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IPEC International Programme on the Elimination of Child Labour

IPEC Evaluation

Preparatory Activities for Eliminating the Worst Forms of Child Labour in the Dominican Republic

Support to the Time Bound Programme for Eliminating the Worst Forms of Child Labour in the Dominican Republic

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An independent mid-term evaluation by a team of external consultants

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NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that its independence was not compromised during the process.

The evaluation was carried out a team of external consultants¹. The field mission took place in October, November 2004. The opinions and recommendations included in this report are those of the authors and do not compromise the ILO or any other organization involved in the project.

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GLOSSARY OF ACRONYMS

AP	Action Program
CL	Child Labor
CLN	Child Labor Network
CNA	Childhoods Code
CNUS	Consejo Nacional de Unidad Sindical
CONANI	Consejo de la Niñez y Adolescencia
CONEP	Consejo Nacional de Empresas Privadas
CSEC	Commercial Sexual Exploitation of Children
CTA	Chief Technical Adviser
DIGFARCIN	Dirección General de las Fuerzas armadas de Albergues y residencias para reeducación ciudadana de NNA
EDUCA	Acción para la Educación
EI	Child Labor Education Initiative
FLACSO	Facultad Latinoamericana de Ciencias Sociales
IDEFA	Instituto de la Familia
ILO	International Labour Organization
IMO	International Migrations Organization
INFOTEP	Instituto de Formación Técnica y Profesional
IPEC	International Programme on the Elimination of Child Labour
MAIS	Movimiento para el Autodesarrollo Internacional de la_Solidaridad
NC	National Coordinator
NCLS	National Child Labor Survey
NGO	Non-governmental Organization
NSC	National Steering Committee
ONAPLAN	Oficina Nacional de Planificación
ONE	Oficina Nacional de Estadísticas
SEE	Secretaria de Estado de Educación
SESPAS	Secretaría de Estado de Salud Pública y Asistencia Social
SET	Secretaría de Estado de Trabajo
SIMPOC	Statistical Information and Monitoring Program of Child Labor
SINAMOTI	Sistema Nacional de Monitoreo del Trabajo Infantil
SPIF	Strategic Program Impact Framework
TBP	Time-Bound Program
TOR	Terms of Reference
UNAP	Unidad de Atención Primaria en Salud
UNIBE	Universidad Iberoamericana
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
UTI	Unidad de Trabajo Infantil
WFCL	Worst Forms of Child Labor

1. EXECUTIVE SUMMARY

The **aim** of this evaluation is to establish criteria in order to determine if the projects are reaching or are about to reach the proposed objectives, and, if there are deviations, to point out the reasons and provide recommendations that would allow for reorienting the project to increase its effectiveness and efficiency.

The **methodological approach** used is qualitative. It incorporates the opinion of all participating actors, including the staff and managers of IPEC, representatives of the implementing agencies, members of the National Steering Committee, policy decision-makers of the current and former government, technicians, and people responsible for other related areas, in particular the Child Labor Education Initiative (EI), parents and children benefited by the project, as well as relevant actors for the implementation. This meant using different techniques and sources to obtain data and compare findings.

After analyzing the relevant information, the evaluation **concludes** the following:

About the project design

The design was made in a context where there were favorable political and institutional conditions and experiences accumulated in the country, which created opportunities that were utilized to formulate the two projects and their respective amendments. The procedures, among which is it worth mentioning SPIF's contribution, allowed for progressing toward the involvement of the actors and the generation of consensus regarding the projects' strategies and objectives.

The product of these design efforts was consistent with the guidelines used by IPEC to promote the implementation of a national time-bound program (TBP). It was relevant because of its appropriateness to the specific characteristics of the Dominican context.

There was coherence among the objectives, outcomes, and various activities scheduled. The indicators and means of verification are adequate to measure or assess the achievement of the immediate objectives, but they were insufficient for evaluating the progress made toward the achievement of the intermediate outcomes. The design included assumptions about the political stability and about government officials that were not realistic in a context such as that of the Dominican Republic.

About the implementation process

The appointment of a highly professional, humanist team imprinted a dynamic pace on the implementation process so as to start the multiple actions that contributed to the strengthening and legitimization of the intervention in diverse scenarios.

Although the division of tasks within the local office was done according to thematic specializations, the office members participated in technical

assistance and follow-up activities for the Action Programs (AP) by coordinating the sub-regional initiatives with a wide range of governmental and non-governmental actors who were likely to become involved in the eradication of the worst forms of child labor (WFCL).

It could be noticed that the delays in starting the Direct Action Programs, as well as the problems with the budget delivery, arose from the bottlenecks in the approval processes for the proposals, progress reports, and accountability. Solutions were gradually found; one of them was the progressive delegation of administrative decisions to the office in the Dominican Republic, which permitted more efficiency in the projects' implementation.

The accumulation of previous delays, plus the new activities to be started within the framework of the child trafficking amendment, created a scenario with many responsibilities and a heavy work load for the members of the local team.

About the actions for generating an enabling environment

The actions undertaken by the projects have been effective in terms of generating an enabling environment to eradicate the WFCL, and to collaborate in establishing the basis for the development of a national TBP. The awareness-raising efforts have been successful in terms of providing visibility for the problems, as well as encouraging the collaboration of SET, SEE, and even CNUS.

Substantial progress has been made in the generation of technically adequate **information** that made it possible to assess the magnitude, location, and characteristics of child labor (CL), especially its worst forms, and adapt the intervention to the needs detected. This information has been useful both as a tool and as input for the awareness-raising actions.

The achievements regarding the commitment assumed by key actors for the treatment of commercial sexual exploitation (CSE) have been significant. More intense work with the judges in order to assure effective enforcement of the existing legislation is still pending.

It has been possible to adapt the legislation to the international conventions thus far assumed. It is suitable to undertake an academic discussion in order to clarify the discrepancies between the existing regulations (the Labor Code and the Children Protection Code, mainly) and the gaps that still persist in the legislation.

Regarding the development of national policies, the approval of the national plan against the WFCL is still pending, as well as the specification of commitments assumed by some governmental actors. Despite of the evident link and the explicit and unanimous vision that the TBP is a national project that requires the financial and technical attendance of the IPEC office, in an important number of cases the assumed commitments not yet extend the formal participation in meetings of the NSC or other activities to which invitations are sent.

About the action programs

The three institutions contacted proved to have enough implementation capacity to go ahead with the actions proposed in the respective AP. They know the field and have used strategies to work with working children.

Among their strengths, the following are worth emphasizing: appropriate methodologies to identify, approach, and select beneficiary children and to work with their families, as well as to coordinate local institutional actors, sometimes along with the communities. The weaknesses vary according to the case: in one, there is absence of community commitment to the withdrawal strategies and in another there are difficulties in the implementation of the professional training component for youth.

The programs share the lack of experience to develop the remedial classrooms, a core component not only to keep children in school and away from work, but also to adapt their learning to the school grade they are registered in. Each AP is making its own efforts in this sense, but they should be coordinated in order to take advantage of the implementation of the EI and the results of an in-progress evaluation of other IPEC experiences.

About the sustainability of the actions

Progress has been made in the area of social sustainability in terms of an unquestionable change in the visibility and knowledge of the problems of CL. Certain government agencies have been encouraged to participate, and consultation and joint work initiatives with other organizations of the civil society have been created.

Progress is required in awareness raising and the strengthening of some sectors, such as the business sector where there has been little presence so far. It is also necessary to increase awareness about the role that each actor should play in the eradication of the WFCL, and to ensure that the law be enforced.

Regarding the political and institutional sphere, important achievements have been the consolidation of NSC's coordinating role and the Labor Secretariat's leadership role, as well as the creation of the Child Labor Unit. Locally, the municipal authorities where APs have been implemented and the NGO partners have assumed obligations to sustain activities. However, the promotion of child labor networks (CLN) that may assume the continuity of the programs after IPEC leaves is a strategy that should be strengthened.

The creation of a child-labor monitoring system (CLMS) is a matter which is still pending, and it is urgent to define the modality of its insertion within the governmental apparatus so that it is functioning by the time IPEC leaves.

There is no evidence of tangible outcomes regarding the economic sustainability: SET's few resources make it seem improbable that in the medium term, specific funds will be allotted in the national budget to allocate funds to matters that are currently financed through the project.

Therefore, the evaluating team **recommends**:

About the projects' implementation terms: to request an extension of the original timeframe to at least the term needed to complete the Trafficking Amendment, keeping in mind the magnitude of the tasks undertaken by the two projects evaluated and the activities of the recently approved addenda, as well as its present operational state.

About IPEC's office and the projects' management: it is suggested to reorganize the office with a new distribution of responsibilities and duties among the team members. In addition to the reorganization according to field of expertise, it is necessary that only some members be devoted to following up on the projects, and that other members devote themselves to the inter-institutional relations and the general policies. On the other hand, it is proposed to agree with SET on hiring more personnel paid by the Secretariat which is being trained in the specificities of CL. Besides of supporting the distribution of tasks within the office, this would help to transfer the "know how" to the professionals of the SET, favoring the institutional sustainability and the effective implementation of the national TBP.

Moreover, an operational schedule of actions should be prepared for those activities to be held as of January 2005, this being done by setting priorities and delimiting responsibilities so as to have a clear vision of the tasks to be carried out.

About the projects monitoring: design of a monitoring plan that assesses the performance of the different project components. It should focus on processes, and identify the causes of the problems in order to review the implementation of the project. Dimensions, variables and indicators need to be defined to establish appropriate techniques, sources of information and instruments that allow providing a homogeneous picture. It is recommended to hire a specialist to design the tools and to facilitate or to lead the evaluative process. The complexity of the projects and of the topics of the AP, and the amount of the funds assigned to them, merit that this resource be considered.

About the Action Programs: carry out systematization exercises, beginning with the APs that are more advanced, since it is impossible to systematize what has not yet been done. Related to the recovery of the experience, it is also proposed that exchanges be held among the executing agencies by holding periodic meetings for the technical teams of the AP and IPEC staff members at the sites where the actions are being carried out. On the other hand, regarding the economic alternatives, it is suggested that the resources of this component be used to provide training for youth, and, if possible, for their parents and siblings.

About the Task Rooms (*Salas de Tareas*): standardize the contents and methodologies used in the task rooms beyond the particularities currently used for the development of the teaching-learning cycles.

About the coordination with the EI: take advantage of the input being generated by the EI in the Dominican Republic. To do so, it is necessary to strengthen the relations with Dev-Tech Systems in order to use the capacities being developed in the educational field. This has to be done to coordinate actions in the remedial classrooms, or to use the produced input to improve the quality of the contents.

About the institutionalization of the issue of CL for sustainability purposes: create work strategies for the national authorities and other relevant actors to turn the commitments thus far assumed into specific policies and actions. Given the tendency towards the fragmentation of policies, it is necessary to generate collaboration that allows bundling the available resources, particularly the National Action Plan against the WFCL, the Plan to Fight Poverty and the Plan for Childhood.

Continue and deepen the training at the intermediate levels of SET and particularly for the UTI and the Under Secretariat officials recently appointed to their positions. A similar strategy should be followed with the judges.

On the other hand, the awareness-raising campaign should be continued with other relevant actors currently absent, in particular the employers' associations and the business sector. To do so, an incentive system should be organized that helps to become aware of the problem and to actively collaborate in the eradication of the WFCL.

Involve the municipalities using specific strategies to inform and to invite them to participate, by making use of the coordination entities of municipal policies.

Develop a specific line of action in order to mobilize resources. The actions should include the permanent tracking and updating of a list of national and international organizations that support initiatives which are geared toward children and adolescents, as well as the organization and implementation of activities that allow resources to be mobilized through company and organization donations.

For the implementation of the National CLMS, it is suggested that a specialist in information systems be hired who can link the data from the various sources, who will design an adequate system after consulting with the entities involved, and who will be responsible for the first data collection and realizing the necessary adjustments.

Locally, the construction or consolidation (whatever the case may be) of the CLN is undoubtedly the issue in which effort and resources should be invested. It is recommended that the definition of some organizational and management mode be encouraged that would allow to be transformed into the instrument for monitoring policies, advances, and any difficulties that may arise.

2. INTRODUCTION – METHODOLOGY

IPEC's aim is to gradually eliminate child labor by giving urgent and highest priority to the elimination of its worst forms. The support the IPEC provided to the countries is based on a strategy that includes raising awareness about the negative consequences of child labor, the promotion of social mobilization against this phenomenon, the strengthening of national capacities to fight against child labor, as well as the execution of Action Programs (AP) of an illustrative or exemplary character in order to prevent child labor, withdraw working children from dangerous occupations, and provide them with adequate alternatives.

IPEC has been carrying out activities in the Dominican Republic since 1995. The country is currently running a Time-Bound Program (TBP) against the Worst Forms of Child Labor (WFCL) within the framework of Convention N° 182. The ratification of this Convention implies implementing time-bound measures to eliminate the WFCL.

A TBP is essentially a strategic programmed framework of policies and programs which are closely coordinated so as to prevent and eliminate the WFCL in a country within a given period of time. TBP emphasize the fight against the root causes of child labor by integrating their actions within the national development efforts, particularly within economic and social policies intended to reduce poverty and universalize basic education.

The objective of the TBP in the Dominican Republic is the elimination of the WFCL by giving priority to three sectors: commercial sexual exploitation of children (CSEC), dangerous jobs in agriculture, and informal urban labor. It is expected that the action in these and other sectors will be expanded to have significant progress and advances in the urgent elimination of the WFCL in the country. Recently, child trafficking and smuggling has been recognized as one of the WFCL requiring urgent attention. As a result, a new component against child trafficking has been added to the TBP.

IPEC is carrying out two projects to support the TBP. Both are financed by the United States Department of Labor (USDOL). These projects promote the creation of a favorable context at the national level in order to facilitate the actions taken against the WFCL and to include direct action with children and their families in priority sectors in the country. One project is "Preparatory activities for the elimination of the WFCL in the Dominican Republic" which started in September 2001 and which is expected to conclude in July 2005. Based on this experience, IPEC prepared the "Support to the Time-Bound Program on the WFCL in the Dominican Republic" project, which started in September 2002 and which is scheduled to end in December 2005. During the year, the component of child trafficking was added to the TBP. This project is expected to be completed by July 2006.

Therefore, the evaluation of these projects should provide reliable information not only about the administrative and financial aspects and the achievement of the proposed goals, but it should also include other dimensions that account for the sociopolitical processes that should be

carried out globally within the country, especially at the local level during the projects' execution.

In this sense, this document provides information about the implementation of the activities, the utilization of the available resources, the processes arising from the design and the projects' implementation, as well as about the outcomes obtained in comparison with the planned. This has been done thinking that to a great extent the data gathered will be input for a possible final evaluation. The document also includes elements that contribute to strengthening the actions and to guiding the readjustment of the available resources and the implemented strategies.

Bearing this in mind, the purpose of the midterm evaluation is to provide criteria to determine if the projects are achieving or are about to achieve the objectives proposed, and to list the causes for both the successes and failures. Therefore, the objectives were the following:

- Review the implementation of IPEC's projects, taking into account the necessary changes in the strategy according to the accumulated experience
- Examine the activities currently proposed in order to be able to analyze their potential contribution to a global strategy
- Review the institutional structures created and the implementation capacity of the project's team
- Evaluate the existing and potential links between IPEC and other agencies supporting the TBP, this being done by proposing cooperation strategies
- Review the level and nature of the project's contribution to the TBP for the creation of a favorable or enabling environment for the elimination of the WFCL in the country
- Propose adjustments to the strategies of the projects as necessary

METHODOLOGICAL APPROACH

This is an external and independent evaluation carried out by a team composed of three consultants: -two being international, and one national.² The evaluation focused on identifying the processes and outcomes from a perspective that was removed from the implementation process, which in this case is fundamental so as to be able to appraise the situation at this time of the implementation, this being done in order to recommend the actions that should be taken.

² The team was coordinated by Violeta Ruiz, supported by Sandy Wilcox and Roberto González. Josette Brawerman collaborated during the data processing and analysis stage.

The methodological approach used was qualitative, and it incorporated the opinion of all the participating actors, including the technicians and directors of IPEC, representatives of the executing agencies, members of the National Steering Committee, policy decision-makers of the current and former government, technicians, as well as the people responsible for other related areas, in particular the Child Labor Education Initiative (EI), parents and children benefited by the project, as well as relevant actors for the implementation of the actions. This approach meant using different techniques and sources to evaluate the aspect of the context being studied.

The main data gathering techniques included the following: an analysis of the available documentation of the projects and the actions taken, analysis of the legislation, onsite observations, children's satisfaction surveys, interviews with key actors, group interviews, and workshops.³

During the fieldwork carried out between October 26 and November 5, interviews were held with all professionals and directors of IPEC's office in the Dominican Republic. Sixteen interviews were held with top executives from governmental agencies and institutions as well as non-governmental organizations involved in the issued of CL. A workshop was held with stakeholders from all the organisms, and with the organizations involved in the country in the eradication of the WFCL⁴. Two of the Action Programs in progress were visited. At these sites the team of technicians from the implementing agencies, school principals and teachers, local representatives, parents, and children benefited by the actions of the programs were interviewed.⁵

On the other hand, in order to comply with the TOR, the evaluation assessed the quality of the design of the preparatory activities' project, the project of support to the TBP, the trafficking amendment and the Action Programs.

The observations and comments that follow are based on the analysis of this information.

³ See instruments used in Appendix 2.

⁴ See Appendix 3 for the list of interviewees and participants in the Stakeholders' Workshop.

⁵ These were informal interviews with no intention of being statistically representative.

3. PROJECTS' RELEVANCE AND QUALITY OF DESIGN

This chapter is based on the evaluation of the original project documents and the testimonies gathered in the workshop with IPEC's team about the projects' design.

3.1. DESIGN PROCESS

The projects' design (preparatory and support activities for the TBP) was done in a context characterized by:

- The existence of a political commitment on the part of the Dominican state to the problem of child labor, this being manifested not just in the ratification of ILO Conventions N° 138 and 182, but also in the creation of a National Committee for the elimination of child labor. In particular, since 2000, the recently appointed new government made the elimination of WFCL one of its priorities through an inter-institutional process for the implementation of a comprehensive system for children's protection. In February 2001, commercial sexual exploitation of children was determined to be one of the top priorities.
- The existence of inter-institutional entities which could operate as discussion and planning forums at the national level: the National Steering Committee for the Elimination of Child Labor (1997) and the Inter-institutional Committee for the Prevention and Elimination of Commercial Sexual Exploitation in Tourist Areas (1996), which allowed for certain awareness-raising efforts in particular among significant actors such as trade unions, and for the creation of a National Plan against CSEC in 2000.
- The development of direct interventions by IPEC, in particular in the agricultural sector (coffee, tomato, and rice growing) and especially the successful experience carried out in Constanza.
- The involvement of the State Secretariat of Labor since the project's initial stages.
- A baseline of information gradually built from the national child-labor survey (NCLS) and IPEC's direct actions (national and regional) in several intervention sectors.

The design of the Preparatory Activities Project in 2001 was a process carried out basically through the technical assistance by the staff from the IPEC/ILO offices of Costa Rica and Geneva to a local coordinator, with occasional consultations with governmental and non-governmental actors, but without a systematic participatory approach.

The work was based on the preliminary results of the national child-labor survey (NCLS 2000) and on some baseline studies already implemented, that allowed estimating the dimension and geographic distribution of the problem.

It was also based on the already-existing consensus about the need to address the problem of commercial sexual exploitation.

