

FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR

# Independent Final Evaluation of Combating Exploitive Child Labor Through Education in Ecuador: the Wiñari Project

World Learning and Desarrollo y Autogestión  
Cooperative Agreement Number: E-9-K-5-0052



2009

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## ACKNOWLEDGEMENTS

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This report describes in detail the final evaluation, conducted during May 2009, of the Wiñari Project in Ecuador. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the Wiñari Project in Ecuador was conducted and documented by María Antonia Remenyi, an independent evaluator in collaboration with USDOL/OCFT staff, the Wiñari Project team, and stakeholders in Ecuador. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator; World Learning, DYA, and their partners; and the U.S. Department of Labor.



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## LIST OF ACRONYMS

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CBA	<i>Ciclo Básico Abreviado</i> (Abbreviated Basic Cycle)
CONCEPTI	<i>Comité Nacional para la Prevención y Erradicación Progresiva del Trabajo Infantil</i> (National Committee for the Prevention and Progressive Eradication of Child Labor)
DINEIB	<i>Dirección Nacional de Educación Intercultural Bilingüe</i> (National Bureau of Bilingual Intercultural Education)
DIPEIB	<i>Dirección Provincial de Educación Intercultural Bilingüe</i> (Provincial Bureau of Bilingual Intercultural Education)
DYA	<i>Desarrollo y Autogestión</i> (Development and Self Management)
ILO	International Labour Organization
INFA	<i>Instituto de la Niñez y la Familia</i> (Child and Family Institute)
NNA	<i>Niños, niñas y adolescentes</i> (Children and Adolescents)
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
PA	<i>Primaria Acelerada</i> (Accelerated Primary School)
PETI	<i>Plan Nacional para la Prevención y Erradicación del Trabajo Infantil</i> (National Plan for the Prevention and Eradication of Child Labor)
UNICEF	United Nations Children’s Fund
USDOL	United States Department of Labor

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## EXECUTIVE SUMMARY

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In 2005, The U.S. Department of Labor (USDOL) signed a cooperative agreement with World Learning and *Desarrollo y Autogestión* (Development and Self Management, or DYA).<sup>1</sup> World Learning and DYA undertook a USDOL Education Initiative project to withdraw children from exploitive child labor and prevent them from entering such activity. They would accomplish this by increasing access to and improving the quality of basic education and while supporting the four original USDOL project goals:

1. Raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures.
2. Strengthen formal and transitional education systems that encourage working children and those at risk of working to attend school.
3. Strengthen national institutions and policies on education and child labor.
4. Ensure the long-term sustainability of these efforts.

World Learning and DYA designed the Wiñari Project, meaning “grow” in the local Kichwa language, to be implemented over a four-year period with a budget of US\$4 million. USDOL provided DYA with an additional US\$95,000 in the 2006 fiscal year to combat child trafficking for forced begging in the provinces of Cotopaxi and Tungurahua. The objective of the project, as part of the initial cooperative agreement, was to withdraw 2,197 indigenous children from child labor and prevent 4,127 from entering such activity in three geographical areas: the Highlands, the Amazon region, and Quito. Thanks to the increased budget, the Wiñari Project was able to provide direct education services to 146 additional children. The project focused on children engaged in agriculture in the Highlands and the Amazon region, while efforts in Quito were aimed at children engaged in street peddling. Emphasis was placed on awareness-raising campaigns, accelerated education programs for children who are old for their corresponding educational grade level, summer programs, teacher training, active enrichment of the bilingual intercultural curriculum, and collaborative activities with other stakeholders.

The goal of the Wiñari Project was to reduce the number of indigenous children involved in or at risk of getting involved in the hazardous forms of child labor. This would be accomplished by (1) increasing school attendance and reducing the number of hours of work, and/or (2) withdrawing them from child labor. The expected results of the project were as follows:

1. Implementation of educational opportunities in line with the needs of *niños, niñas y adolescentes* (children and adolescents, or NNAs) working in the Project’s area of intervention.
2. Raising awareness about the effects of child labor in education.

