Anthropology and is an Assistant Professor at the Jackson School of International Studies at the University of Washington. She has written numerous books and articles on indigenous politics in Latin America. Dr. Garcia's recent research includes studies on education in indigenous populations, including field research on the impact of PROEIB Andes, a project through Latin America which promotes intercultural bilingual education. Dr. Lucero holds a PhD in Politics from Princeton University and is also an Assistant Professor in the Jackson School of International Studies at the University of Washington. He has conducted field research in Bolivia, Chile, Ecuador, Mexico, and Peru and has written numerous books and papers on indigenous politics and social movements. The contractors/evaluators will work with OCFT, ICF Macro, and relevant DyA staff to evaluate this project.

ICF Macro will provide all logistical and administrative support for their staff and sub-contractors, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing per diem) and all materials needed to provide all deliverables. ICF Macro will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

ICF Macro or its subcontractors should contact Gustavo Guerra, Project Administrator, at DyA in Quito, Ecuador (593 2-2 275-385 or [dyaquito@yahoo.com](mailto:dyaquito@yahoo.com)) to initiate contact with field staff. The primary point of contact for the project in Bolivia is Maró Guerrero Aguirre, Project Director (591-3358504 or [dyaquito@yahoo.com](mailto:dyaquito@yahoo.com)).



# **ANNEX B: TERMS OF REFERENCE—CROSS-REFERENCES**

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**Project Name: *Ñaupacman Puriy-Kereimba:*  
Combating Exploitive Child Labor Through Education in Bolivia**

**Country: Bolivia**

**Midterm Evaluation Report**

**Date: October 2009**

## **Cross Reference of USDOL Questions in TOR and Answers in the Evaluation Report**

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### **RELEVANCE**

<b>Question in TOR:</b>	<b>Pages</b> _____
	8-9
1. Have the project assumptions been accurate and realistic? How, if applicable, have critical assumptions been changed? Evaluate the pertinence and relevance of the project's educational opportunities in relation to the problems identified at baseline.	
	9-10
2. Does the project design seem to be adequately supporting the five EI goals? If not, which ones are not being supported and why not?	
	10-13
3. What are the project's main strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? Please assess the relevance of these strategies.	
	13-14
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (e.g., poverty, lack of educational infrastructure, lack of demand for education, etc.) Has the project been successful in addressing these obstacles?	
	14
5. Is the project design appropriate for the cultural, economic, and political context in which it works? Specifically, does the project address special considerations with regard to indigenous populations, in terms of language, culture, and context?	
	14
6. How has the project design fit within existing initiatives, both by the government and other organizations, to combat child labor?	

14-15

7. Please assess the relevance of the project's criteria for selecting action program regions and sectors and subsequently project beneficiaries.

15

8. What other major design and/or implementation issues should be brought to the attention of the grantee and DOL?

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## EFFECTIVENESS

Question in TOR:

Pages \_\_\_\_\_

16

1. At mid-term, is the project on track in terms of meeting its targets/objectives? If not, what seem to be the factors contributing to delays and how far behind are they in terms of target numbers and objectives?

16-17

2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (e.g., occupation training, after school programs, summer school programs, retention and reinsertion of students in school, accelerated basic and secondary education for over-age children, etc.). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?

3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children prevented and withdrawn from labor/trafficking.

17-20

4. Assess the effectiveness of the specific models (accelerated regular and alternative primary school, afterschool program, scholarship program, and technical high school) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor. Also evaluate the quality of the textbooks and supporting materials.

20

5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (sugarcane, soybean, and other agricultural labor, as well as commercial sexual exploitation)? In a larger sense, did they accurately identify the worst forms of child labor in the country?

20-21

6. Assess the project's relationship with the Government of Bolivia. In what ways has the project worked with the government and influenced legislation and policy on education and child labor? Has the project encouraged the government to address exploitive child labor, such as through educational programming or enforcement? Cite specific examples.

	21
7. How did the project interface with the Government of Bolivia’s cash transfer program? What were the strengths and weaknesses of this collaboration?	21
8. How has the project been able to operate effectively within a challenging and sensitive political environment?	21
9. How does the project ensure that indigenous populations and communities participate fully in the interventions? Evaluate the degree of knowledge, participation and management of the main stakeholders in the project.	22-23
10. Are there any sector-specific lessons learned regarding the types and effectiveness of the services provided?	21-22
11. What monitoring systems does the project use for tracking the work status of children? Is the system feasible and effective? Why or why not? How does the project monitor work status after school and during school breaks and holidays?	22
12. What are the management strengths, including technical and financial (controls), of this project?	22
13. What management areas, including technical and financial, need to be improved in order to promote success in meeting project objectives?	23

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**EFFICIENCY**

Question in TOR:	Pages_____
	23
1. Is the project cost-efficient in terms of the scale of the interventions, and the expected direct and long-term impact?	23-26
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?	26-27
3. Were the monitoring and reporting system designed efficiently to meet the needs and requirements of the project?	

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## IMPACT

Question in TOR	Pages
	27-28
1. What appears to be the project's impact to date, if any, on individual beneficiaries (children, parents, teachers, etc)? Evaluate the relevance and importance that local stakeholders – especially parents and community leaders – give to education in comparison to child labor due to the impact of the program.	28-29
2. What appears to be the project's impact to date, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc)?	28-29
3. What appears to be the project's impact to date, if any, on government and policy structures in terms of system-wide change on education and child labor issues?	29
4. If applicable, assess the impact, to the extent possible, of project activities strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?	30
5. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project? Are there any emerging opportunities to take the work further/have greater impact?	30
6. At mid-term, are there good practices by the project or the implementing partners that might be replicated in other areas, or considered to be innovative solutions to the current situation?	29-30
7. What has the role of indigenous communities been toward achieving the objectives of the project?	

## SUSTAINABILITY

Question in TOR:	Pages
	30-31
1. Have an exit strategy and sustainability plan been integrated into the project design? Will it likely be effective?	30-31
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?	

- 30-31
3. What have been the major challenges and successes in initiating and maintaining partnerships in support of the project, including with other USDOL-funded projects?
- 31-32
4. Assess the level of involvement of local/national government in the project and how this involvement has built government capacity and commitment to work on child labor elimination.
- 31-32
5. What have been the major challenges and opportunities, if any, of initiating and maintaining coordination with the host country government, particularly the Child Labor Inspection system of the Ministry of Labor, and the Municipal Children and Adolescent Defender's Offices, as well as other government agencies active in addressing related children's issues?
- 32
6. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO/IPEC?
- 32
7. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
- 32
8. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
- 32
9. What additional steps need to be taken in order to promote the sustainability of project components?



## **ANNEX D: LIST OF DOCUMENTS REVIEWED**

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### **Project Background Documents**

- Technical Cooperation Project Summary
- Technical Progress Reports (and DOL responses) from March 2008, September 2008, and March 2009

### **Internal Project Documents**

- Analysis of Budget Execution, September 2009
- Follow-up Strategy
- Measuring Impact and Achievements of Goals, September 2009
- *Ñaupaqman Puriy-Kereimba*: Educational Initiative for the Eradication of Child Labor in Bolivia
- Monitoring Plan
- Exit Strategy
- Process of Adaptation of Remediation Program