Taking advantage of the experiences carried out by IPEC in other countries, the preparatory activities were addressed as a first step toward achieving a better and higher understanding of the WFCL, disseminating the knowledge, and promoting awareness among the population and significant actors on this matter. It also became a strategy that allowed for establishing and consolidating a national office and assembling a local technical team at IPEC which would be capable of later setting up the activities and coordinating the support program for the TBP.

The design of the TBP Support Project (2002) was done one year later by a technical team already created with a National Coordinator of Dominican origin, and with the support of the staff from the offices in Costa Rica and Geneva. Although its foundations and objectives were prepared by using as basis the preparatory activities, it also took advantage of the active participation of the State Secretariat of Labor (SET). In addition, there was a discussion with the National Steering Committee (NSC) to define the intervention areas, as well as to learn about the local reality of conditions which had resulted from both the work done and the contacts established with diverse actors.

These actors participated in a Stakeholders' Workshop, using the planning methodology of the Strategic Program Impact Framework (SPIF) for the analysis of the problem and the identification and participatory hierarchization of the main strategies⁶ which were required to contribute to the gradual elimination of the WFCL in the country. According to the opinions gathered, this activity, whose results are presented in the project document, apart from defining the contents of the strategic framework of the actions to be implemented, contributed to creating a common code about the meaning of the TBP as an approach of national policy, and about the joint commitment required for its implementation.

"Its great contribution was that it allowed for understanding that this was a process that belongs to everyone... that depended greatly on their participation...that it was a country's decision, and especially that it was more than an addition of individual projects... It gave it the dimension of a project of major actors who would be interacting as a unit for the construction of policies" (group interview).

It also generated a consensus in the National Steering Committee and other key actors regarding the definition of the immediate objectives of the TBP Support Project, and it legitimized the selection of commercial sexual exploitation as the axis, thus setting the ground for the commitment of

⁶ The main strategic areas in which the actions should be framed had already been defined at a previous workshop in Washington

significant governmental and non-governmental actors (NGOs, business people, and trade unions).

The design of the Amendment about Child Trafficking (2004) resulted from the path already followed by the local team, as well as from the following factors: evidence of the relationship between the issue and the problem of CSEC, intense prior consultation with national institutions and UN agencies, and the recent acknowledgement of the Dominican government that this was a problem that urgently needed to be addressed.⁷ This amendment, without substantially modifying the already-defined strategies, included a new component, which meant expanding the project in time. The participatory strategic planning methodology of the SPIF was used once again to try to reach a consensus about the necessary objectives for the eradication and prevention of the specific problem of child trafficking, as well as to specify the roles to be played and the actions to be taken by the various actors and institutions involved.⁸

The exercise allowed IPEC's team to renew their commitment, detect significant actors, and create alliances, thus progressing further toward the identification of the potential contributions to each of the objectives. Thus, an inter-institutional framework was created for the elimination of child trafficking in the country.

It should be pointed out that the proposal does not seem to affect the overall strategy of the TBP Support Project. Undoubtedly, it means the incorporation of new actors,⁹ additional results to be obtained, new cooperation at the international, national, and local levels to generate an almost inexistent knowledge base for the development of policies and legislation and in order to raise awareness among the population and key actors, as well as to provide services to child victims of trafficking. But, since the activities planned are part of the strategic components themselves and address the same immediate objectives, many of the institutions and actors that have to be involved are already partners in the activities against CSEC. A person responsible for coordinating these activities is to be appointed, but no modifications to the planning, administrative, and monitoring structure of the project will be incorporated.

The design of the Direct Action Programs was also done through consultation with national and local actors and with an even greater support of IPEC's

⁷ This is reflected in the enactment from August 2003 of the Illicit Smuggling of Migrants and Human Trafficking Act (Law 137-03) and the start of several governmental initiatives related to the issue.

⁸ The report of this workshop is included as an Appendix to the document entitled "Amendment about Child Trafficking to the Support Project of the Time-Bound Program for the Elimination of the Worst Forms of Child Labor in the Dominican Republic."

⁹ Such as the General Directorate of Migration, the intelligence services of the Armed Forces, Customs Offices, and NGOs working on this issue

technical team. This contributed to making the approval procedures easier. In the cases analyzed, there is evidence of a participatory proposal development process, which took advantage of the previous experiences of the implementing agencies, with strong feedback from IPEC's suggestions for the final version of the design.

It is worth pointing out the design of the AP of Sosúa, which used the SPIF methodology to carry out several workshops and work meetings with representatives of local authorities and the community. This participatory process, sponsored by IPEC, meant carrying out an analysis of the problems and proposing solutions, and allowed for generating consensus regarding the magnitude and priority of the CSEC problem in this municipality, a situation that had already been detected through a prior study done by IPEC.

3.2. PROJECTS' RELEVANCE AND QUALITY OF DESIGN

The projects' design followed the conceptual and operational framework of the methodology of the Time-Bound Program (TBP)¹⁰ for the progressive elimination of the WFCL, that predefine standardized general guidelines and basic strategies. According to these guidelines, the approach was:

- **Comprehensive:** the projects were structured around two basic components that are addressed simultaneously. The first uses a top-down national approach through the creation of a suitable context for the elimination of the WFCL that includes the following subcomponents: generation of information, development of policies and legislation, awareness-raising among key actors, and social mobilization. The second uses a bottom-up approach through direct interventions focused on priority sectors (the action programs). At this level, the proposed actions include social protection (education and health) programs, alternatives to generate income, the raising of awareness, and the building of local capacities that aim at prevention, as well as withdrawing, rehabilitating, and protecting the working children and adolescents. The gender perspective is considered both in the diagnosis and in the proposals.
- **Participatory:** the identification of intervention areas and sectors is within the competence of the NSC. It planned actions at the different implementation stages so as to involve a large number of potential partners: national and local governmental agencies, ministries, trade unions, business organizations, and NGOs, and it designed specific interventions geared toward the media. National and international partners were identified, and strategic alliances were created (such as with UNICEF) to complement actions in certain intervention sectors. An effort was made to create synergies by arranging inter-institutional and

¹⁰ ILO/IPEC: Guide Book II: Time-Bound Programs for Eliminating the Worst Forms of Child Labor. An Introduction

multi-sector coordination mechanisms. It also considered the need for a strong social base with the participation of all local actors and beneficiaries. In addition, it anticipated taking advantage of the regional programs implemented by IPEC.

As an essential element of the TBP, the approach considered the creation of conditions for national ownership by involving diverse governmental and non-governmental agencies, in addition to the political support coming from the decision-making levels. Furthermore, it anticipated several actions aiming at consolidating the inter-institutional coordinating role of the NSC, and the leadership role of the State Secretariat of Labor. This strategy was replicated locally, through actions to promote and strengthen actor networks (CLN) that can assure the continuity of the programs when IPEC leaves.

The preparatory activities and the support project for the TPB shared the same strategic framework, but the latter increased the accuracy of the formulation of some objectives, and it also expanded the intervention to new sectors and geographic areas.

Regarding the relevance and adequacy of the projects with respect to the specific characteristics of the context of the Dominican Republic, the following comments should be made:

- From the point of view of national strategies in the areas of child labor, poverty reduction, childhood protection, and education, it may be said that beyond the objective of inserting the future National Strategic Plan for the Elimination of the WFCL in the framework of policies on poverty, employment, and children's well-being, the projects' design was relevant. Its components were also adapted to the existing progress and advances, and to the gaps identified.

At the national level, the design took into account the progress made in the area of child labor, especially CSEC, with the recent efforts to coordinate a national policy for child protection, as well as educational policies¹¹, in order to increase access to education and retention in the school system, and to increase the quality of education. It also identified those relevant components in the National Plan to Fight Poverty, such as meals and subsidies to poor families, and the Plan being run by the State Secretariat of Education (SEE) in order to promote children's school attendance. In addition, it identified the weaknesses of the implementation of these policies (many related to the existing institutional fragmentation and others that were still incipient). It anticipated specific actions to incorporate the problem of child labor into the existing information systems and in the sector-based policies through technical assistance and training of the officials, as well as to reinforce the inter-institutional coordination by taking advantage of the existence and role of the NSC.

¹¹ Included in the Dominican Education Development Plan

At the stakeholders' workshop, most of the participants stated that the projects were coherent with the national strategies in these areas.

In the action programs, the basic strategy proposed for the local level was not to try to create new programs or services, but rather to promote the existing programs and services so they would reach the target communities, by also keeping in mind the differences between the rural and urban areas with regards to access.

- From the point of view of the identification of the needs of the target groups, the diagnosis may be considered adequate as an initial approach to the reality of the local situation and conditions. The projects were designed using as basic information elements the results of the NCLS, which allowed for estimating the dimension of the problem and its geographic distribution at the regional level. The results of the baseline studies from previous experiences were also used.

The overall strategies of the direct action programs were designed in agreement with these needs by incorporating the different profiles and characteristics of each of the intervention sectors. In fact, at the stakeholders' workshop there was consensus about the relevance of the projects with respect to the needs identified, plus others that had been detected during the implementation process.

- The intervention sectors were selected by the NSC given its relevance in the framework of the national problem, the vulnerability of the childhood population and the consensus reached. While CSEC was an already acknowledged priority in the context of a country with a large percentage of poor people and a growing tourist industry, the NCLS provided information about the dimensions of child labor in dangerous agricultural tasks and in the informal urban sector. This allowed to select the subset of street workers as the most vulnerable.
- To choose the geographic intervention areas, the sources already mentioned were also used. Not only was the problem prevalence criteria employed (the criteria used to select the region of CIBAO and Santo Domingo) but also the viability criteria, in particular the prior experience of IPEC in the municipalities, and the existence of NGOs with knowledge of the area and expertise in handling the issue. At the stakeholders' workshop, there was consensus about the adequacy both of the WFCL and the geographic areas selected.
- The proposed target numbers for beneficiaries in each intervention sector were considered adequate beyond the technical foundations of the estimates, which were limited by the absence of quantitative information about the universe of working children in the selected areas¹². In

¹² The formulation of the TBP was done without the baseline information that were foreseen for the preparatory phase. Targets were set up based on previous information.

particular, CSEC and urban work are two complex sectors from the viewpoint both of detection and the possibilities to undertake actions to withdraw children from labor. Yet the numbers proposed seem reasonably within reach. In the case of commercial agriculture, the goal is a relevant percentage in comparison to the whole estimated in the selected geographic areas.

The experience developed since 1998 by IPEC in the country contributed to the relevance and adequacy of the original design of the projects with regard to the reality of conditions in the Dominican Republic. It has mostly comprised direct intervention activities to withdraw children from the WFCL in the agricultural sector by providing diverse services—educational, health care, and others—to children and their families. As already mentioned, on the one hand it took advantage of a more precise diagnostic of the situation and of the characteristics of child labor in the intervention sector, and it contributed to making a better selection. On the other hand, this accumulated experience is reflected in the design of the overall strategies of the direct action programs.

In the framework of the preparatory activities project, the positive impact of Constanza has been the basis for the second phase undertaken with the SET. This consisted of an integral strategy based on a geographic area (rather than an approach focused on a problem), thus expanding the coverage of the educational, health-care, and income-generation services to other types of dangerous jobs, and incorporating activities geared toward the local sustainability of the program. It has also operated as a successful example in rural areas, an example that has generated support and spurred interest at the national level.

Based on this, new action programs were conceived, including model interventions which could be expanded or replicated. The design of the projects made use of aspects such as the participation of the municipality and the community, and the cooperation of the labor inspectors to detect and report dangerous jobs. Finally, it included the criteria adopted for the selection of implementing NGOs (introducing new requirements which had not been included regarding knowledge of the community and anchorage in the area, together with the capacity to implement the child-labor projects) as well as the type of support provided by the IPEC team to the agencies selected for the formulation of their respective programs.

Nevertheless, it is necessary to emphasize that in spite of the use of some lessons from the Constanza experience, the integrality of this intervention model was not replicated. The objective to obtain a "municipality free of all worst forms of child labour" was not planned in the action programs. Although geographic areas were selected, a sector approach prevailed in the design and implementation of the interventions - that means the elimination of some prioritized worst forms.

Regarding the aspects that create the internal consistency of the projects, it may be stated that:

The objectives are formulated clearly and are coherent with the global strategic framework, using a logic that allows the problems to be addressed in an integral fashion. The results consistently reflect the products to be reached based on the scheduled activities. They are structured around the different strategic components, differentiating between two intervention levels: the national and the local. In sum, there is coherence between the objectives, the outcomes, and the activities.

However, it is necessary to point out that the activities and their respective outcomes seem somewhat ambitious in virtue of the time frame proposed and the human resources assigned. Although the chronograms included in the design were tentative, and that of the preparatory activities was based on the concentration of activities aimed at the creation of an adequate context at the national level in the first year, the approval of the support project for the TBP meant the continuity and deepening of many of these actions in tandem with the implementation of the action programs. The coordination and prioritization of the problems identified did not translate into forming a chain of action over time.¹³ The project to support the TBP itself included a set of 75 activities¹⁴ that required a large preparation and organization effort, as well as the coordination with multiple actors and institutions. The product is a project that is in agreement with the conceptual framework of the TBP, but that addresses all the gaps identified, as well as two intervention levels (national and local) simultaneously.

The assumptions have been incorporated into the design as a series of positive external conditions beyond the projects' control. If they do not occur, they could endanger the achievement of the outcomes. Some of these conditions were formulated both at the general level (basically the political stability and sustainability of the institutional commitments with the projects' activities) and at the local level (permanence of the officials, and institutional arrangements at the national and municipal levels for the availability of certain services—educational, health-care, and income generation).

It should be stressed that these assumptions seem very strong given the habitual turbulence of the political and economic contexts in countries such as the Dominican Republic. This is based on the assumption of continuity of the state policies beyond the government in power¹⁵ as well as the stability of the officials at technical and political levels. At the time of the design, it could be expected that at least in 2004 there was going to be a change of government, and that this would imply an additional effort for the renewal of the commitments already obtained.

¹³ In the sense that the progress in a set of activities and the solution to the problem allow for starting the next one.

¹⁴ That amounts to 110 with the amendment for child trafficking, although the new activities are scheduled mostly for the 2005-2006 period. The preparatory activities should be added to this number.

¹⁵ Without including the changes in the ministries within the same administration.

It should also be mentioned that no explicit assumptions have been incorporated in the formulation of the Action Programs.

Following IPEC/ILO's guidelines for designing projects, indicators and the respective means of verification¹⁶ have been incorporated in each of the immediate objectives. The indicators may be considered appropriate in order to evaluate the outcomes at each level, although some are very complex, though not very specific, and barely have means of verification. Regarding the changes in the general perception of child labor, the capacities of key institutions, or the effectiveness of the National Plans, these are qualitative indicators that require both further breaking down and ad hoc studies, often of the before-after type, for their verification. On the other hand, the indicators related to the objective of withdrawing and preventing children from the WFCL are also based on final outcomes. Although they allow monitoring the progress made toward the achievement of outcomes, the scheme did not include indicators about intermediate outcomes to be reached in order to fulfill the final objectives. Nor did they incorporate indicators to monitor the assumptions. Regarding the means of verification, depending on the type of indicator, these deal with secondary sources or specific data gathering and analysis techniques to be produced ad hoc. Among the first, the National Child-Labor Monitoring System (SINAMOTI, in Spanish) is one of the most common. This poses a difficulty in view of the current outcomes, since the system is still incipient.

This set of indicators has been used to assess the progress per semester and they have not been modified although, as expected, there have been changes and limitations regarding the sources and means of verification. It would be advisable for the IPEC team to revise the utility and accuracy of the indicators as well as of the means of verification, based on the experience already accumulated. In particular it seems necessary to develop alternative tools to replace the means of verification that are not yet available (like the SINAMOTI). It would also be useful to specify and make operational the more complex indicators, in particular those related to institutional strengthening.

Finally, as will be seen later, they do not form a monitoring and evaluation system that allows to assess the progress towards targets, and to identify the problems during implementation.

The monitoring plan was based on standard IPEC procedures but it was not clear how monitoring would be made operational. The development of a monitoring system for management (with indicators, techniques, and instruments) was not made explicit such that it would be able to monitor the processes. That is, there is no monitoring of how the central and local level activities are developing in order to appraise the extent of their progress and assess their adequacy for reaching the expected outcomes, or to identify the causes of any eventual deviations.

¹⁶ Depending on the case, these are secondary sources or specific techniques for gathering and analyzing information to be produced ad hoc

4. IMPLEMENTATION PROCEDURES

This chapter analyzes the extent to which IPEC's office in the Dominican Republic is supplied with the necessary resources, human, administrative, and financial, to implement both projects and the multiple activities related to the sub-regional programs that are also being developed in the country.¹⁷

On the other hand, it assesses the links between the office and those relevant actors, both national and international, who are needed in order to carry out an effective policy for the eradication of the WFCL.

It also analyzes the overall efficiency of the administrative processes and follow-up of the projects.

4.1. IPEC'S OFFICE IN THE DOMINICAN REPUBLIC

IPEC's office in the Dominican Republic, as practically all others in the sub-region, came into being a few months before the support project for the TBP was approved. It is, therefore, a very new office and as such, it had to overcome the challenges of starting up the office while simultaneously continuing the efforts of the various Actions Programs that were already being executed, this being done while starting two projects (Preparatory Activities and Support to the TBP) that deal with an issue that was also new at the time in the country.

The decision to organize the office was made in 2001. Up to that time, IPEC had a Coordinator and a technician who followed-up the executing NGOs of the first AP. In addition, there were small IPEC delegations in areas in which the programs were being carried out.

"... there were work units like small nuclei, and we did not have a National Coordinator, so the decision was made to unite all the projects in a National Office, and from then on we have been operating as a national team under the National Coordinator, who was hired in 2002..". (group interview)

Since October 2001, when the office was created, professionals and technicians have been joining the staff, and at the time of carrying out the evaluation, they comprise IPEC's team in the country. This is a group of technicians with excellent human and professional qualities who are committed to the task, and who know the issues they are involved in and dealing with extremely well.

The division of tasks inside the office was done according to their specializations and capacities. Each of the professionals is dedicated to the issue of his or her respective competence, but all have actually had to

¹⁷ At the time of the evaluation the Child Domestic Labor Program, the Commercial Agriculture Program and the CSEC Program were active.

assume other activities. Although this division of tasks has been successful so as to be able to carry out the activities needed in order to start the action programs, as well as to deploy the awareness-raising actions and produce the information expected, it was evident for the evaluators that each of the team members handles an overload of issues and chores.

Thus, the Chief Technical Adviser (CTA), in addition to complying with the duties under her charge, also collaborates with all Program Officials, especially on the issues of commercial sexual exploitation of children (CSEC) and child trafficking.

On the other hand, the National Coordinator (NC) is in charge of the child-labor aspects related to health and dangers, according to his specialization, but he must also monitor some of the projects related to dangerous CL in agriculture, the action program of urban child labor, and is involved in the creation of the child labour monitoring system (SINAMOTI). One of the Program Officials is in charge of the projects related to agriculture, his specific area of expertise, but is also in charge of educational issues and matters relating to computer files and information. Both share the responsibility for the development of production alternatives for the families.

Moreover, there is a legal specialist, the Project Official for the themes related to legislation, CSEC, child-domestic labor (CDL), child smuggling and trafficking, as well as gender issues. At the time the evaluation was held, another professional was being hired to collaborate in these matters, but so far she was handling these multiple activities.

All the above professionals have under their responsibility one or more APs, whose achievements and problems are discussed by the whole team.