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<sup>1</sup> In the beginning, DYA was a USDOL subcontractor, which became a “grantee” through Project Review No. 6 in December 2008.

3. Incorporation of the issue of child labor in the agendas of indigenous institutions and organizations.

The final evaluation was carried out in Ecuador between May and June 2009; it took into account the project's achievements in relation to the scope of its goals and objectives, as detailed in the cooperative agreement and other project documents. It also considered all the activities implemented during the life of the project, as well as the project's design, implementation, effectiveness, efficiency, impact, and sustainability, in addition to the lessons learned and recommendations for future projects.

The Wiñari Project constitutes a successful educational intervention to withdraw from child labor indigenous NNAs who have fallen behind in school and prevent them from entering such activity. The Wiñari Project's success is the result of its design and the manner in which it was implemented. Its design started as a baseline study on the reality of indigenous NNAs engaged in child labor and living in the project's areas of intervention, and it was developed with the active participation of community members. Therefore, such a design has summarized the educational needs of this population while respecting the cultural aspects of the areas of intervention. The Wiñari Project has been designed as a comprehensive model with suitable components and appropriate monitoring and control mechanisms to keep NNAs in school, thus withdrawing them from or preventing them from entering child labor. Furthermore, the project was implemented with the active participation of the indigenous community members and *Dirección Provincial de Educación Intercultural Bilingüe* (Provincial Bureau of Bilingual Intercultural Education) in the management of its activities.

As of the date of the final evaluation, the Wiñari Project has supported three of the four original goals corresponding to USDOL projects. It has contributed to raising awareness about the importance of education for all children and has mobilized a significant group of individuals to improve and expand education structures in Ecuador. Furthermore, it has strengthened formal and alternative education systems that motivate working children and those who are at risk of engaging in child labor to attend school. It has also contributed to strengthening education and child labor institutions and policies in Ecuador. During the time remaining, until the conclusion of its activities, the Wiñari Project shall be responsible for ensuring the long-term sustainability of its activities.

Although the Wiñari Project has had successful results, the strategy to render its actions sustainable proposes solutions that only expand short-term coverage. Long-term or medium-term sustainability shall be obtained, as long as Wiñari Project activities are transferred to the Ministry of Education in Ecuador. The Wiñari Project's position has been to transfer such activities to *Instituto de la Niñez y la Familia* (Child and Family Institute or INFA); nevertheless, this entity, in spite of ensuring the protection of children in Ecuador, is not responsible for providing education in the country. It is worth noting that the problem of child labor goes far beyond the lack of a suitable educational offer; the success of the Wiñari Project shows that quality education suited to the needs of indigenous children who have fallen behind in school is an appropriate mechanism to eradicate and prevent child labor. Given that the Wiñari Project design goes beyond the educational component, the participation of INFA is key when considering the educational activities the Ministry of Education could carry out in the areas with a high incidence of child labor. Awareness-raising campaigns, the incorporation of education and

child labor policies in indigenous organizations and municipalities, as well as the summer and Christmas programs constitute activities that INFA could oversee.