On the other hand, there is a specialist in Social Communication, whose duties are related to the actions of the rest of the team members. This person is also in charge of handling links with the media. The team is completed with the administrative staff (2) and the support staff (2).

Although all of them are working specifically on the tasks assigned to them, by knowing about all the issues that the office is handling, they complement each other and comprise a solid team.

Although the division of tasks in the office was made according to specializations, the team members have assumed activities of technical support and monitoring of APs, of coordinating with sub-regional initiatives and linking up with governmental and nongovernmental actors who can become involved in the eradication of the WFCL. These linkages have special relevance through the diversity of spaces that were opened and through the synergies obtained through making use of available resources.

Finally, it is necessary to emphasize that personnel of regional projects outside the Dominican Republic offers advice and technical support. This is not only useful for the implementation of these regional initiatives but in addition it supports the development of the TBP. It is also certain that, given the multi-dimension of the theme, the objective to eliminate the WFCL needs

these actions in diverse areas and with different strategies. It is in this sense that including manifold interventions is beneficial for the ultimate objective of the TBP.

Together they have managed to create a context of social acceptance for the two projects, both nationally— in those sectors where the policies are decided—and locally, where the Action Programs are implemented. Moreover, as will be explained in detail later, they have contributed to positioning child labor as a social problem.

Nevertheless, there is an overload of tasks that surely will increase with the full operation of all project components, the beginning of new APs, the new activities in the framework of the trafficking amendment and the operation of the sub-regional initiatives. This makes it necessary to review the internal organization of the work between the members of the office, with reinforcing the areas that have been open until now. It is necessary to assign responsibilities to distribute functions and tasks. This is necessary to maintain the multiple activities and the diversity of linkages and coordination required to achieve the immediate objectives of the projects.

4.1.a. Inter-institutional relationships

Among IPEC's multiple activities in the Dominican Republic, those related to the creation of networks with governmental and non-governmental actors who may eventually collaborate in the efforts to eradicate the WFCL are especially important. Both the meetings and interviews which were held, and the wide attendance at the stakeholders' workshop clearly show the excellent work done in this sense.

The NSC was created in 1997 by presidential decree, and was one of the first measures taken at the governmental level to work on the issue of CL. Its creation has been evolving with the governmental changes, which have not prevented it from working on a regular and permanent basis. This committee comprises representatives from the governmental agencies that have some influence on the issue (SET, SEE, SSPH, among others), employers' organizations (CONEP), trade unions (CNUS), and some NGOs and international organisms.

... It was created by a presidential decree, but practice has been showing that there were other actors. For instance, the decree does not mention the Secretariat of Agriculture. In a country where 70% of labor involves agricultural activities, this Secretariat had to take a protagonist role. So, we are advocating having it included. Another example, now with the issue of CSEC and trafficking, is that we have realized the specific weight of the justice sector, the Supreme Court, the judges, the prosecutors' office.... (Group interview)

The NSC's first activities were focused on having the National Congress ratify Conventions 138 and 182, and on raising awareness in the different areas.

... this is due to the campaign carried out by the National Steering Committee to ensure the ratification of the Conventions, such as 182 and 138, at the Congress; 138 was signed on 06/15/99 and 182 on 11/15/2000. (Interview)

.... the fundamental role of the National Steering Committee was to advocate for the approval of the conventions at the legislative level, and to raise awareness in the country about a new issue, one that was completely new, as well as to create networks among the various ministries, such as Education, this one in particular being the closest to IPEC's work. In other words, it created this platform that would become the basis for what was to come later. (Interview)

At the governmental level it has been possible to involve the State Secretariat of Labor (SET) to the full extent. This includes both the political management level of the present and former governments, especially the Labor Sub-secretariat, which is in charge of national actions against CL, and the technical level, especially the Labor Department and the Inspections System Directorate. The interviews demonstrated that there was good knowledge of the topic and of its implications among the officials from the previous administration, and that on the part of the newcomers, there was a great interest in learning more about the issue. So it is possible to say that the changes at the political level have not been problematical for the development of the evaluated projects, basically because of the commitment assumed by the previous Secretariat of Labor and the SET in general.

Dependent on the Sub-secretariat, there is a Child Labor Unit that, although created during the previous administration, has been fully renewed. At the time of the evaluation, two officials had been assigned to it, and two more were about to be hired. The intention of the SET's authorities is to create a technical team with the capacities and competencies to take care of this matter, to provide the necessary input to inform the decisions of the NSC, and to internally strengthen the SET for it to be able to assume its responsibilities on this matter.

There is also collaboration, although with a different degree of commitment, from the Secretariats of Education, Health, and Agriculture. Actions are being coordinated with the Office of the First Lady and the Vice President of the Republic, currently in charge of the government's social programs, and with CONANI. Concrete alliances have also been created with the National Planning Office (ONAPLAN) and the National Statistics Office (ONE)

In all the contacts during the field work, the evaluation team could verify the linkage of the different governmental actors to the undertaken actions, but in addition it was clear that the TBP is a national project that in any case requires the financial and technical support of the IPEC office.

These projects still have pilot character. They are in very limited areas, and even in that area, they will not reach all children and families who are affected by the problem. It is clear that it is a

national problem and that current action is only the first step. We are learning, gaining experience, but it is necessary to work from all the areas of government. (Interview)

This is a national commitment, ratified by the last governments... we need the financial support, today we could not do anything without that support, but the problem is national and implies that the government assumes responsibility. (Interview)

In any case, in spite of this understanding, it is certain that in an important number of cases the assumed commitments not yet extend the formal participation in meetings of the NSC or other activities to which invitations are sent.

IPEC has created a relationship with business organizations, basically through CONEP. This institution is part of the NSC, and it participates in several activities related to the office's efforts. Nevertheless, several of the actors interviewed agreed that the degree of commitment achieved from the employers' sector could be considered as minimal.

The office technicians have also established a good working relationship with the trade unions under the National Council for Trade Union Unity (CNUS). In addition to the activities organized by this sector as member of the NSC, it has created an inter-union committee for the eradication of CL, and it has also participated actively in awareness-raising actions regarding the problem within the trade unions and the public. As a trade union organization, they have even carried out a project financed through IPEC to raise awareness for the action of the unions in the domestic labour sector.

Moreover, a cooperation relationship has been created with international organisms, in particular UNICEF. Not only is information exchanged with this institution, but common strategies have also been agreed upon, this being done by delimiting functions and specific actions. The handling of this relationship has been very successful in terms of building an alliance between two international organizations with different approaches and priorities.¹⁸ This has made it possible to legitimize IPEC's involvement in a non-traditional issue, such as CSEC. Thus, these institutions have joined efforts and funds to generate better utilization of the resources available.

We had a project with UNICEF, which was financed with funds from the Italian government; this project dealt with commercial sexual exploitation. So, we got together to plan the needed work. For instance, we both had training for police officers, so we joined our available resources and carried out the training together. We had to prepare a manual, and we worked together

¹⁸ Regarding CSEC, UNICEF uses a human rights-based approach that emphasizes prevention and research, and not intervention against child labor.

in everything: the contents, the references, and the profile. All of this turned into a very positive relationship (Group interview)

The Action Programs have provided the chance to develop close relationships with several NGOs. This has allowed for the creation of a wide network of interlocutors with experience acquired while working in different parts of the country. This knowledge has been, as will be explained later, an important point for the selection of the executing agencies.

A special point is the relationship created with the institution responsible for the Child Labor Education Initiative in the Dominican Republic. This project, also financed by USDOL and executed by Dev-Tech Systems, which is a consulting firm with prior experience in the field of education in the country, had to assemble a technical working team to carry out the EI. The team is headed by a professional of ample experience who had already worked in the Dominican Republic. This made it possible to create a solid professional team which would carry out the actions proposed in the project's design. The relationship with Dev-Tech is complex.

The EI was intended to be executed in the areas where IPEC is working in the implementation of the projects of support to the TBP. This collaboration would permit the increase of the actions of the Action Programs, and would generate synergies among the institutions in the area of intervention. However, this has not been easy because of the inherent complexity of both projects and because of the technical problems that arose from attempting to coordinate both interventions. In fact, the target population of the EI in some places will be different from that of the AP. The reasons are numerous, but the most relevant ones deal with the different implementation periods of both initiatives, and with the conceptual and methodological differences¹⁹ regarding how it would be best to run or operate the school support rooms—*Salas de tareas* (Remedial classrooms) -- for the TBP and *Espacios para crecer* (Spaces to Grow) for the EI—which are proposed in both projects. Nevertheless, it has been possible to agree on spaces in which to work together, in particular with the programs to eradicate CSEC, which were starting to operate when this evaluation was carried out.²⁰

In any event, the impression derived from this evaluation is that, based on the interviews held with the persons in charge of these two projects, both parties are making an effort to cooperate, and that they are setting the bases for an effective collaboration.

¹⁹ The technicians hired by Dev-Tech Systems believe that the Task Rooms have a number of deficiencies, do not have a reliable methodology, lack adequate teaching instruments, and operate with little supervision from teachers.

²⁰ Despite the fact that the evaluators could not observe them, they were informed that the EI is preparing materials to be used by teachers and students that will be employed as tools in order to improve the operation of the *Espacios para crecer*.

A final element to mention on this matter refers to the opinions gathered through the questionnaire during the stakeholders' workshop. Regarding the questions raised about the type of relationships that the representatives from each institution had developed with IPEC, most (more than 70%) stated that it was mainly an exchange of information, while 56% mentioned that they complement each other or in fact collaborate together.

4.2. EFFECTIVENESS AND EFFICIENCY OF THE IMPLEMENTATION PROCESS

IPEC's team was able to give the implementation process, which had started in September 2001 with the project of Preparatory Activities, an effective and dynamic pace in terms of the startup itself, this being done within a relatively short time. The process dealt with multiple actions that contributed to strengthening and legitimizing its presence in several scenarios. As examples, the following actions may be mentioned: the creation of the office and the successive incorporation of its members, the carrying out and completion of new research and baseline studies, the relationship with a renewed NSC as of the change of administration in 2000²¹, the joint definition of intervention areas and sectors, the identification of the implementing agencies, the formulation of the support project for the TBP, the creation of new networks and cooperation with non-traditional actors,²² the establishment of a strategic alliance with UNICEF to jointly tackle the issue of CSEC. As will be explained, the prior existence of several work points, the accumulated experience, and the successful impact obtained in Constanza were factors that contributed to the dynamism imposed on the implementation process since its beginning stages.

Nevertheless, it is necessary to point out some difficulties in the administrative processes that have translated into a low budget delivery rate and into a delay in the start of activities in both projects. The Preparatory Activities project, scheduled²³ to end in July 2005, has not still spent 20% of its budget. The support project for the TBP started in September 2002, and is scheduled to finish in December of next year. When the evaluation was carried out, it had not spent about 50% of its budget. These data allows concluding that there is some degree of inefficiency in the use of the financial resources available.

Regarding the information gathered, it is possible to state that this inefficiency is related to three factors: 1. the process of designing the action

²¹ At present, this situation is being repeated, since there has been a new change of administration

²² Such as the Childhood Council, the Justice Court, the Prosecutor's Office, the Foreign Affairs Office. It was necessary to open these spaces, based on the needs detected, given the specificity of the issue of CSEC.

²³ The termination date at the time of the design was September 2004.

programs; 2. the difficulties in having the implementing agencies comply with the accountability reports in a timely fashion, and with the appropriate format; and 3. the administrative systems which had been created to support the project's implementation, particularly the fund disbursement mechanisms, and the administrative coordination among IPEC's office in the Dominican Republic, IPEC's regional office, and IPEC's headquarters in Geneva. As it will be explained below, all these aspects improved during the last year.

The process of designing and approving the action programs: In addition to the debates between IPEC's team and the national actors to agree on the intervention areas and sectors, the first experiences were difficult because of the selection of implementing agencies which had experience in the attention of childhood problems, but that were lacking roots in the community where the program was to be implemented. This was the case of Constanza and Boca Chica, which meant an extended design time with low quality proposals at the beginning. IPEC needed to review the proposals and provide technical assistance so as to have them technically approved. This was added to the time needed to prepare the budgets and to deal with the legal matters. Thus, in Boca Chica, one of the action programs corresponding to the preparatory activities started up only in July 2003. In the case of the agricultural projects, the preparation process for the proposal took 3 months.

In 2004, this situation was modified. On the one hand, new requirements for the selection of the implementing agencies were added. This included their experience in implementing projects on CL and in locating and learning about the community. On the other hand, different support modalities were introduced for the proposal development process to improve its quality. In some cases there was indirect assistance through an external advisor. In other cases project officials directly got involved in the design of the summary outlines of the APs. This resulted in the reduction of time required to design and approve the programs in Santo Domingo and Sosúa, which started in 2004.

Along the way, this was complicated by the *lack of compliance* of the implementing agencies regarding time and form requirements in order to receive the periodic disbursements. Despite initial training provided to the staff of the implementing agencies by IPEC, there was no impact on the constant delays and poor quality of the operational quarterly schedule and accountability reports of the expenses. Because of this, it was necessary to fine tune, with positive results, the assistance in administrative matters through the direct intervention of IPEC's staff to help the person at the agency who is responsible for these matters.

The IPEC administrative systems and the involvement of different IPEC entities have been an obstacle for the timely development of the projects' activities. Nevertheless, it should be pointed out that there was good technical coordination between IPEC-Dominican Republic and IPEC-Costa Rica. According to the opinions gathered, there was also good feedback from

the sub-regional office regarding its contribution to the design and times for the approval of the technical proposals.

The problems are generally related to administrative coordination. There are administrative rules and requirements at IPEC/ILO that have impeded the efficient implementation of both projects. For instance, the evaluators were informed that projects and contracts of more than U\$S20,000 also require the approval of the IPEC/ILO offices in San José and Geneva, as well as that of the ILO procurement office in Geneva. These steps, additionally complicated by the distance between the offices, may take between 2 and 4 months. Partly this time is used for revising the documents in different offices and another important amount of time for dialogue processes between the IPEC team in Dominican Republic, Costa Rica and Geneva.

The development of the TOR for the contracts, revision, and approval of the subsequent proposals, and finally the disbursement of funds, was a process that took several months. All these contracts were necessary in order to be able to start the projects. In addition, there were delays, sometimes quite long, especially at the office in Costa Rica, for approval of the quarterly reports of the executing agencies, these being the basis for authorizing the subsequent disbursements,²⁴ and resulting in developing the corresponding activities. The delays to start the Preparatory Activities also meant delays in the support provided to the TBP.

As a consequence of the local team's initiatives and of modifications to IPEC/ILO systems, there has been a decentralization of responsibilities toward the office in the Dominican Republic, which has allowed for more flexibility in the implementation process. On the one hand, the changes in IPEC/ILO systems made it possible to have a bank account in the Dominican Republic handled through the "Imprest" banking system. The CTA and the local administration office received training and technical assistance from the sub-regional office about the efficient handling of the options that the office has by directly using the funds deposited in the account. According to the interviewees, this has improved coordination with the sub-regional office and IPEC-Geneva, and has made it easier to work with the agencies and service providers, thus reducing the time needed for the disbursements from several months to only a week. On the other hand, as a response to complaints from the CTA in the Dominican Republic, the approval of the technical and financial reports of the action programs was delegated in the office. This also contributed to expediting the procedures.

Moreover, as a result of these initiatives, the rhythm for executing the budgets of the Action Programs has increased in the last months. Sosúa, which just recently began, has already received its first disbursement. Don Bosco (urban child labor in Santo Domingo) and IDEFA (CSEC in Boca Chica)

²⁴ It was possible to ascertain recently that there were 7 reports at the ILO-CR office which had not been approved, although they had been there, at least in one case, for more than four months.

reached an adequate level of expenses. Casco (2nd phase of Constanza) will end this year.

In summary, the procedures have improved and have become simpler. However, the accumulation of prior delays, plus the new activities to run within the framework of the child-trafficking amendment, has created a future scenario full of strong responsibilities and an overload of duties for the local team members. This poses the need to review the organization and the work strategies in order to assure the achievement of the goals, and to request an extension of the execution times for, at least, the support project for the TBP.

4.3. PROJECTS' MONITORING AND EVALUATION SYSTEM

The line drawn between the evaluation carried out during management and the monitoring of implementing everyday activities is very faint and permeable. Therefore, the two are often confused. However, the actions are different and require different abilities, but in many cases they are performed by the same members of the projects' technical teams.

The organization of the IPEC-DR office is expected to carry out the monitoring activities. Each action program and the general activities have designated a person in the office who pays attention to its operation, and who has the necessary tools to respond to the diverse situations that may occur in each place, and that may occur because of the strategy used. According to the opinions gathered and the observations made, this works very well. Nevertheless, it is not a monitoring and evaluation system of the processes arising from the projects' management.

The evaluation, or monitoring, during the projects' implementation should allow the management to make corrective decisions regarding the actions on a timely basis and based on solid ground. This decision-making should be planned and carried out periodically. This element is absent in the implementation of the evaluated projects. It should be pointed out that this element was also absent in the projects' design, as mentioned in Chapter 3.

Having a monitoring system basically implies comparing the theoretical foundations of the project with the evidence arising once it has been applied, in order to introduce corrections (if needed) to reach the highest efficiency levels. In other words, it is not enough to have a technician, alone or after consulting with others, make a decision about how to solve a problem which he or she is consulted about, or which is detected during a period visit. On the contrary, it is necessary to consider a specific strategy that implies defining the time, or cut-off points for evaluations, as well as the establishment of the dimensions, variables, and indicators to be observed at each point in time, and the preparation of the necessary instruments; in other words, the development of a model or an assessment system.

This type of system does not exist right now for the evaluated projects and, as far as this evaluation was able to reveal, it has not been developed for the other projects being implemented.

Related to this issue is the use of strategic planning tools during the management. The use of this methodology has proven very useful in order to assess the strengths, allies, and weak aspects, among other issues that would allow for repositioning when changes in the context occur. Although the SPIF was used during the preparation of the Support Project to the TBP, the amendment and some APs, in particular Sosúa, the evaluators did not find evidence of its use in the implementation, or provisions for follow up on the workshops that had been realized. It would have been very interesting to use it during the process of change of national authorities, as working opportunities may have been detected and specific tactics might have been considered so as to position the issue in question.

5. SUPPORT FOR THE NATIONAL PROCESS TO ESTABLISH A TBP

This chapter discusses the advances made in the several areas, based on the execution of the projects' actions. The analysis has been divided into three sections: 1. Actions to generate an enabling environment, 2. Direct Action Programs, and 3. Actions to ensure the project's sustainability.

5.1. ACTIONS TO GENERATE AN ENABLING ENVIRONMENT

One of the priorities for the development of the projects was to put the issue of CL in the agenda. As the issue had not been considered by any sector or social actor, raising awareness about child labor in the society and among relevant actors was indispensable. In fact, like in most rural societies of Latin America, it was believed that working was beneficial for growth and development; as long as a child was working, "he/she was not lazy" and "was not exposed to bad influences."

The information gathered was organized around the three strategic axes of this component: 1. Generation of adequate information; 2. Awareness of the relevant actors and society as a whole, and 3. Development of policies and legislation.

5.1.a. Generation of information

As CL had not been considered a problem, there was no information available on the issue, and an initial effort had to be made to produce something that would allow for determining the magnitude of the problem and the particular characteristics in the Dominican Republic. The first steps with this aim in mind were taken even before the existence of a specific program in the country. In 1997, IPEC's sub-regional office, recently installed in Costa Rica, appointed FLACSO in the Dominican Republic to prepare an initial report about child labor. This report was basically qualitative, and it provided the first necessary information to start thinking about intervention strategies in the country.

Before the design of the Preparatory Activities Project for the TBP, at the end of 2000, the National Child Labor Survey (NCLS)²⁵ was carried out by SET, which allowed for calculations about the dimension of the problem in the country, and about its geographic distribution at a regional level.

²⁵ The NCLS was held with the support of IPEC's SIMPOC. This type of survey was done in all countries in the sub-region. In total, the data of 8 countries was gathered. The results were published in February 2004 in a publication entitled "Analysis of Child Labor in Central America and the Dominican Republic."

Moreover, several baseline studies were carried out to understand the causes and related factors, characteristics, and consequences of child labor, the needs of working children and adolescents and their families, and the deficiencies of the existing responses. These studies are the result of previous experiences with the formulation of the TBP which were implemented in some sectors and regions. Thus, the following projects were developed:

- Dangerous jobs done by children in urban areas of the Dominican Republic
- Child labor in agriculture in the Dominican Republic
- Commercial sexual exploitation of children in the Dominican Republic²⁶

These studies were published, and their dissemination, as will be analyzed later, contributed to the awareness-raising activities among relevant actors.

A process to better approaching and precisely identifying needs was also planned, based on the surveys scheduled in each of the AP. These surveys would be carried out by the implementing agencies to detect working children in the areas of intervention.

Another initiative for keeping the number of working children in the country updated is the modification of the minimum age at which people are asked if they work, this being done in the Labor Force Survey carried out twice a year. At the time of the fieldwork for the mid-term evaluation, the information was being gathered for the first time after making this modification. This would permit children from five years old on to be included, and not from age six, as had usually been done in this type of survey. According to the results that are yet to be obtained, it has been agreed with the Department of National Accounts and Economic Statistics of the Central Bank of the Dominican Republic, which is the governmental organization in charge of the survey, to repeat the measurement with certain periodicity.

5.1.b. Awareness of relevant actors and society as a whole

As part of the strategy to position the issue in the society and aiming at making the problem visible, two task lines were followed. On the one hand, the issue of CL is to be treated as a problem, and then making more precise the information about each of the WFCL in the country.

The two lines were developed at several levels. First, at the level of opinion leaders, actions were taken to make the issue visible in the media. Then,

²⁶ This study, done throughout the country, identified most Dominicans as exploiters; the studies showed that CSEC is not a problem exclusively related to the tourist activity, as shown in the 1994 study by UNICEF-ONAPLAN "Child Neo-prostitution in the Dominican Republic" carried out exclusively in tourist areas.

several activities aiming at placing CL on the agenda of the political decision makers were held. Finally, several actions were addressed to raising awareness among the general public.

The Communication Specialist of the IPEC office shared with the evaluators a good number of articles published in the written press about the WFCL, in particular a special supplement about child labor included in the national newspapers on June 12, 2004, under the framework of the World Day Against CL.

TV has been another platform for getting the message across to the population. In this case, several videos that had been especially prepared to disseminate the characteristics and consequences of some of the WFCL have been broadcasted. Some interviews were also held on opinion programs during primetime segments. The local radio stations have been another of the media forms extensively used to spread the message among the population by covering areas not usually reached in any other way. The radio has also been the most used medium by the action programs in order to disseminate their work strategies.

As already mentioned, all the studies done in the Dominican Republic were disseminated through publications. Other publications prepared by IPEC sub-regional office and even by IPEC-ILO Geneva were also distributed throughout the country. These publications include:

- Analysis of Child Labor in Central America and the Dominican Republic. Sub-regional Coordination for Central America, Panama, and the Dominican Republic
- Helping hands or shackled lives? Understanding Child Domestic Labour and how to intervene. IPEC ILO Geneva.
- Unbearable for the Human Soul. Child Trafficking and its Eradication. IPEC-ILO, Geneva
- Commercial Sexual Exploitation and Masculinity. A Qualitative Regional Study with Men in the Overall Population. Sub-Regional Coordination for Central America, Panama, and the Dominican Republic²⁷

All the publications were mainly distributed among the members of the National Steering Committee and the Inter-institutional Commission against Abuse and Commercial Exploitation of Children, the area officials in the geographic areas covered, and the executing agencies of the action programs. However, it was possible to have the media extract information from these publications in order to present it on several programs, thus reaching the public. Copies of the publications were distributed in research and documentation centers at several key sites, such as universities, state secretariats, the press, and NGOs.

²⁷ Regarding this study, its dissemination was being prepared at the time of this evaluation.

As a communication strategy, advertising campaigns were held through billboards and posters on streets which referred to CSEC. Together with UNICEF, a country campaign was carried out to position tourism in the Dominican Republic against CSEC. Public debates have been held with relevant actors who inform about particularly important event and activities, which have also contributed to making the issue visible.

Moreover, an important effort was made with the SEE to raise the awareness of more than 2,000 teachers at the national level, and another activity was held that included all labor inspectors.

At the beginning of the school year, a series of actions were carried out to inform the population about the situation of night school programs and how deficient they were (this being due to blackouts from power shortages that reduce the number of lessons and a lack of classrooms and teachers). This negatively impacts working children who usually attend this shift, because they receive a lower quality education.

On the other hand, the high level of information and awareness at the decision-making levels in different contexts, especially among governmental organizations, was verified. This also includes trade unions and other organizations of the civil sector which were contacted by the evaluators to discuss the issue with them through interviews and during the stakeholders' workshop.

Significant work has been done with the local governments to involve them as partners, especially in the efforts related to the formulation and implementation of the Action Programs. The municipalities most closely involved are those of Constanza, Sosúa, and Boca Chica, among others.

As a result of the actions taken, the issue started to be present among the different actors, generating concern among various sectors about the magnitude of the problem in the country and the implications of the WFCL.

However, it should be mentioned that despite the efforts made, some lack of interest was detected among the employers' organizations. During the stakeholders' workshop, there were several expressions of concern because of the lack of involvement of this sector. When responding to the questionnaire, those who believe that CONEP is a significant actor that should collaborate in the elimination of the WFCL (30%) had mentioned its low level of commitment. There were also some statements made in several interviews about the lack of awareness of employers who still "look the other way" because "they do not care." Everything seems to indicate that the efforts should be doubled to involve this very important sector in order to continue the actions developed by the projects.

At this time it is important to reflect on the role of the Labor Secretariat (SET). Since the start of IPEC's actions in the Dominican Republic, there have been three changes of administration, yet the SET has always renewed its commitment to the eradication of the WFCL and has been the privileged partner of IPEC in the country. This has been shown both in its directive role of ensuring the constant and periodic operation of the NSC in events,

conferences, seminars, and training sessions, and also because it has allocated, within its limitations, funds from its budget to finance several actions and events. For instance, the secretary at IPEC's office is an employee of the SET and her salary is paid by this entity. On the other hand, the SET used its funds to organize the only national dissemination campaign held so far. This campaign was used to disseminate the slogan that became the country's official slogan later: "Work does not fit children well." Posters, buttons, and even notebooks were printed with this slogan and distributed in the schools. It is important to emphasize this. Although the SET never provided cash for the budgets of the AP of the Preparatory Activities project²⁸, it made important economic contributions, maybe not as high as originally expected (this matter needs to be assessed), but that demonstrate a great commitment in a poor country that has been undergoing an important financial crisis at the time the projects have been under way.

The financial problems of the government during the previous period produced the devaluation of the Dominican Peso and the subsequent inflation. This affected the implementation of the projects in diverse forms. On the one hand, the lack of financial resources of the government meant that the before mentioned US \$ 300 000 never became effective, and in addition this produced a negative phasing out between the anticipated costs during project formulation and the costs that resulted after the devaluation.

5.1.c. Development of policies and legislation

The NSC has been the organism where the policies related to CL in the Dominican Republic have been discussed. The SET, as the regulating body, has been in charge of maintaining the regular and periodic operation of this decision-making entity. In addition, it has played the role of following-up the decisions made by the Committee, with the continuous support and advice of IPEC in the country. Until today, both institutions have been those that have clearly assumed most of the actions, to make the commitments assumed by the country effective.

Nevertheless, members of the SET interviewed and participants in the stakeholder workshop showed preoccupation regarding the performance of most of the governmental actors, in particular as members of the NSC. This preoccupation refers to the formal responsibility that in many cases does not materialize into specific action, assigning of personnel or financial resources.²⁹ This attitude can clearly affect the sustainability of the actions

²⁸ This amount was US\$300.000. The lack of these resources generated difficulties for developing the APs in Boca Chica and Constanza. However, these difficulties could be overcome.

²⁹ A member of the SET even claimed in an interview that "many limit themselves to nod the proposals that we made or the actions that we promote, but they don't engage more".

and the development of the national TBP. One possible way to solve this, as will be seen later, seems to be the formulation of the National Plan of Action against the WFCL.

One can say that the relation between IPEC and SEE was very limited at the time of the evaluation. It was restricted to a political relation with the Secretary of State, and a technical relation with the Department of Psychology. The present management compromised the fulfillment of the agreements that involved the Secretary, including the work with IPEC and Dev Tech Systems. Although one of the priorities specified in the interview with the evaluation team was to improve the education indicators and in particular the quality of education, there were no specific agreements on the functioning of the Task Rooms.

Regarding legislation, in the Dominican Republic child labor is regulated by a series of national norms and by the adherence to different international instruments. Before the beginning of the evaluated project, DR had already ratified ILO Convention N° 138 (in June 1999) which dealt with the minimum age for admission to employment and Convention N° 182 (in November 2000) about the WFCL. Child labor is regulated internally by the National Constitution, the Labor Code, and the Code for the Protection and Fundamental Rights of Children, which was recently reformed. It has also been possible to endorse the law about Human Trafficking, with special attention given to children, and a Resolution about Dangerous Child Labor.

Since the beginning of the projects, the efforts in this aspect were addressed in two directions. On the one hand, an attempt was made to raise awareness and to involve all justice, police, and prosecuting sectors in order for them to know about the particular regulations and to commit themselves to enforcing the legislation.

Thus, the Inter-institutional Commission against Abuse and Commercial Exploitation of Children worked actively to involve these especially important sectors in the work against CSEC. Awareness-raising and information activities were organized with these sectors, and the Commission collaborated in the analysis of the legislation and the modifications that needed to be made regarding how to best approach these issues at the different institutions. The efforts brought about a National Plan for the Eradication of CSEC in March 2003. The advances made with the Tourist Police and the General Prosecutor's Office started to pay off in the last year, especially since the Government change. The sector where more work needs to be done is that of the judges, who are still not fully enforcing the existing laws. Although it would be necessary to design a series of actions to achieve this, the successes made with prosecutors and police officers and an adequate dissemination of the legislation could contribute to raising the judges' awareness.

On the other hand, training and technical assistance was provided to governmental officials involved in the detection of CSEC cases and in providing assistance to the victims. At the Prosecutors' Office, a Technical Investigations Unit about Child Trafficking and CSEC was created. It has two

prosecutors who have been especially trained, two engineers in computer sciences that have specialized in searching for sites that offer children on the Internet, and three investigators to filter and start the investigation once a case is detected. This Unit provides support to other prosecutors' offices, and its members act as prosecutor trainers in the rest of the country. The goal is to have a prosecutor who specializes in these matters for each of the 32 provinces of the DR. At the time of this evaluation, 15 of these prosecutors had already been trained to work as multipliers in other areas.

The child-trafficking addendum opened a new universe that involved the Migrations office and the Ministry of Foreign Affairs. It is necessary to consider the new training and alliances that have to be created with the governmental organisms that are not yet involved, such as IMO.

An additional effort has been made to detect the degree of appropriateness of the National Childhood Code approved in August 2003, which recently became effective at the time of this evaluation. To do this, two well-known lawyers at the national level were hired to study these issues and to identify discrepancies between the provisions of the Labor Code and those in the aforementioned Childhood Code. The documents with these results were being printed when this evaluation was carried out, and they were going to be analyzed with top level academicians to make the issue even more visible, and to generate a national debate about the modifications that are necessary and the implications of enforcing the regulations.

Finally, Aleph, a specialized consultant, has been hired to design the National Action Plan against the WFCL. At the time of this evaluation, consensus had been reached with the NSC regarding the plan's strategy for a ten-year period, and the WFCL had been identified in the country. However, it is still necessary to define the operational component, that is, the commitment that each actor will assume a fundamental point in the definition of policies for the eradication of CL. It has been decided to work bilaterally with each of the organisms to ratify and estimate budgets for their involvement in the execution of the Plan. The political transition has made this process difficult.

5.2. THE ACTION PROGRAMS

The effective withdrawal of the largest possible number of children from the worst forms of child labor is one of the objectives of the TBP. To do so, the two projects carry out local action programs that try to identify ways to intervene directly in order to ideally transform these programs into replicable models.

This clarification is important since the development of the direct actions—both of the preparatory activities project and the TBP support project—does not attempt to significantly impact the number of working children, but rather to show that it is possible to achieve this objective through the strategies implemented.

Within the framework of these two projects, several initiatives have been carried out in the DR that encompasses different WFCL. During the fieldwork, the evaluators had the chance to visit two sites of these initiatives: one organized by *Muchachos y Muchachas con Don Bosco*, which was working on the problem of child labor in urban areas, and the project run by MAIS in Sosúa, which works on CSEC issues. On the other hand, the technical team of IDEFA was contacted. They are working on a project about CSEC in Boca Chica. The considerations below are mainly based on these visits and conversations, but also include the opinions gathered from the documents related to other Action Programs.

5.2.a. The organizations

As mentioned earlier, the experience gathered from the first APs showed the need to identify NGOs that have some experience in areas where the actions were to be implemented, and that were also both recognized locally and as far as possible had some experience with working children. In this sense, the organizations that were selected fully complied with the requirements proposed.

Don Bosco is an institution of the Salesian Order that started working in 1985 with working children in a heavily populated area in the middle of marginal neighborhoods in the northern part of the city of Santo Domingo. The organization has a great deal of experience with working children, experience that includes activities with around 4 thousand youngsters. It effectively coordinates with the SET, several NGOs, and other public and private entities that have developed similar experiences in the country. The organizational structure of the institution lies in its support and motivation services and the implementation of a set of plans in 12 centers or teams distributed in different parts of Santo Domingo. As part of the organization, there is a tradition and committed dedication to supporting the community and its actors. They have traditionally worked with children, and the organization has a high degree of acceptance, transparency, summoning capacity, and credibility among business people, cooperation agencies, training centers, and other key actors in the DR. It focuses its actions on three aspects: a) the family, b) school, and c) the organization itself. The organization assumes as part of its mission the paternal and maternal roles that parents cannot take on, the remediation leveling of children who attend school to improve their academic performance, and children's spiritual guidance. However, it understands that the family plays an important role and, therefore, it involves them from the beginning, making them aware of the importance of their role in the educational process of their children at home. The basic team responsible for the AP is composed of a priest who is the General Coordinator, an expert in charge of the Operational Coordination, a person in charge of the pedagogical area, and another in the administrative area.

MAIS is a non-profit organization created as part of a process related to the integration of youth. Since 1993 it has been working with teenagers who have been victims of CSEC. In 1998, it started reinserting children in school,

and created a center for abused children. In 1999 it became a legally registered non-profit institution. It joined IPEC through the Inter-institutional Committee in its fight against the WFCL (also integrated by Caminante and IDEFA, among other institutions). It is part of a coalition of NGOs that work on the behalf of children. The MAIS team working in the AP is composed of two psychologists, a specialist in community education, a lawyer, and a social communicator. A student supports its fieldwork.

IDEFA is an NGO with 20 years of experience in providing attention to Dominican families. It has been recognized since 1984 as the first institution in carrying out research in the country about the issue of child abuse, and it was a pioneer in the prevention and treatment of abused children. Its work is based on a systemic approach for the family, and its efforts are diversified. Regarding the direct action, in a specialized attention center, they receive families, couples, and individuals for psychological and psychiatric attention. They also develop community programs. As an institution, they are highly involved in childhood issues, and advise the government and other sectors in the design and establishment of public policies on these matters. They are members of the International Society for the Prevention of Abuse and Indigence. The institution worked in the 1997-2000 period at the first program in Boca Chica that had a community nature, with the support of UNICEF. It was considered a pilot program "where we tried the approach model that our institutions were executing, but at the community level." The team in charge of the AP is composed of two professionals and two community promoters.

5.2.b. The coverage

The following chart shows the coverage provided by the different AP:

Expected coverage, place of intervention, and WFCL in the AP

Organization	Location	WFCL	Expected coverage
CASCO	Constanza	Municipality free from WFCL in Agriculture	60000
EDUCA			5500
Don Bosco	Santo Domingo	Child labor in urban areas	600
MAIS	Sosúa	CSEC	300
IDEFA	Boca Chica		400
DIGFARCIN			60
CAMINANTE			20
UNIBE	Boca Chica		40

According to the project documents, the three AP contacted have exceeded the expected coverage. Don Bosco was working with 351 children, and IDEFA has identified 250 cases; they are actively working with 90 of them and the others are still in the approach process. MAIS has identified more than 200 child victims of CSE or children at risk, and has not yet even finished surveying all the neighborhoods. They are already working with 60 children. In all of the cases, the interventions also reach other children who are in contact with the direct beneficiaries, especially siblings, and their families.

5.2.c. Planned strategies³⁰

Despite the diversity of the WFCL addressed by the different APs, the strategies expected are similar as they respond to the general guidelines provided by IPEC for the development of these experiences. They are differentiated by the way each organization carries out the program. The basic strategies used in the APs in the Dominican Republic are:

- The incorporation or retention (whatever the case) of children in **school**
- Extracurricular school help organized through **Task Rooms**
- For adolescents older than 14 years of age, they are given courses in **professional training** to help them find a job in the future
- Actions with the families that range from awareness raising about the problem of CL to the generation of **productive alternatives**
- In all cases, but in particular in CSEC, the APs include **psychological help** for the children.
- **Awareness in the community** and creation of **local networks**

These strategies are briefly described below:

5.2.c.1 The search for beneficiaries

Despite the fact that this is not an intervention strategy, the way in which each institution approaches the selection of the beneficiaries is in itself a starting point that should be analyzed, especially because of the complexity of the task of detecting the cases of child labor (urban child labor and CSEC).

Don Bosco selects the beneficiaries through what they call a staged process. This process starts with the search stage, which consists of visits made by trained promoters to the work places previously identified (these usually being the streets, as urban jobs are dealt with). At these places, they start an approach process that continues with home visits which are intended to

³⁰This section is analyzed based on the information gathered from interviews with the technical teams in the three APs.

involve the family. The second is the welcome stage in which children are invited to socialize among themselves in several meetings, by means of which they get closer to the institution. This stage concludes with a camp activity. At the end, they have a final evaluation that allows them to definitely select the children. Throughout this process, they hold periodic meetings with the parents.

MAIS technicians begin by inviting all relevant social actors to a strategic planning exercise with the collaboration of IPEC's Project Official using the SPIF. The exercise was developed in several meetings while the AP was formulated. This allowed for generating the initial relations, incorporating and raising awareness among relevant actors, and diagnosing CSEC as a problem. Based on this activity, the selection of beneficiaries was done by surveying all homes in which the AP focuses its actions. Through a family interview and an interview with the children, they detected potential beneficiaries, who were then invited to meetings and the initial activities.

IDEFA's team arrived in the communities where they expected to work and started "*moving the institutions, groups, and associations to respond to the problem by creating networks and making the problem visible.*" The AP includes efforts to train professionals and parents in prevention. The beneficiaries of the actions are those identified in the area. They add others that are identified along the way when a promoter detects them, or because they are identified by other social actors (tourist police, for instance). The search goes through a series of stages that start with the detection phase by the community leaders who have been trained (there are 40 leaders) to discover and identify risk signs in children. Then, they start the reference stage while a group of promoters (12 in total) simultaneously try to locate the family. Here they begin the intervention stage in which they work with the family through house visits, and they provide psychological counseling to children which end with specific treatment.

5.2.c.2. Schools and the Task Rooms

In the three APs, the children participating in the actions were reinserted in the school³¹ (in cases they were not enrolled) and simultaneously they were expected to attend the Task Rooms. They attend these rooms on a daily basis. Here they carry out activities to help them with their homework and any learning problems they may have. They take advantage of this space to work on the children's self-esteem, generate responsibility, and interest the children in the benefits of education.

Both in Boca Chica and Sosúa, this strategy is developed together with the EI run by Dev-Tech Systems. When the evaluation was held, they expected to

³¹ Muchachos y Muchachas con Don Bosco provides children with birth certificates, because many of them do not have them, in order to facilitate their entering school. They also provide scholarships, if necessary.

start in January 2005. Until this actually happens, both programs have designed remedial programs that operated in the summer and which allowed the benefited children to be better prepared for the school year. In Boca Chica, they worked with 22 children, taking advantage of the school complement programs of the SEE. Over the summer, MAIS developed remedial activities for the 60 children they have been working with.

In Santo Domingo, the Task Rooms were starting their operation. At the time of the evaluators' visit, they were scheduling the contents and methodologies.

5.2.c.3. Professional training

Together with the school activities, all the AP's plan professional training actions for children over 14 years of age. In Don Bosco, teenagers join these training programs voluntarily if they meet the age requirement and have completed sixth grade of basic primary education. The AP takes advantage of the formative structure of the organization, such as the Centro Colaborador³² of INFOTEP. The possibilities are many and encompass woodworking, computer skills, cooking, and hotel services, among others. They add modules about personal appearance and interviews, and other issues to help them generate a life project. The graduates then receive the chance to enter the labor world as apprentices, and/or participate in in-service training in different companies with which the institution has agreements and others that directly recruit the graduates given the excellence of the training. The technical team interviewed indicated that shortly they will have an employment clearinghouse. During the visit made by the evaluators, they had the chance to tour the facilities, and to talk to the teachers and to several children involved in this professional training. The process observed seems very encouraging.

In Sosúa, MAIS has started a bakery course and another work training course to prepare clerks to work in a drugstore. The institution is creating agreements with INFOTEP, which for instance recommended the bakery skills teacher. IDEFA has used the "creating the strategy" in order to "train parents and teenagers who are 17 and 18 years old in the jobs that are most demanded in the community." Moreover, they have started conversations with the new government authorities and other involved sectors within the local network.

5.2. c.4. Income generation alternatives

The three projects foresee activities which aim at generating income. Don Bosco "wants to train mothers to work instead of their children." However,

³² This is the definition of the teaching center for professional technical education that operates under the supervision of INFOTEP.

the evaluators could not yet verify any progress made in this regard. In principle this seemed associated with factors that were not considered at the time of formulating the strategy as part of the APs.

On the one hand, the impossibility to offer micro-credits to families with USDOL resources, since it is certain that without such an initial impulse it is difficult for family groups, who lack saving capacity, to embark on a productive undertaking that requires an initial investment.

On the other hand, the almost non-existent education and little qualification of potential beneficiaries did not facilitate their incorporation in training courses. The courses generally require a good handling of reading and writing and, in the case of courses given by INFOTEP, in addition ask for a certain approved scholastic level. In the population where the APs work this is practically impossible to find.

Finally, the little degree of organization of the families makes it difficult to form cooperatives or another type of associations that are often necessary to take forward this type of initiatives.

5.2. c.5. Community awareness and local networks

At Don Bosco, there is dedication, commitment, and a tradition of supporting the community and its actors. As has been noted, historically they have worked with children, and the organization has a high degree of acceptance, transparency, able to summon or motivate the involvement of entities and individuals, and credibility among employers, cooperation agencies, training centers, and other key actors in the DR. Maybe this is why they have not included community awareness apart from the families of the benefited children or the creation of local networks.

MAIS took advantage of the opportunity to formulate the AP in order to raise awareness among as many social actors as possible, so as to create the basis of a local network that coordinates resources of the government, and the local and international tourist sector that generates support for the AP. This cooperation yielded its first observable results through the donation of property for MAIS to expand its work in the community.

IDEFA has implemented awareness-raising processes and training through discussions, seminars, and meetings, as well as workshops for teachers and children in the schools within the intervention areas. They have also progressed in the creation of a local network for the municipality of Boca Chica. The strategy of the institution has been to involve all the governmental actors that act in the area, using the infrastructure available to solve health, education, counseling needs and others. Thus, in addition to not duplicating offers, they want to get these actors' commitment. They have also invited other social actors, mainly from institutions.

There are already 46 institutions participating in a true local social network, by means of which they meet and discuss their

work plans and coordinate to create the strategies they'll follow (Interview with the team of technicians).

This experience has shown the need for integrating and involving the community more actively. However, they have not made much progress in this sense. Regarding the institutional network in operation today, there is still lack of capacity to coordinate the enforcement of the laws.

5.2.c.6. Psychological support

Both IDEFA and MAIS provide psycho-social and legal support for the working children. Regarding the APs, these actions are foreseen and are used whenever they are considered necessary.

5.2.d. Difficulties

Some of the problems affecting the implementation of the AP are the following:

- First, until they were actually developed, the Task Rooms had not been conceived as suitable for working with children who, despite attending school, lack basic scholastic knowledge. The poor quality of the public educational system is reflected in the literacy levels of many children. This especially affects the APs in Santo Domingo and Sosúa, and is added to the fact that, although some of the executing NGOs were selected because of their experience with working children and their knowledge of the community, they have minimal capacity in the educational sector. In this sense and according to the findings of the evaluation, the projects are not explicitly working with SEE to deal with the issue of poor quality of public education. As a matter of fact, this responsibility corresponds to the EI, but the articulation in the field between both projects is vital to promote achievements in this respect.
- Second, the delays in starting up the AP and in the development of some action components, which resulted from difficulties to fully comply with IPEC's administrative requirements, translate into unfeasible terms for reaching the proposed goals. The 24 months schedule for their implementation are reduced to 18 in some cases, such as that of Santo Domingo and Sosúa, and even 8 months in the case of UNIBE, a recently approved project that is part of the preparatory activities scheduled to conclude in mid 2005. This is an important aspect because the issue of available time not only affects the possibility to realize activities foreseen in each AP, but also clearly threatens the sustainability of realized interventions. Any social intervention that aims to change the behavior of social actors needs time for implementation and sustainability. This in general means more than 2 years.
- Finally, regarding the external factors that have had impact on the development of the activities, the change of government has meant a

change in the local and regional officials in several sectors. Especially in Sosúa this implies the creation of new relationships and further delays to start some of the actions, such as the training program. In Boca Chica, they have even thought of providing training to the new professionals.

5.2.e. Monitoring of the action programs

As mentioned earlier, there is no monitoring system for the AP, but instead follow-up actions for each of them. Thus, quarterly meetings are organized between IPEC and the implementing agency's team. They are used to review the degree of progress of the activities, the difficulties encountered, and the solutions for them. All of this information is found in the quarterly technical and financial progress reports.

5.2.f. Children's satisfaction

The evaluators tried to gather direct information about children's opinions regarding both their perception of child labor and their degree of acceptance regarding the services they have access to through each AP. Short random interviews³³ were held with children attending the Task Rooms or who were participating in other activities on the day of the visit. Below is a summary of this information.

Forty-six children were interviewed at the places visited. They are between 10 and 18 years of age, although most (76%) were between 13 and 16.

In general, the evaluators perceived a peaceful environment in the activities they had access to. Although all visited experiences had just started developing activities for the children and adolescents, it was noticed that they had identified themselves with the services. When asked, they said they were pleased with what they were doing.

The evaluators' attention was focused both on the high degree of overage and the most frequent difficulties in school. They talked with children between 12 and 16 years old who were enrolled in fourth and fifth grade in elementary school, and with a few who were in seventh grade in high school. The problems the fourth and fifth graders mentioned most frequently include reading, counting, and learning. On the other hand, very few children mentioned having problems with math, probably because their condition of working children has made them handle receipts and basic arithmetic more easily.

All of them mentioned that they wanted to continue studying the following year. It was noticed that they value schooling and what they expect to get

³³ See instrument used in Appendix 2. The intention was not to collect representative information of what the population in the area thinks about the interventions. Its only purpose was to gather some direct information about these items.

out of it. Some mentioned “a better future,” “being able to get a job”, and “becoming a professional,” among other benefits.

It should be stressed that the AP visited were just beginning and that the awareness raising processes and changes of conduct are the most difficult to achieve. This was evident in Santo Domingo when children were asked if they continued working. **All** of them said that even when they attend school and the Task Room, they work in the same activities as before (for example, they sell pastry at the school entrance, watch children in the neighborhood, and help their parents or siblings to sell things), thus they help their household. Most, however, mentioned that they devoted fewer hours to working than they did before, or that they did so “before going to school” or “after coming to the classrooms.” The directors of Don Bosco were aware of this situation and of the fact that the process is slow and gradual.

“Some try to stop working, but others continue working because the eradication of child labor is gradual, and they need to work... they are convinced that they should only work part time thus we gradually make progress.” (Interview with the technical team of Muchachos y Muchachas con Don Bosco)

However, is important to mention that children involved in CSEC that are benefiting from different APs have been completely withdrawn from this WFCL. If they continue to work, they do it in duties not related to CSEC.

5.3. ACTIONS TO ACHIEVE THE PROJECTS’ SUSTAINABILITY

The actions to achieve the projects’ sustainability should ideally start when the projects themselves start, and they should be deployed at least in three areas: creating social networks that guarantee that the issue be appropriate for all relevant social actors, both at the national and local level; planning the strategy that guarantees the continuity of the actions by having a public or private institution take over the activities, and by allocating the necessary resources for their continuity. The progress made so far in these three areas is analyzed below.

5.3.a. Social sustainability—the creation of networks

To guarantee the projects’ social sustainability, it is necessary to attain an acceptable degree of legitimacy and support. From the projects’ management, this is reflected in the awareness and training processes, and also in the support geared toward building capacities among the key social actors. All of this is fundamental for the sustainability of the problem, both nationally and locally, in order to allow for future self-management.

The training processes that included awareness rising for different social actors—from judges and prosecutors and police officers to farmers and journalists—are building capacities in the institutions in which these actors are involved. In particular, the training of journalists is going to create an

impact on the quality of the information provided to the population. And this is a fundamental step to produce a change in the perceptions and behavior of the population regarding CL and its worst forms.

On the other hand, the professionals at IPEC have been concerned about creating national networks from the very beginning. Several of the inter-institutional collaboration efforts mentioned in the previous chapter evidence this intention. However, as a sustainability strategy, it was necessary to encourage the creation of social networks, both at the national and the local levels, which could last beyond the operation of the projects and the existence of IPEC's office. In this sense, some progress has been made.

At the national level, it was possible to verify the existence of several initiatives, among which the National Steering Committee may be considered a milestone that favors the coordination of several institutional and social actors for the eradication of CL in the DR. In addition, an Inter-institutional Commission against Abuse and Commercial Sexual Exploitation has been created with representatives of organizations and institutions working for the eradication of the WFCL. Nevertheless, these committees do not by themselves comprise a national network against CL. On the one hand, there are several important actors missing, such as the community, and academic sectors. On the other, they operate through an invitation from the respective governmental organization (SET or CONANI), so there is little space for spontaneous interaction between members. As mentioned before, many of the involved government actors do not achieve to realize specific actions against child labour, and much less there are own initiatives apart from participating in the Committees.

The AP has presented a chance to create local networks. The evaluators learned about the existence of a CLN in Constanza, and another that is beginning to operate in Sosúa based on the experience of the workshops developed for the formulation of the AP of MAIS. However, it was not possible to ascertain the roles of the participating organizations in these networks.

5.3.b. Institutionalization of child labour—The child-labour monitoring system

Institutionalization, that is, when the proposals of a project become part of the practices of the organizations involved, and when its costs are included in the budgets of the organizations, is a clear indicator of the sustainability of a social project.

In these projects, their institutional sustainability has a clear political connotation in terms of the degree of support and involvement of the governmental authorities in their activities, and their involvement with the issue. In this sense, it can be stated that clear progress has been made. The permanent and periodic operation of the NSC is an initial and important step, but the SET has also clearly assumed the corresponding role. It has involved in the issue of CL, as mentioned earlier, the Sub-Secretariat of Labor, and

within this office, the Labor Department and the Directorate of the Inspections System. As noted, it has also created a specific office related to this matter, the Child Labor Unit.

Another sign of institutional will toward this matter which has been included in the projects is the creation of a child labor monitoring system for the country. In this regard, the evidence is not so encouraging.

Although the creation of a CL monitoring system has been part of the actions of IPEC-DR since the beginning, very little progress has been made. In fact, only the sources that will provide the information for its operation have been identified. The reason for this delay is basically that it has been difficult to address this issue.

On the one hand, there was a first stage in which IPEC Geneva and IPEC San Jose exchanged information of the systems that were being implemented in other projects with similar purposes. In the Dominican Republic it was decided to implement a specific system since those analyzed were considered not appropriate for the country. Moreover, the office technicians have to invest a good amount of time and effort to have the corresponding actors differentiate between a monitoring system and a follow-up system for the AP. This confusion made it more difficult for the governmental actors to understand their duties as responsible parties for the systems' operation. Nevertheless, the stakeholders' workshop showed that most of the parties involved in the eradication of CL now already understand this distinction, and have started to be concerned about the second reason for the delay in developing the SINAMOTI. This is the question which organization will be in charge of generating the information and keeping it up to date.

The effort of IPEC's technicians focused on trying to implement the system on the basis of the existing information in several governmental agencies. The idea is that the creation of the system is in itself complex enough, and that it is necessary to avoid duplication of information from several sources.

Thus, the progress so far aims at identifying the four possible sources of information available at: 1. the Agriculture Secretariat (use of crop maps and area maps that would allow for identifying the peak labor season in each place. At that time, the labor inspectors would be sent to the potential CL foci). 2. the Education Secretariat (use of the school registration and attendance records and identifying the causes for school desertion among dropouts) 3. the Health Secretariat (identifying the children who have suffered accidents and their causes through the clinic records of UNAP) and 4. the Justice Dept. (reports of abuse). According to what the evaluators could understand, some progress has been made in Agriculture and the SET is willing to assume the search through the Directorate of Labor Inspections. In the SEE, it has been agreed that the information will be collected at the end of the 2004-2005 school year (July 2005). In SESPAS they were beginning to discuss the matter, while at the Justice Dept., almost no progress had been made to date.

Apart from the complexity of this system, whose creation will surely demand further efforts than those anticipated by the projects, it is still necessary to define the organization that will be responsible for its operation. At IPEC's office, they believe that CONANI, as the regulating body for the Dominican children, could be in charge. However, no progress has been made in this sense. On the other hand, during the stakeholders' workshop, some actors identified the SEE as the organization that should be in charge of the monitoring system.

5.3.c. Economic sustainability—Mobilization of resources

From an economic point of view, the sustainability is manifested in the allocation of specific funds and personnel to the projects' operation in the involved governmental agencies. So far, with the exception of the already mentioned efforts of SET and the Technical Research Unit for Child Trafficking of the Prosecutor's Office, no other advances have been reported.

Since the design stage, the APs have included certain strategies that can lead to potential institutional and social sustainability of the activities, but no provisions have been identified for maintaining the recurring expenses. An exception is the land plot that MAIS obtained through a private donation, in which the local government intervened, to build premises to perform its activities.

Regarding the diversification of financial resources and the development of capacities to mobilize resources, it was not possible to detect any progress. The concern for these issues was manifested in the stakeholders' workshop: several participants acknowledged the role of the resources obtained through IPEC to develop specific actions. But there is still a long way to go before ensuring national resources that would allow for sustaining and expanding the scope of ongoing actions.

Undoubtedly, the possibility of having financial resources for economic sustainability of dissemination activities at the national level, the generation of information, the monitoring system, and others will depend upon the formulation and implementation of a National Plan that is owned by the country, and upon its effective linkage with governmental policies.

6. CONCLUSIONS

6.1. ABOUT THE PROJECT DESIGN

The design was made in a context where there were favorable political and institutional conditions and experiences accumulated in the country, which created opportunities that were used to formulate the two projects. This was supplemented through IPEC using lessons learned from other national contexts, such as El Salvador, Nepal, and Tanzania. The formulation of the TBP Support Project within the framework of a Preparatory Activities Project is one of them.

The contributions from the baseline studies were significant to characterize the target population and to have a first diagnosis of its main needs.

In its different stages, the formulation procedures advanced regarding the involvement of actors and the creation of consensus as well as the specifications of the objectives to be reached; all of this created a comprehensive project in terms of strategies and objectives.

The utilization of the SPIF both for the design of the project to support the TBP and to formulate the child trafficking amendment contributed to creating political viability. It created a shared vision about the meaning of the TBP as a national policy approach and a joint commitment required for its effective implementation. There was also consensus about objectives and priority intervention sectors. The use of this tool for the design of some APs also had positive effects.

The product of these design efforts is consistent with the IPEC guidelines to promote the implementation of a national TBP. It is also relevant because of its adaptation to the specific needs of the Dominican context. Although still incipient, it achieved coherence with national policy strategies regarding childhood and adolescence. The procedures to determine the intervention areas and sectors as well as goals regarding the number of beneficiaries assured the technical viability of the proposed activities. From the design stage, the capacities of potential implementing agencies were identified and evaluated.

From the point of view of its internal coherence, some limitations are worth mentioning:

- The outcomes and diversity of activities to be carried out were somewhat ambitious with regards to the assigned time and human resources.
- There was insufficient consideration of the assumptions about the changes of government in the Dominican context. These changes had an impact to all political and technical levels of the government.
- The indicators and means of verification, although adequate to measure or assess the achievement of immediate objectives, do not allow evaluating the achievement of intermediate outcomes, and they do not constitute a management monitoring system.

6.2. ABOUT THE EFFICIENCY AND EFFECTIVENESS OF THE IMPLEMENTATION PROCESS

The **management structure** of the project has proven to be **effective**. It is composed of a team with excellent professional and human qualities. Since the beginning of the project in September 2001 with the Preparatory Activities project, in a relatively short time the team applied a dynamic pace to start interventions that contributed to strengthening and legitimizing its presence in diverse scenarios.

They complement each other and have created a solid team by identifying themselves with all issues the office is occupied with. This has created positive synergies and saved resources. However, the overload of work is evident and will surely become more serious from now on, given that all project components are in full operation.

In fact, although the division of tasks inside the office was done by specializations, its members had to assume technical assistance and follow-up activities for the APs, as well as coordinate sub-regional initiatives and cooperate with governmental and non-governmental actors receptive to being involved in the eradication of the WFCL.

These linkages have special relevance given the diversity of spaces that were strengthened and the synergies obtained in using the resources available:

- There was intense participation through a NSC that was aware of its responsibilities regarding policies, reaching consensus with different sectors, and intervention areas.
- It was possible to assure the full involvement of the SET at the level of internal policies, the current government and related technical levels.
- The project gained the support and collaboration, although with different degrees of commitment, of SEE, SESPAS, and Agriculture and other relevant organisms, such as CONANI.
- The collaboration with trade unions through CNUS was reflected in the creation of a trade union committee for the eradication of CL, and its active participation in awareness-raising actions about the problem in Unions and in the general public. Despite the fact of creating linkages with employers' organizations, basically through CONEP, they have not translated into specific actions.
- Cooperation liaisons have been created with international organisms. In particular, the alliance with UNICEF contributed to legitimizing IPEC's involvement in a non-traditional issue such as CSEC, and to making better use of available resources.
- Within the Action Programs, close relationships were established with several NGOs, which allowed creating a wide network of interlocutors with experience in different parts of the country.

- The relationship with DevTech, organization in charge of the EI, is more complex: different target populations in some intervention areas, different implementation periods for both initiatives, conceptual and methodological differences in the handling of the *salas de apoyo* or remedial classrooms. But they have tried to create the bases for an effective collaboration by taking advantage of existing capacities, such as Dev Tech's experience in education, which is a weak point at IPEC's team.

On the other hand, there was some degree of inefficiency in the use of the financial resources which translated into a low budgetary delivery and delays in starting the activities in both projects. The three factors discussed in point 4.2 explain this situation. It must be recognized that despite of slow procedures, there were capacity weaknesses regarding formulation and budget issues that further delayed administrative and approval processes.

It should be pointed out that the procedures have improved lately and are now more expedite with the progressive delegation of administrative decisions to the office in the DR. This has made it possible to be more efficient in the implementation of activities.

In summary, the procedures have improved and have become simpler. However, the accumulations of prior delays, plus the new activities within the child-trafficking amendment, have created a future scenario with a series of responsibilities and an overload of duties for the local team members. This poses the need to review the organization and the work strategies to assure the achievement of targets, and to request an extension of the implementation period for, at least, the support project for the TBP.

Finally, regarding the projects' monitoring procedures, the division of tasks includes responsibilities assigned to team members to follow-up the action programs and general activities of the projects. This is done efficiently. Nevertheless, this does not really conform a **management monitoring system** that would allow analyzing processes and outcomes and providing systematic, timely, and well grounded information to the management to make decisions. The SPIF has not been used again in the implementation stage as an assessment and reprogramming tool, nor is there evidence on future strategic planning exercises to follow up on results from previous workshops. This could have been done during the change of national authorities, as new opportunities and linkages may have been detected and adjustments might have been introduced to create an enabling environment.

6.3. ABOUT THE ACTIONS FOR GENERATING AN ENABLING ENVIRONMENT

The actions undertaken by the projects have been effective in terms of generating an enabling environment to eradicate the WFCL, and to collaborate in establishing the basis for the development of a national TBP. The results of the **awareness-raising** efforts undertaken by the projects

have been satisfactory and will surely continue being so in the time left. The conditions observed during the evaluation show that this is possible.

Substantial progress has been made in the generation of technically adequate **information** that made it possible to realize the magnitude, location, and characteristics of child labor (CL), especially its worst forms. In this sense it has been useful for the evaluated projects and the AP. Having valid information available has allowed identifying working children, categorize families and their living conditions, and locate and characterize the WFCL. This has been fundamental to adapt the interventions to the needs detected. But the information available has also been used as a tool to raise awareness among the relevant actors that should become involved in their country's programs.

The achievements regarding the commitment assumed by key actors for the treatment of CSEC have been significant; in particular the General Prosecutor's Office and the Tourist Police, and NGOs with experience in treating the WFCL. There is still need to work more intensely with the judges in order to assure the effective enforcement of the legislation.

Regarding **legislation**, it has been possible to adapt it to the ratified international conventions, Conventions 138 and 182. The academic debate to clarify the discrepancies between existing regulations (the Labor Code and the Child Protection Code, mainly) and the persisting gaps in the legislation seems like a good path to follow to give these issues a final push.

However, in order to **define national policies**, it is still necessary to have an operational definition and approval of the National Plan against the WFCL. In this sense, it is necessary for each governmental actor to translate the assumed commitments into actions and specific budget allocations.

6.4. ABOUT THE ACTION PROGRAMS

The three institutions contacted proved to have enough implementation capacity to go ahead with the actions proposed in the respective APs. During the visits and interviews, it was possible to determine that the technical teams are adequate, have a good professional level and a high degree of commitment with the tasks ahead of them.

Each organization has its strengths that should be taken into account when it is time to replicate the experiences. But they also have some weaknesses to which the projects' officials should pay attention.

Thus, the methodology and the process to identify, approach, and select the beneficiary children practiced by Don Bosco until they are formally part of the institution is seen as highly positive. The same is true for the work they do with families. The identification and approach process used by IDEFA is also interesting. What is most appealing is the institutional cooperation which allows this organization to adequately use the installed capacities at the local level. MAIS has developed an excellent method to provide political and social

sustainability to its AP using strategic planning tools from the design of the project's document. This has been useful to start the activities and to look for governmental and community support.

On the other hand, Don Bosco keeps boys' and girls' activities separated (in different centers), which is probably related to the religious order without organizing any common recreational activities. IDEFA, apart from the strength mentioned before regarding linkage to government institutions, has shown a weakness given the lack of community vision and the difficulty to include local actors in its strategy. The treatment of each child as a clinical case has made it difficult for them to reach the expected coverage goal. Its collaboration is done at an institutional level without reference to the community. MAIS has barely articulated the professional training component for adolescents, which is essential at the time of providing them with adequate alternatives that replace the former risk or exploitation situation of the children. However this might be due to the phase of implementation of this specific AP.

The operation of the **Task Rooms** is a core strategy of the action programs because they are a fundamental element to keep children in school and away from work, and because they contribute to level children and improves their learning to the grade they are enrolled in. It is evident that none of the organizations adequately understands what operating this type of classrooms means. On the other hand, each institution is developing its own version of the remedial classroom, which means a waste of resources that should be coordinated, especially if it is taken into account that the EI is developing materials and methodologies for these rooms. On the other hand, IPEC does not have a specialist in the field of education that could provide specific technical assistance on these aspects to implementing agencies.

During the fieldwork, it was possible to talk to the specialist hired to evaluate the task rooms that operate in other projects run by IPEC. The contents, the methodology used, and the instruments to which the evaluators had access show that the study may provide interesting elements to take into account to reengineer this important strategy.

The production alternatives planned for the families of the children benefited by the AP actions is one of the most complex issues and the one that shows the least progress. The unavailability of micro-loans, the scarce training of the potential beneficiaries, and also the insufficient degree of organization of the participating families go against the success of this type of initiatives. In principle, it seems more appropriate to use the resources for providing alternative professional training to youth withdrawn from work, and for training their families. In this regard, the experience and networks created by Don Bosco should be kept in mind as a model for other initiatives.

It is expected that the training adjustments for those responsible for the administration of the APs will help avoiding the delays so far in the presentation and approval of the financial quarterly reports.

The technicians who are responsible for monitoring the management and the provision of technical assistance to the NGOs realize field visits. These help to solve arising problems and observe the development of the activities. Although the evaluators could not assess the technical assistance provided, the local technical teams insistently mentioned the importance of these interventions.

6.5. ABOUT SUSTAINABILITY

Sustainability is a multidimensional concept with a social and community meaning, an institutional and political meaning, and an economic meaning. It is the result to be achieved as a product of the effectiveness of the actions deployed by the projects.

To guarantee **social sustainability**, there should be more than awareness and training to try to achieve changes of behavior, beliefs, conceptions, and practices of key actors and the population as a whole. This is how some progress has been made in this important point. Today there is consensus regarding acknowledging CL as a national problem. This has encouraged joint efforts by creating inter-institutional and consultation mechanisms to create synergies between governmental agencies and other entities. However, there are sectors that require more training, especially about effective regulations and implications of the WFCL. Particularly, judges and the business sector need this training. In this regard, there is also a need to further raise awareness about the role that each actor should play in the eradication of the WFCL and for the law to be enforced.

Institutional sustainability consists of transferring the actions, changes and innovations carried out by the projects today to the organizations involved, so that they become daily practices.

In this sense, the actions aiming at consolidating the inter-institutional coordination role of the NSC and the leadership role of the State Labor Secretariat are important achievements, as well as the creation of specific commissions.

As outlined in 5.1.c., apart from the already mentioned, several governmental members of the NSC have not yet formally complemented their participation, leaving the greatest workload to SET. Nevertheless, when thinking about sustainability, it will be necessary that these actors become more active. The formulation of the National Plan can be an opportunity to obtain more precise commitments. On the other hand, the high number of commissions created in the country indicates a high level of fragmentation of policies. This surely translates into some degree of inefficiency.

This scheme is replicated locally with the compromises assumed by municipal authorities and the officials of SET, SEE, other Government organizations and the partner NGOs. In addition, it is essential to promote and strengthen

networks that can ensure the continuity of the programs at the local level, once IPEC leaves, as done in Constanza.

Another aspect that contributes to the institutionalization is the creation of a **CL monitoring system**. This is still pending and will require future attention. Although it has been possible to identify the information to be included in the system and some steps have been taken to approach the organisms that should provide this information, no progress has been made regarding the scope that the system would have in the country. Nor has consensus been reached regarding the governmental organizations that should assume this responsibility.

Taking into consideration the resources to carry out the actions, that are today run by the project, means keeping in mind the **economic** dimension of the sustainability. This aspect not only refers to financial resources, but also includes human resources, infrastructure, and equipment. The institutional involvement could guarantee many of these aspects. However, the lack of resources of SET make it necessary to start thinking about alternative strategies, since it is not likely that in the medium term specific funds will be allocated in the national budget to attend issues that today are financed by the projects' funds.

6.6. LESSONS LEARNED AND GOOD PRACTICES

It was possible to identify some **lessons learned** that have been used to solve administrative problems and to improve the technical management of the projects and AP. They have been incorporated in the formulation of new APs and / or in the training of the RRHH. They are listed below:

- Look for NGOs with roots in the area in which the projects will be carried out, that know about the AP issue. A good knowledge of the site by the implementing agency guarantees a better level of compliance with the proposed objectives.
- The utilization of the SPIF to support the design of some APs has contributed to a better start of their activities, especially regarding the political viability and the creation of local networks against CL.
- Provide training to those who are responsible for administration in the NGOs. Using specific materials has been much more effective than having workshops where the financial and administrative tools are transferred.
- The contribution of the national counterpart should not be included as a transfer of funds to the projects. In some countries this creates legal problems through transferring funds from the National Treasury to projects financed by International Organisations. The experience has also shown that poor countries have difficulties to realize these commitments.

Some **good practices** have also been recognized, namely:

- The practice used by Don Bosco to search for and incorporate beneficiaries
- The use of the SPIF as a tool to facilitate the local formulation processes, as in the case of MAIS.
- The use of institutional linkages and articulation with state institutions to tackle CSEC, as in the case of IDEFA.

These good practices have not yet been replicated. As outlined in the recommendations, the considerations in relation to systematizing the experiences would be a departure point. This could be disseminated in other contexts both in the DR as in other countries that are working in the eradication of the WFCL, including the "how to" and the lessons that have been obtained. It would also be interesting to promote exchanges between the IPEC experts working in the countries of the area. Therefore, not only best practices but different ways of doing and problem solving would be learnt "in situ"

7. RECOMMENDATIONS

An evaluation has multiple applications and may pursue different purposes, but basically it deals with thinking about what to do to identify errors and problems that hinder the actions, improve management, learn from what has been done (both achievements and failures), and introduce necessary corrections. The recommendations below are geared toward achieving these purposes.

7.1. ABOUT THE PROJECTS' IMPLEMENTATION TERMS

A first issue to keep in mind is the time scheduled for the implementation of the projects. The three projects in progress have a different ending date which, according to the beginning dates of each of them, go from July 2005 (Preparatory Activities), December 2005 (Support to the TBP), and July 2006 (Child trafficking amendment).

As detailed earlier, since the beginning of the Project of Preparatory Activities the delays in the implementation have been accumulating for diverse reasons, especially administrative problems. This has not only caused general delay of all scheduled actions. In addition, most of the APs initially programmed for 24 months will in fact be financed for less time, if the dates were to be respected. It should be remembered that even a project financed by the Preparatory Activities (UNIBE) has just started.

This issue is particularly relevant since it is indispensable to have at least the originally planned time to realize the foreseen changes. This refers to changing the population's attitudes, the behavior of governmental and non-governmental actors and to the effective withdrawal and prevention of the expected number of children. Less time will surely mean less or no impact.

Keeping in mind the magnitude of the task undertaken by the two projects (and adding the activities of the recently approved addenda) it is recommended to request an extension of the original timeframe to at least the necessary time needed to complete the Child Trafficking Amendment.

7.2. ABOUT IPEC'S OFFICE AND THE PROJECTS' MANAGEMENT

The evaluation has already mentioned the existence of an excellent technical and administrative team at IPEC's office in the Dominican Republic. A reflection about the number of responsibilities that have been accumulating with the incorporation of new projects and APs was also included. Anyhow a few additional considerations need to be stated.

Now that the accounting and administrative problems have been resolved the projects are fully operational. In addition and outside the scope of the TBP, there is the sub-regional project on commercial agriculture and the project on child domestic labor. On the other hand, the follow-up of Action Programs will require much more time. The experience in following up previous

programs will not be completely useful since they have been developed in agriculture, where there is less diversity of issues or the number of projects being implemented simultaneously is smaller.

Therefore, it is suggested to reorganize the office with a new distribution of responsibilities and duties among the team members. In addition to the reorganization according to field of expertise, it is necessary that only some members be devoted to following up on the projects, and that others devote themselves to inter-institutional relations and general policies. Working on many issues, as it is done today, is going to make it impossible to work in depth on one issue and have an impact. At this time of implementation, all aspects and areas should be studied in depth to strengthen them. Very probably, the result of this exercise will bring as a consequence the need to include an assistant technician to support different tasks. In this sense it is proposed to establish agreements with SET to hire more personnel paid by that Secretariat, who would be trained in the specificities of CL. This would be useful in two ways. On the one hand it would help to better distribute the tasks of the project officials and on the other; it would support the transfer of know-how to professionals of SET. Thus, it would contribute to an important aspect of institutional sustainability and to assuming responsibilities for the effective implementation of the national TBP.

Moreover, an operational plan of actions should be prepared for those activities to be carried out as of January 2005³⁴, this being done by setting priorities and delimiting individual responsibilities, to have a clear vision of the tasks to be done. Finally, it is suggested to establish routine procedures for the activities in which the project officials are now involved (for instance, those dealing with the projects' follow-up), by giving them more time to take care of administrative aspects that cannot be delegated.

Finally, it is suggested to promote the exchange of experiences between professionals hired by IPEC in the different countries of the area that are implementing TBPs. This could be done through seminars, meetings or joint workshops to discuss the different forms in which a problem might be confronted in similar environments and to share operational strategies that, in certain way, all projects will have to deal with at some point.

7.3. ABOUT THE PROJECTS' MONITORING SYSTEM

The monitoring or evaluation done during the implementation of the programs or projects should focus on the processes, that is, the way in which the scheduled activities are carried out. This includes knowing if the structures, teams, and inputs are the ones required and if they are enough. It also means if the working methodology and the activities proposed are

³⁴ During the field work the evaluation team did not access the Operational Plan for 2005.

adequate and are functioning as expected. It also means identifying obstacles and difficulties that are arising and that would require modifications along the way.

Its basic objective is to evaluate to what extent the project is performing according to the initial proposal that means if it is oriented towards the foreseen direction. This is done periodically to generate systematic information on the processes, the activities and the outcomes, and it compares them with the formulated targets, to identify the causes of the problems that are arising and to review the implementation of the project. In general, this type of evaluation is internal and combines self-evaluation with an external perspective, but always within the organization.

From this perspective, neither the set of indicators used in the "Project Monitoring Plan" nor the monitoring action and technical support through visits to the APs form by themselves a monitoring system, although they can contribute or be part of it. It is not only about systematizing the processes used by the APs, or to evaluate the approval and implementation process. It is necessary to assess the performance of the different projects components as a whole, in which the performance corresponding to the APs is included. And this requires a monitoring system of processes that takes into account:

- The way in which interventions are being developed both at local level as well as national level
- How to overcome the difficulties encountered and how to identify the changed that have been incorporated
- The management style: cooperation among the different activities, technical teams' performance, team's integration, multidisciplinary work, decision-making styles, and leadership styles, etc.
- The degree and kind of participation of the target population and other social actors in the management
- The coherence and coordination among the different organizations working on the same problem and in the creation of networks.
- The strategies for the future sustainability and progress in this sense
- The advances in the systematization of the experiences
- The changes in actions regarding the situations, conceptions, and behaviors of the target population; and in the structures and performance of the organizations involved in the management.

Taking this into consideration and aiming at the construction of a more integrated system, it is recommended to design a monitoring plan according to the following:

- Define the main dimensions to evaluate based on the original project formulation, and specify them through variables of less complexity. The dimensions that conform this midterm evaluation can serve as orientation for the classification.

- Select the indicators based on making the variables operational that allow deriving conclusions about them
- Determine the techniques and instruments for information collection. The indicators will allow to define the appropriate techniques and to organize the data collection through preparing instruments or protocols. These instruments facilitate the necessary standardization to carry out field visits and to systematize the progress reports of NGO's.
- Determine the periods, sequence and timetable for implementation

Carried out this way, the monitoring, demands a technician who is fully devoted to this matter. It will also be necessary to schedule evaluation periods, develop instruments to collect the information and then analyze the information in order to review the strategies and implementation of each component, as well as of the projects as a whole.

The TOR of the midterm evaluation considers this aspect to be essential. Therefore, it is recommended to hire a specialist for a specific period of time (3 months maximum) to design the plan, develop the tools and facilitate or carry out the evaluation process. The complexity of the projects and of the issues covered by the APs and the amount of money assigned deserve considering this important investment.

7.4. ABOUT THE ACTION PROGRAMS

The AP are deploying a series of experiences that would allow identifying good practices and developing intervention models that may later be replicated to intervene at a larger scale in the eradication of the WFCL.

A first necessary step is the reinterpretation of the experience by the actors themselves so they may be appropriated by others in other contexts and with different issues. Moreover, disseminating the "hows" or modes of intervention of the experience of the NGOs may be invaluable input for those just initiating projects. This would contribute to the identification of useful strategies to arrive at the expected results. To do so, it is important to systematize the actions.³⁵

The purpose of the systematization is to produce knowledge that goes beyond the action framework and understands and recovers the learning that always exists in accumulated experiences. It promotes a reflection process from the perspective of the protagonists, in this case the team of technicians and the target population. This reflection should emphasize how the activities have been carried out, how the processes that produced certain results were

³⁵ It is important to mention that systematizing experiences does not constitute an evaluation, even it can be a valuable input for that purpose. Because of this, it should be part of a monitoring plan to which reference has been made in the previous point.

developed, how the obstacles and difficulties were overcome, what strategies were implemented. In this sense, it is not only important to systematize successful experiences. Understanding the reasons for the failures and the stumbles also contributes to deciding what strategies to develop in a new project. Finally, it should be kept in mind not to systematize everything. Part of the systematization work consists of identifying those practices that are worth to be understood and transferred, and that can be found in each AP. Some were mentioned as examples in the concluding section.

The evaluation recommends to carry out systematization exercises, beginning with the APs that are more advanced, since it is impossible to systematize what has not yet been done. It is also suggested to consider somebody external to systematize the APs and to handle the systematization tools, and to help, through an outsiders' perspective, to put into perspective all practices that are selected.

Related to collecting the experiences, it is also proposed that exchanges be held among the implementing agencies. This should be done through holding periodic meetings for the technical teams of the AP and IPEC staff members at the sites where the actions are being carried out. That means, the idea is for all the APs to visit one AP, that will be the host at that time, and share with the others something about the work being done which has been previously identified as significant (it may be a good practice or a lesson learned). This should be the focus of the meetings and there would be an exchange about the way in which each of them is operating. It is recommended to carry out this type of meetings especially because it was noticed that there is a tendency to work with certain intervention strategies, beginning from scratch and without taking into account the accumulated experience of others. This was especially clear regarding the task rooms. Below are some considerations in this regard.

A last point to consider relates to the production alternatives and the professional training. Since there is no possibility of getting micro-credits through existing resources, the difficulties to face sustainable economic alternatives for the families are hard to overcome in the remaining time of project implementation. Thus, it is recommended to use the resources of this component for the professional training of youth and, whenever possible, their parents, and/or siblings. On the other hand it would be useful to provide incentives for the implementing agencies of the APs to link up with institutions that could provide micro-credit to beneficiary families.

7.5. ABOUT THE TASK ROOMS AND COOPERATION WITH THE EI

The task rooms are supplementary educational activities for schools whose main function is to support them by reinforcing the regular class activities. Beneficiary children who attend formal school then come to these task rooms. The task rooms have the additional function of keeping children away from work as long as possible.

As already mentioned, the executing agencies contacted have very little expertise in educational matters and, therefore, the learning systems seem to be of low quality, with weak thematic contents in comparison to the difficulties detected among the children. The operation of the task rooms is one of the fundamental strategies to achieve the effective withdrawal of children from dangerous jobs. Thus, it is indispensable to standardize their contents and methodologies, in addition to the particularities of the teaching-learning cycles. Although the results of other project evaluations can be useful for this purpose, it is impossible to ignore that the EI is being implemented simultaneously throughout the country.

The operation of *Espacios para Crecer* is the core strategy of the EI, both because these spaces contribute to keeping children in school and away from work (something that the EI should not forget), and because of the usefulness of instructional methodologies and materials that should be prepared. Yet, the tools designed for this purpose are not known, because they have not been presented and distributed to other actors, including IPEC.³⁶ It is known that prestigious experts in education have been hired for that purpose. Therefore the evaluation considers it indispensable to add to the TBP the methodologies developed by DevTech, after having analyzed them by IPEC.

There might be some difficulties to coordinate the programs and activities of two initiatives such as the TBP and the EI, without mentioning problems of institutional linkages that bring about generating joint operation agreements with completely different institutional mindsets. Nevertheless, it is necessary to take advantage of the input that the EI is generating in the Dominican Republic.

Keeping in mind that in some places joint operation agreements have been achieved, the evaluators recommend strengthening the relationship with Dev-Tech Systems to be able to take advantage of the capacities being developed in the educational field to coordinate actions in the task rooms, or use their input to improve the quality of the offered services.

7.6. ABOUT MAINSTREAMING CL FOR SUSTAINABILITY PURPOSES

The ultimate goal of the evaluated projects is to contribute to creating the basis for the development of a TBP in the country. This is why at this point in the projects' implementation it is fundamental to create working strategies for the national authorities and other relevant actors to turn their commitments into concrete policies and actions.

³⁶ During the fieldwork, the evaluators were informed by DevTech about the progress of these documents and instruments. However it was not possible to access them.

In the Dominican Republic, sustainability means focusing the efforts on strengthening governmental institutional capacities that would allow continuing the projects' actions. Although the problem of CL has been positioned as such, there is a tendency to fragment policies in the country. This is evident in the number of committees operating and that are related to the issues of children. Although they have specific aims, their actions and resources overlap (for instance, several of the interviewees complained about the number of meetings they should attend as they were involved in several of these committees). Some of the operating committees in relation to CL include the NSC, the Inter-Institutional Committee against the Abuse and Commercial Exploitation of Children, and the Technical Research Unit for Child Trafficking and CSEC³⁷. Although each of them has specific functions, it is necessary to coordinate their actions to improve the use of the resources they have available. In this sense, it is important to think about the National Action Plan against the WFCL and coordinate it with other plans, especially the Plan to Fight Poverty and the Plan pro Childhood.

It is recommended also to continue and deepen the training at the intermediate levels of the SET, in particular the officials of the UTI and the Sub-secretariat, who are new in the field. A similar strategy should be used with the judges who are fundamental at the time of enforcing the existing legislation.

As already mentioned, it is necessary to raise the awareness of other relevant key actors that are yet not very present, such as employer' associations and business people in general. To raise the awareness of this sector, it is recommended to think about an incentive system that "helps" them to pay attention to the problem and collaborate actively in the eradication of the WFCL. For instance, they may be given tax exemptions or reductions if they comply with certain requirements. Also codes of conduct about CL may be created that allow them to differentiate themselves from their competitors by stating on their products—after verifying their compliance with these codes of conduct through inspections—that they do not employ children and that they are committed to the eradication of the WFCL. Regarding CSEC, the strategy deployed in the tourist area of Punta Cana dealing with the commitment of the hotel sector, needs to be replicated in other areas, in particular Sosúa and Boca Chica to empower the actions being carried out by the AP there.

On the other hand, it is fundamental to involve the municipalities that have been absent; only those where AP have been carried out (Constanza, Sosúa, among other) have been involved. In this sense, it is recommended to implement specific strategies to inform and invite them to participate using the municipal policy coordination entities. The evaluators learned about the

³⁷ This entity is not a committee but a specialized Department of the General Prosecutor of the Republic to persecute crimes related to CSEC. However it is indispensable mentioning it when thinking about necessary action to achieve sustainability.

existence of a Dominican League of Municipalities that, even if little operative, could serve as a platform to start disseminating the actions being carried out throughout the country. To plan strategies and generate commitments for the purpose of developing the national TBP, it is not enough working with municipalities where APs are being implemented. Instead, it is necessary to increase awareness in as many local areas as possible.

A specific aspect of the institutional capacities to be transferred refers to the mobilization and management of diverse financial resources. IPEC has an accumulated know how in the matter of mobilizing resources, that should be transferred to governmental levels and NGOs with which they are working. Thus, it is recommended to develop a specific line of action to look for economic help. The actions may include tracking and permanent updating of a list of national and international organizations that provide resources to support initiatives targeted toward children and adolescents in general and child labour in particular. In addition, this should include the organization and development of activities that allow mobilizing resources, such as donations from companies and organizations.

Although the governmental institutions should create the child labor monitoring system, this will require an additional investment from IPEC and the projects. The effort made by the National Coordinator to detect and analyze the potential sources of information requires additional help now. Above all, it is necessary to identify a government agency that will be responsible for operating and actualizing the system. If this matter really has the relevance that the TOR of the evaluation and the consultation with the involved parties indicate, it is suggested to hire a specialist in information systems that may coordinate the data from different sources that will conform it, and upon consulting with all participating entities design an adequate system. This is a topic that requires a specialist and full-time dedication if it is expected that this monitoring system will be operating by the time the projects end. Finally, after having designed the system, it would be useful to involve this specialist in the first data collection and the adjustment that surely will be necessary based on the first experience.

Locally, the creation or consolidation of the child-labor networks is without any doubt the issue on which further effort and resources should be invested. The coordinated operation of social actors at this level is fundamental to guarantee the continuity of the actions and policies related to the WFCL. The network operation is a strategy to coordinate and exchange ideas among organizations, programs, projects, and people that decide to join efforts, experiences, and know how to achieve common purposes. The networks have the purpose of improving the use of the resources and of making organizations more democratic. Thus, they are very important for the social sustainability of the projects. This is why it is recommended to encourage the various organizations to define roles and responsibilities and some organization and management style that allow transforming them in the ideal instrument to monitor the policies, progress, and difficulties that may arise.

Finally, taking all these actions and in particular those related to institutional and economic sustainability implies thinking about the exit strategies of the projects and of IPEC's assistance. Ideally, if the achievements so far are consolidated and if planned actions are coordinated and promoted, undoubtedly this office and the Dominican Republic will be facing new challenges and will be thinking about new strategies in the upcoming years.

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ANNEXES (IN SPANISH)

ANNEX I: EVALUATION DESIGN

I. Características del abordaje evaluativo

Como **evaluación de medio término** el abordaje evaluativo debe proveer información confiable acerca de la evolución de los proyectos y valorar en qué medida se están alcanzando los objetivos buscados para orientar la reprogramación, así como contribuir a su fortalecimiento a través de los hallazgos evaluativos y las recomendaciones.

La propuesta de Evaluación de Medio Término diseñada consiste en el relevamiento y análisis de información referida a la ejecución de las actividades, la utilización de los recursos disponibles, los procesos desencadenados a partir del diseño y la implementación de los proyectos, así como de los resultados obtenidos en relación a lo planificado, pensando en que una buena parte de los datos relevados en esta instancia serán insumos para una posible evaluación final de los mismos.

La intención es contar con una herramienta útil que permita incorporar al proceso evaluativo a todos los actores relevantes, incluidos los niños, niñas, adolescentes beneficiarios de las acciones de los proyectos y sus familias. De esta forma se podrá dar cuenta del grado de cumplimiento de lo programado y se verán facilitadas las actividades tendientes a efectuar las rectificaciones y adecuaciones que, a partir de la identificación de los logros y de las dificultades detectadas, se evalúen como necesarias.

Esta mirada sobre el estado de avance en el diseño e implementación de los proyectos en cuestión, requiere tanto de la información que se haya relevado hasta el momento y que permita analizar el progreso de acuerdo a lo planificado y a los cronogramas previamente establecidos, como de otra información que será relevada especialmente con motivo de la evaluación.

El abordaje que se propone es cuantitativo. Si bien se utilizarán básicamente métodos cualitativos, se tratará de analizar datos cuantitativos disponibles en la oficina de IPEC en República Dominicana y los que hayan producido las agencias implementadoras. La aplicación de este tipo de abordaje permitirá dar cuenta, tanto de los procesos desencadenados por la ejecución de los proyectos, como de los resultados que se produjeron hasta el momento.

Se triangulará³⁸ la información procurando dar mayor confiabilidad a los datos obtenidos y mayor entendimiento de los fenómenos bajo estudio. Para

³⁸ La metáfora de la triangulación deriva del uso - con fines militares o de navegación- de múltiples puntos de referencia para identificar con mayor precisión la posición de un objeto alejado. En las ciencias sociales se intenta algo similar: mejorar la exactitud o precisión de los juicios y aumentar la confiabilidad de los

ello, se utilizarán diferentes técnicas y fuentes para evaluar los mismos fenómenos o aspectos de la realidad estudiada. También, dado que el equipo evaluador estará conformado por tres profesionales, se cruzarán los puntos de vista y apreciaciones de cada uno tratando de "objetivar" las conclusiones y recomendaciones finales.

El modelo procurará ser útil tanto a la gerencia de los proyectos y a los técnicos involucrados en las acciones como a los actores relevantes involucrados en las políticas de erradicación del trabajo infantil en el país. Se parte del entendimiento de que el énfasis estará puesto en la posibilidad de aprendizaje de los actores y de reprogramación de las actividades en función de los hallazgos.

II: Objetivos de la evaluación

Acorde con los términos de referencia planteados, los **propósitos** de la evaluación son:

1. Rendir cuentas a las principales partes interesadas, incluyendo agencias del gobierno e interlocutores sociales en la República Dominicana y el donante;
2. Aprender de la experiencia para analizar cómo estos proyectos se adecuan a las condiciones existentes en el país y, si es necesario, para recomendar su rediseño.
3. Analizar el posicionamiento de las intervenciones de IPEC en el marco de otras iniciativas ejecutadas por diferentes organizaciones en apoyo al PDD, especialmente la Iniciativa Educativa financiada también por USDOL.

De acuerdo a la misma fuente los objetivos específicos son:

- Revisar la ejecución de los proyectos IPEC hasta la fecha, considerando los cambios necesarios en la estrategia de acuerdo con la experiencia acumulada
- Examinar las actividades propuestas actualmente para analizar su contribución potencial a la estrategia global
- Revisar las estructuras institucionales creadas y la capacidad de ejecución del equipo del proyecto
- Evaluar los vínculos existentes y potenciales entre el IPEC y otras agencias que apoyan el PDD, proponiendo estrategias de cooperación
- Revisar el nivel y la naturaleza de la contribución de los proyectos de apoyo al PDD a la creación de un entorno favorable o propicio para la eliminación de las PFTI en el país
- Proponer ajustes a la estrategia de los proyectos IPEC cuando sea necesario.

III. Diseño del modelo evaluativo

resultados, a través de la recolección de datos sobre el mismo fenómeno, desde diferentes perspectivas o técnicas.

El modelo evaluativo debe contener entonces aquellos ejes o dimensiones considerados los más relevantes para el objeto de evaluación.

Las **dimensiones** propuestas por la evaluación están de acuerdo con las previstas en los TOR. De todas formas se consensuarán conceptual y operacionalmente con el equipo técnico de IPEC al presentar el plan de trabajo e inmediatamente antes de comenzar la recolección de información primaria; ello brindará mayor viabilidad al posterior trabajo de campo, dado que si los que en cierta medida serán "objeto de evaluación" participaron del diseño del modelo, se mostrarán luego más proclives a brindar información fidedigna.

A su vez, cada una de las dimensiones se debe categorizar en sus respectivas **variables** "explicativas". La determinación de las variables que cada dimensión incluye responderá a criterios de estructuras y procesos requeridos para arribar a **resultados** esperados, es decir aquellos factores de los que depende el logro de los propósitos planteados en la línea de acción que refleja la respectiva dimensión.

Cada variable se explicitará en **indicadores** (variables de menor nivel de abstracción, medibles o apreciables), que resulten adecuados y accesibles.

Las variables y los indicadores se reflejarán en **preguntas evaluativas** que orientarán la tarea de los evaluadores tanto en la etapa de recolección de información como en la posterior redacción de los informes, puesto que las respuestas a las preguntas evaluativas constituirán el meollo del proceso evaluativo

Los elementos o pasos mencionados están lejos de constituir un proceso lineal, sino que en la realidad existen retroalimentaciones, donde la formulación de preguntas evaluativas permite inferir variables e indicadores relevantes y viceversa.

IV. Aspectos metodológicos

Por último, el modelo propuesto incluye además las técnicas y fuentes donde se obtendrá la información necesaria para poder responder a las preguntas evaluativas.

Las **técnicas** que se prevén son:

Análisis de documentación existente Implica la recopilación, sistematización y análisis de documentos relevantes. Este análisis se realiza fundamentalmente durante el desk review, pero también durante el trabajo de campo propiamente tal. Incluye la lectura de los documentos de proyecto, los programas de acción, evaluaciones previas, presupuestos, informes de avance, documentos de organismos vinculados a la ejecución de los proyectos, etc.

Análisis estadístico de registros existentes: implica la utilización de las herramientas de la estadística (cálculos de frecuencias, medidas de tendencia central y dispersión, etc.), sobre los registros existentes, tales como cantidad de beneficiarios cubiertos por los programas de acción y otros registros

previstos en el plan de seguimiento y monitoreo. También la información de las líneas de base, etc.

Observación en terreno: Consiste en la observación directa de aspectos que permitan acceder al conocimiento de comportamientos, ejecución de obras, existencia y adecuación de equipamiento adquirido, de procedimientos institucionales e interacciones de distintos actores. Se usarán guías orientadoras que permitan sistematizar en forma detallada y descriptiva lo observado y se utilizará para describir actividades y lugares donde se llevan adelante las acciones del proyecto.

Entrevistas: Una entrevista es una conversación de carácter profesional orientada a obtener información sobre un tema predeterminado. Se utilizarán entrevistas *semiestructuradas* en las que el entrevistador sigue una guía de temas pero puede ampliar tanto las preguntas como los temas en la forma que crea conveniente, para obtener la información que necesita. Se realizarán entrevistas individuales a **informantes clave y entrevistas grupales**.

- Entrevista a informante clave: Se entiende por informante clave a aquel que "puede hablar por" o que "representa la voz de" un conjunto de personas. En este caso se utilizará para decisores del nivel político técnico, responsables de área, expertos en la temática de trabajo infantil, entre otros. La entrevista a estos individuos se utilizará cuando la información necesaria requiere la opinión de pocas personas que pueden brindarla y además las mismas tienen ciertas particularidades que no hacen recomendable o lógico incluirlos en talleres o entrevistas grupales con otros actores. Para asegurar los aspectos relativos a confiabilidad y comparabilidad, se utilizarán guías para su realización que den cierta estructuración a las entrevistas.
- Entrevista grupal: A los efectos evaluativos, esta técnica se utiliza para obtener información a partir de los puntos de vista de diferentes actores en una misma entrevista. Los convocados, en este caso, técnicos de los proyectos y programas de acción, volcarán sus opiniones y expresarán sus juicios sobre temas propuestos y orientados por un entrevistador que moderará la discusión. Sin ser un taller, tanto por el número de personas como por la dinámica, permite profundizar temas específicos en forma rápida.

Talleres: Un taller es un espacio físico y simbólico para la interacción de actores similares o diferentes que a través de reflexión y debate, facilitado por técnicas de dinámica grupal, arriban a un producto común donde se pueden marcar diferencias o consensos. Se distingue de otras modalidades, como las reuniones grupales o el seminario, porque mezcla aspectos educativos y de interacción social con la obtención de un producto concreto que puede ser aplicado inmediatamente en la práctica cotidiana de trabajo. Es una herramienta básica de la planificación y evaluación participativa. Con esta técnica se gana mucho en profundización y comprensión de algunos conceptos o cuestiones que se estén evaluando. Se utilizarán una modalidad muy innovativa y muy útil en una evaluación como la planteada:

Taller con Aplicación de Cuestionario: es una modalidad muy útil por la posibilidad de sistematización y devolución inmediata así como método de evaluación rápida. Consiste en la realización de una reunión, en la cual en primer término se aplica un cuestionario, preferentemente con preguntas cerradas, a un conjunto de personas seleccionadas de acuerdo a criterios prefijados. Hay una coordinación que actuará como guía, dando las consignas para responder correctamente, explicitando objetivos y significados de las preguntas y aclarando las dudas que puedan surgir. Una vez completado el cuestionario por todo el grupo, se procesan las respuestas a algunas preguntas seleccionadas según su relevancia y que sinteticen los temas abordados. La coordinación presenta luego los principales resultados al grupo, que se constituye a partir de ese momento en taller propiamente dicho, para discutir estos resultados y profundizar el análisis.

Esta técnica será utilizada en la primera parte del Taller de partes interesadas ya que permite recoger información adicional, una devolución inmediata de algunos resultados importantes y una interpretación de sus significados, lo que posibilita la inmediata reflexión grupal y aporta mayor riqueza al análisis de los evaluadores.

En cuanto a las **fuentes de información**, se han mencionado por una parte las posibles fuentes de información secundaria (documental y cuantitativa) a ser relevadas y analizadas en función de las dimensiones y variables del modelo. Para la obtención de información primaria, deberá recurrirse a informantes-clave y actores representativos del proyecto, en particular:

- Personal de la oficina de IPEC en República Dominicana
- Conducción de los programas de acción en ejecución
- Equipos técnicos de los programas a nivel local
- Otros Recursos humanos involucrados en la ejecución de las acciones de los proyectos y los programas de acción.
- Referentes significativos que puedan dar cuenta de las acciones de los programas y proyectos (Se incluye aquí Ministros, Directores de instituciones y programas asociados a las acciones previstas)
- Personal técnico de la Unidad de Trabajo Infantil del SET
- Representantes de Organizaciones de la Sociedad Civil (OSC) involucrados en las acciones desplegadas o referentes válidos de las mismas.
- Líderes comunitarios
- Beneficiarios de las acciones (niños, padres, maestros, etc.)

En cada caso deberán seleccionarse y determinarse su inclusión sea en actividades de taller, en entrevistas semi-estructuradas o simplemente como informantes.

El **plan de trabajo** preliminar elaborado considera necesario que la aplicación del modelo evaluativo incorpore, mediante dinámicas grupales, diversas instancias de participación de actores involucrados en la misma en diferentes momentos del proceso evaluativo: desde la determinación de las dimensiones y la elaboración de las precisiones conceptuales, la programación de las actividades, la elaboración de categorías o criterios para la valoración de las diferentes variables y dimensiones, las escalas construidas a tal efecto hasta la discusión y acuerdos sobre el informe final.

Ello contribuirá a perfeccionar y homogeneizar la metodología propuesta así como a enriquecer los resultados y la formulación de recomendaciones para la acción.

Los pasos considerados son:

- Recopilación de la información secundaria: (documental) que se realizará simultáneamente a la confección de los instrumentos (pedido de documentación en formato electrónico) y durante la primer etapa del trabajo de campo.
- Prueba de los instrumentos: Se realizará durante el relevamiento. Los instrumentos serán ajustados por aproximaciones sucesivas, considerando que cada intervención permite abrir nuevos interrogantes que serán incorporados sucesivamente al diseño original dando mayor riqueza a los hallazgos.
- Trabajo de campo propiamente dicho: Consiste en la aplicación de las técnicas de recolección de información primaria a través de los instrumentos diseñados.
- Reunión de partes interesadas: Con el fin de consensuar las "impresiones" recogidas durante el trabajo de campo e incorporar nuevos puntos de vista para el análisis final.
- Procesamiento y análisis de resultados: Toda la información recopilada se procesará y analizará tratando de dar cuenta de todos los aspectos que la evaluación se plantea.
- Redacción de informe preliminar
- Incorporación de observaciones
- Redacción de informe definitivo

V. División de las tareas al interior del equipo evaluador

El equipo de evaluación está compuesto por 3 especialistas. El trabajo se ha dividido siguiendo los lineamientos básicos de los términos de referencia de cada uno. De esta manera las responsabilidades han sido divididas de acuerdo al siguiente detalle.

El consultor nacional, Lic. Roberto González tendrá como principal responsabilidad la asistencia sobre el terreno en cada una de las zonas geográficas donde se están implementando los Programas de Acción. Para ello colaborará en la revisión y adaptación a las condiciones y contextos de las herramientas de recolección de información elaboradas previamente por la coordinación de la evaluación, participará de todo el período de trabajo de campo y sintetizará la información recogida a través de las distintas técnicas implementadas. Colaborará en la redacción del informe preliminar.

La consultora internacional, Lic. Sandy Wilcox intervendrá en todos los pasos del trabajo de campo, incluyendo las entrevistas y visitas que se realizarán y colaborará en la redacción del informe final incluyendo las conclusiones y recomendaciones evaluativas.

La consultora internacional, Lic. Violeta Ruiz, organizará las actividades de los consultores y de la evaluación de medio término. Diseñará los instrumentos de recolección de información de ambos proyectos, coordinará

los talleres y reuniones grupales durante el trabajo de campo y será la responsable última del informe final evaluativo.

Todos los consultores participarán de las visitas a terreno.

Además, se subcontrató a la Lic. Josette Brawerman, especialista en evaluación de programas y proyectos sociales, para colaborar en el procesamiento y análisis de la información relevada.

ANNEX 2: INSTRUMENTS FOR DATA COLLECTION

Entrevista a Ministros y ex Ministros o funcionarios de alto rango

¿De qué forma se está insertando la problemática del trabajo infantil en las acciones del Ministerio? ¿Qué áreas se están involucrando?

¿Cuáles cree que son las áreas gubernamentales más pertinentes para trabajar este tema además de este Ministerio? ¿Están participando? ¿De qué manera?

¿Y con respecto a la sociedad civil, quiénes están participando en el esfuerzo que se está realizando? ¿Quiénes más, considera Ud. deberían involucrarse?

¿Cómo ve el funcionamiento de los Proyectos impulsados por IPEC? ¿En qué cree que ha beneficiado las acciones del Ministerio? ¿Cómo se complementan?

¿Qué cuestiones cree más problemáticas para sostener en el tiempo? ¿Qué cuestiones habría que prever para que las acciones se sostengan y se institucionalicen? ¿Se están dando pasos en ese sentido?

¿Cómo valoraría el trabajo del Comité Nacional? ¿Cree que es útil? ¿Por qué?

¿Cree que se han operado cambios en las políticas desde que se iniciaron las acciones del proyecto? ¿De que tipo? ¿Le parece que esos cambios son irreversibles?

¿Cómo ve el avance de esta temática de aquí a 5 años?

Entrevista a Directores / Responsables de Direcciones involucradas en el / los proyectos

¿De qué manera participa su área en las actividades del /los proyecto /s?

¿Qué parte del equipo a su cargo está involucrado en estas acciones?

¿Qué modificaciones tuvo que implementar para llevar adelante esta estrategia?

¿Qué dificultades tiene?

¿Se ha capacitado al personal para llevar adelante estas estrategias? ¿Usted ha recibido capacitación? ¿De qué tipo? ¿Les resultó útil? ¿Qué cree les estaría haciendo falta?

¿Con qué otras áreas del Ministerio se articulan para trabajar sobre este tema? ¿De qué manera trabajan? ¿Tienen dificultades?

¿Y, fuera del Ministerio, se articulan con otras áreas gubernamentales? ¿Cuáles? ¿De qué manera?

¿Y no gubernamentales?

¿Mantienen reuniones periódicas? ¿Son útiles?

¿Hay avances para implementar un sistema de monitoreo del TI? ¿Considera que un sistema de este tipo puede colaborar en la erradicación de las PFTI? ¿De qué manera?

¿Cómo valoraría el trabajo del Comité Nacional? ¿Cree que es útil? ¿Por qué?

¿Qué haría falta para que las acciones que están emprendiendo se sostengan en el tiempo? ¿Cree que se está haciendo algo en ese sentido? ¿Qué faltaría?

¿Cómo ve el desarrollo de este tema en el país de aquí a 5 años?

Entrevista al Director de la Oficina de Trabajo Infantil

¿Cuáles son los grandes ejes de su gestión? ¿Cómo los lleva adelante? ¿Qué resultados espera obtener? ¿Qué cuestiones ocupan menos su atención? ¿Por qué?

Estos ejes / objetivos, ¿difieren de los objetivos que se plantearon al crear la oficina? ¿En qué aspectos? ¿Por qué?

¿Considera que tiene todo el personal que necesita para llevar adelante las acciones que tiene asignada la oficina?

¿Qué perfiles le harían falta? ¿Para hacer qué?

Específicamente, ¿qué actividades realizan en relación al funcionamiento del Comité Nacional?

¿Cómo se distribuyen las tareas entre el personal técnico? ¿Hay diferenciación de roles? ¿De qué manera se distribuyen?

¿Cómo valoraría el grado de compromiso del equipo técnico con la tarea?

¿Considera que el personal a su cargo necesitaría capacitación? ¿En qué materias? ¿Para llevar adelante qué funciones?

¿Cree tener capacidad instalada como para asumir acciones de investigación, planificación, programación, ejecución y evaluación de proyectos sobre trabajo infantil? ¿Qué le haría falta?

¿Cree importante la implementación de un sistema de monitoreo del TI? ¿Dónde cree debería estar instalado? ¿Por qué?

¿Cómo valoraría las acciones del Comité Nacional?

¿Cree que con lo que se está haciendo alcanza? ¿Por qué?

Cuándo los proyectos y el apoyo de IPEC terminen, ¿cree que se podrá seguir avanzando?

¿Cómo ve el panorama del TI de aquí en 5 años?

Entrevista a dirigentes sindicales

¿Cómo se involucró en el tema del TI? ¿Qué sabía antes de comenzar a trabajar en este tema?

¿De qué forma está el sindicato conectado a los esfuerzos por la erradicación de las PFTI? ¿Con quiénes trabaja en este aspecto?

¿Considera que los esfuerzos que se están realizando desde las áreas gubernamentales son suficientes? ¿Por qué? ¿Qué más cree que habría que hacer?

¿A qué otros sectores habría que involucrar? ¿De qué manera?

¿Cómo valoraría las acciones del Comité Nacional?

¿Cree que con lo que se está haciendo alcanza? ¿Por qué?

Cuando los proyectos y el apoyo de IPEC terminen, ¿cree que se podrá seguir avanzando?

¿Cómo ve el panorama del TI de aquí en 5 años?

Entrevista a empleadores

¿Cómo se involucró en el tema del TI? ¿Qué sabía antes de comenzar a trabajar en este tema?

¿De qué forma está Ud. conectado a los esfuerzos por la erradicación de las PFTI? ¿Con quiénes trabaja en este aspecto?

¿Cuál considera es la posición más general de los empleadores con respecto a este tema? ¿Qué cuestiones cree que habría que instrumentar para conseguir mayores avances en este sentido?

¿A qué otros sectores habría que involucrar? ¿De qué manera?

¿Considera que los esfuerzos que se están realizando desde las áreas gubernamentales son suficientes? ¿Por qué? ¿Qué más cree que habría que hacer?

¿Cómo valoraría las acciones del Comité Nacional?

¿Cree que con lo que se está haciendo alcanza? ¿Por qué?

Cuando los proyectos y el apoyo de IPEC terminen, ¿cree que se podrá seguir avanzando?

¿Cómo ve el panorama del TI de aquí en 5 años?

ENTREVISTAS PARA LAS VISITAS A TERRENO

Docentes y directores de escuela

¿Cómo conoció este proyecto? ¿Cómo es que llegó el proyecto hasta esta escuela?

¿Cómo colabora la escuela en la erradicación de las peores formas de TI?

¿En qué actividades ha estado participando? ¿La ayuda en su trabajo? ¿De qué manera?

¿Realizan actividades con la unidad de salud? ¿Y con la Iglesia?

¿Se reúnen con otros actores sociales para trabajar sobre el tema de TI?

¿Qué es lo que le parece más interesante del proyecto? ¿Y lo menos interesante?

¿Qué le parece más interesante para los niños?

¿Qué dificultades tienen? ¿Cómo las enfrentan? ¿Reciben ayuda? ¿De quién?

Equipo médico de la unidad de salud

¿Cómo conoció este proyecto? ¿Cómo se involucró la unidad de salud?

¿Qué actividades se han venido desarrollando, desde la unidad de salud, para la erradicación de las peores formas de TI?

¿Participan en otras actividades? ¿Cuáles?

¿Qué es, de lo que conoce que se está haciendo lo que le resulta más interesante para los niños? y ¿para sus familias?

¿Hacen acciones conjuntas con la escuela? ¿Qué tipo de actividades?

¿Se reúnen con otros actores sociales para trabajar sobre el tema de TI?

ENTREVISTAS GRUPALES

UNIDAD de TRABAJO INFANTIL

¿Cuántas personas trabajan en la oficina? ¿Cuántas son técnicas y/o profesionales? ¿Cuántos administrativos hay?

¿Cuáles son los objetivos de la oficina? ¿Qué actividades realizan?

¿Qué protagonismo tiene la oficina como asesor técnico del Comité Nacional? ¿Cómo se desarrollan las actividades en este sentido?

¿Cuáles son los objetivos que se plantean? ¿Cuáles son los grandes ejes de su trabajo?

¿Hay variaciones entre las problemáticas que debían atender, según el decreto de creación, y la realidad con la que se encuentran cotidianamente? ¿En qué aspectos / de qué manera?

Y, más allá de los papeles, ¿cuáles son los principales cuestiones a las que se dedica la oficina? ¿Qué cuestiones ocupan más su tiempo?

¿Hay avances para implementar un sistema de monitoreo del TI? ¿Qué organismo debería tener a su cargo esta tarea?

¿Su ubicación dentro de la estructura del SET le permiten desempeñar su rol adecuadamente? ¿Qué cuestiones se facilitan? ¿Hay obstáculos? ¿Cuáles?

¿Cómo valorarían el trabajo del Comité Nacional? ¿Creen que es útil? ¿Por qué?

¿Qué haría falta para que las acciones que están emprendiendo se sostengan en el tiempo? ¿Qué se está haciendo algo en ese sentido? ¿Qué faltaría?

¿Cuáles son/fueron las contribuciones de la oficina de IPEC a la Unidad de Trabajo Infantil?

¿Qué participación tiene la Unidad en el proceso de formulación del Plan Nacional de Erradicación de las Peores Formas de TI?

¿Cómo ven el desarrollo de este tema en el país de aquí a 5 años?

EQUIPOS TÉCNICOS DE LOS PROGRAMAS DE ACCIÓN

¿Cuánto hace que comenzaron con el programa?

¿Cuáles son las principales líneas de acción que han comprometido?

¿Cuántos profesionales y técnicos conforman el equipo técnico? ¿De qué es responsable cada uno?

Describan una semana de trabajo

¿Cómo hacen el seguimiento de los niños, niñas y adolescentes?

¿Qué relación tienen con las familias?

¿Con qué instituciones locales tienen relación? ¿Cómo colabora cada una en la erradicación de las PFTI?

¿Cuáles son las principales dificultades con las que se encuentran?

¿Consideran que cuentan con los recursos necesarios para cumplir con lo comprometido? ¿Creen que el tiempo que queda alcanza? ¿Por qué?

¿Cuál es el proceso de rendición de los fondos? ¿Quién lo realiza?

¿Hay algún sistema de seguimiento de las actividades emprendidas?

¿Cómo son las reuniones con los técnicos de IPEC? ¿Qué consultan o comparten?

¿Estas reuniones, resultan útiles?

¿Realizan auto-evaluaciones? ¿De que forma hacen monitoreo de procesos?

¿Qué sugerencias querrían hacer?

ENCUESTA DE SATISFACCIÓN A NIÑOS/AS Y ADOLESCENTES

PROYECTO:

.....

Nombre..... Edad:..... Grado:.....

1. ¿En qué actividad participas?

.....

2. ¿Estas contento en la?

SI NO

3. ¿Qué es lo que te gusta hacer?

.....

4. ¿Te gusta la escuela?

SI NO

5. ¿Qué es lo que más te gusta de la escuela / centro de apoyo / centro de formación?

JUGAR	
ESTUDIAR	
APRENDER A HACER COSAS	

6. ¿Te resulta difícil?

SI NO



7. ¿Qué es lo que te resulta más difícil?

ESTUDIAR	
HACER CUENTAS	
ESCRIBIR	
CONTAR COSAS	

APRENDER A HACER COSAS	

8. ¿Vas a seguir en la escuela el próximo año?

SI NO

¿Por qué?.....

TALLER DE TRABAJO PARA LA EVALUACIÓN DE LOS PROYECTOS OIT - IPEC

ORGANIZACIÓN / INSTITUCIÓN QUE REPRESENTA:

PUESTO QUE OCUPA:

1. ¿Considera que los proyectos son coherentes con las estrategias nacionales relativas a:

Marque con una X, en cada caso, la opción que le parezca mas apropiada

ESTRATEGIA	SI	NO	¿En qué aspecto cree que no son coherentes?	NO SÉ
Trabajo infantil				
Protección de los niños				
Lucha contra la pobreza				
Educación				

2. ¿Los proyectos son pertinentes según las necesidades identificadas de los grupos objetivo?

SI NO NO SE

¿Por qué?

.....

3. ¿En el proceso de ejecución se identificaron otras necesidades de los grupos objetivo no consideradas en el diseño?

SI NO NO SÉ ¿Cuáles?

3. a ¿Cree que existen posibilidades de satisfacer estas necesidades?

SI ¿De qué modo?

NO

NO SE

4. ¿En su opinión, la selección de las áreas geográficas donde se está trabajando el problema del Trabajo Infantil es adecuada?

SI NO NO SÉ

Por qué?

5. Y, ¿ las Peores Formas de Trabajo Infantil (PFTI) seleccionadas para intervenir son las más pertinentes?

SI NO NO SÉ Por

qué?

6. ¿Cómo definiría la relación...?:

Marque con una X, en cada caso, las opciones que le parezcan mas apropiadas

<i>puede marcar más de 1 opción</i>	Intercambio de información	Colaboración	Competencia	Superposición	Complementación	Indiferencia
De las agencias gubernamentales entre sí						
De las agencias gubernamentales con las ONG's						
Entre los organismos gubernamentales nacionales y los organismos y agencias locales						

7. ¿Cómo definiría la relación de la organización que representa con:?

Se refiere en todos los casos a las organizaciones implicadas en las acciones emprendidas)

	Intercambio de información	Colaboración	Competencia	Superposición	Complementación	Indiferencia
Los organismos gubernamentales con los que debería interactuar						
Las organizaciones no gubernamentales						
Las organizaciones de base comunitarias						
Las organizaciones sindicales						
Las organizaciones empresarias						
Los organismos internacionales que actúan en el tema						
IPEC						

8. ¿Qué organizaciones (públicas y privadas) considera que deberían participar de las actividades de erradicación de las Peores Formas del Trabajo Infantil (PFTI)? Nombre las 5 que considera más importantes.

Nombre una organización por renglón
1.
2.
3.
4.
5.

9. Indique para cada una de las organizaciones recién mencionadas ¿cual es su grado de participación y compromiso?

Marque con una X la opción más adecuada

	ALTO	MEDIO	BAJO / NINGUNO Si elige esta opción indique ¿Por qué?
1.			
2.			
3.			
4.			
5.			

10. ¿En qué grado considera que las actividades de los proyectos están encaminadas a la obtención de los resultados esperados ?

Marque con una X, en cada caso, la opción que le parezca mas apropiada

	ALTO	MEDIO	BAJO	NO SÉ
1. Mayor capacidad nacional para generar información válida y con enfoque de género sobre las peores formas del trabajo infantil				
2. Cambios en las percepciones y conocimiento sobre el problema de las peores formas de los actores sociales involucrados (gobierno, ONG, empleadores, trabajadores, familias, comunidad en general)				
3. Formulación del Plan Nacional de acción contra las peores formas del TI				
4. Formulación del Plan Nacional contra el Explotación sexual comercial infantil (ESCI)				
5. Sensibilización y capacitación de periodistas y formadores de opinión				
6. Inclusión de indicadores de TI en las encuestas nacionales				

Mid-term evaluation - IPEC projects in support of the TBP in Dominican Republic

7. Creación y puesta en marcha de un sistema nacional de monitoreo de TI				
8. Implementación de sistemas locales de monitoreo de TI con base comunitaria				
9. Implementación de un sistema de información sobre ESCI y el tráfico infantil				
10. Desarrollo de legislación adecuada para combatir las peores formas del trabajo infantil				
11. Mayor capacidad para aplicar y hacer cumplir la legislación existente y la nueva				
12. Fortalecimiento de la capacidad de acción de las agencias locales, gubernamentales, no gubernamentales y comunitarias, contra las PFTI				
13. Aumento en la capacidad de trabajo conjunto entre los actores sociales involucrados				
14. Existencia de un modelo de intervención para la prevención, protección y consulta en relación al comercio sexual infantil y el tráfico de niños				
15. Reinserción y retención escolar de los NNA de los grupos intervenidos				
16. Acceso a formación profesional de los adolescentes y familias de los grupos meta				
17. Acceso de las familias focalizadas a créditos				
18. Cambios en los conocimientos de la población				
19. Cambios en las conductas de la población				

11. ¿En los casos que contestó bajo, ¿Cuáles cree han sido las principales dificultades?