## Recommendations

### *The Wiñari Project*

- In the time remaining and through the activities scheduled in its work plan, complete all required activities in order to achieve the expected goals in Objectives 1, 2, and 3 of the project. As for the sustainability of its actions, we recommend that the Wiñari Project especially emphasize institutional school plans, the preparation of child labor policies in the indigenous organizations participating in the project, and the incorporation of education and child labor issues in local government plans—an example of the latter being the enactment of municipal ordinances regulating child labor in agricultural activities.
- Ensure the sustainability of Wiñari Project activities in the indigenous communities, providing advice on the search for financial resources and technical support in order to implement a printed reference manual to monitor educational and child labor activities in the community.
- While visiting Loreto during the final evaluation, the reduced number of girls attending school was noticeable. This observation was corroborated with the data from the Wiñari Project regarding *Ciclo Básico Abreviado* (Abbreviated Basic Cycle), by province and gender. As a result, we recommend in the remaining time before the activities conclude to pay special attention to the aspect of gender in the Amazon region.
- Systematize the methodologies and results of the Wiñari Project with the objective of extensively disseminating them. This dissemination must go beyond the Wiñari Project's methodology duplications, which may be implemented in the short term. These duplicated efforts put forth by the Wiñari Project (INFA) and DYA (United Nations Children's Fund, ProNiño, Holcim S.A.) constitute short-term initiatives that only resolve problems aimed at specific zones; they fail to provide long-term sustainability to the Wiñari Project. As recommended in the midterm evaluation, the Wiñari Project must attempt to institutionalize educational initiatives in the Ministry of Education and *Dirección Nacional de Educación Intercultural Bilingüe* (National Bureau of Bilingual Intercultural Education), and refrain from focusing its sustainability on INFA. However, it is not INFA's responsibility to maintain the Wiñari Project's educational methodology, although it is the national institution in charge of handling child-related policies. INFA's role is to accompany and support the entire Wiñari Project's educational design in order to prevent and eradicate child labor. However, only the Ministry of Education, together with INFA, is able to provide long-term sustainability. For this reason, the final evaluation of the Wiñari Project ratifies the recommendation made during the midterm evaluation, in the sense that duplicated efforts on the part of INFA and other institutions constitute a short-term strategy to increase project coverage, which, nevertheless, must not replace the progressive institutionalization of the Wiñari Project's methodology by the Ministry of Education.

- The results of the Wiñari Project demonstrate that preventing and eradicating child labor has resulted in an alternative form of education, which is appropriately designed for the target population of the project. Thus, we recommend the following steps be taken: Take advantage of the political situation in Ecuador (restructuring of the central government; decision to support families; eliminating barriers that prevent access to education such as registration fees, textbook costs, and in some cases costs resulting from school uniforms; decision to evaluate and train teachers nationwide; among other aspects) in order to transfer the Wiñari Project's methodology to the Ministry of Education. This will emphasize the fact that the project is aimed at indigenous children engaged in child labor who have stopped studying and who would be older than the other children in their school grade level if they returned to class. Therefore, the Wiñari Project, together with other stakeholders involved in the eradication and prevention of child labor (such as *Comité Nacional para la Prevención y Erradicación Progresiva del Trabajo Infantil* [National Committee for the Prevention and Progressive Eradication of Child Labor]), need to come together with high-ranking officials of the Ministry of Education. As part of its responses to the recommendations established in the midterm evaluation, the Wiñari Project seemed to understand that its methodology should be disseminated through DIPEIB representatives in Wiñari Project Management Committees; this needs to be complemented with more direct efforts by the Wiñari Project at the Ministry of Education.

### **Future USDOL Projects**

- Use the successful experiences of the Wiñari Project, implementing its best practices and duplicating its intervention model for indigenous children who are older than their corresponding educational level.
- Keep in mind that the Wiñari Project model consists of a series of interventions, the duplications of which must—
  - Consider the model as a whole with each and every one of its components.
  - Start as a baseline study to analyze the economic, social, cultural, and educational conditions in the area.
  - Define child labor in each of the areas of intervention, as per the results of the baseline study, and determine hazardous forms of child labor while respecting Ecuador's cultural aspects and NNA rights.
- As much as possible, avoid changing the Wiñari Project's definition of hazardous forms of child labor once the project has commenced and NNAs are registered in the database. If this is unavoidable, we recommend that USDOL provides technical support regarding how the database may be modified in accordance with the new definition.
- Provide direct technical support on the definition of indicators and/or the USDOL reporting method. The Wiñari Project, even in the final evaluation stage, expressed confusion about the best time to report an NNA as withdrawn or prevented from child

labor. The fact that children withdrawn from child labor may return to such activity over the four-year project term, for a variety of reasons, constitutes one of the problems detected by the Wiñari Project monitoring system. Nevertheless, no mechanisms exist to update the database, because the NNA in question was already reported as withdrawn at such time and, in accordance with USDOL indications, this report cannot be modified. Another problem detected by the Wiñari Project monitoring system is that there are NNAs who have not yet been withdrawn or prevented from child labor, but are rather in the process of being withdrawn or prevented. The Wiñari Project has been working on the *in the process of withdrawal* concept, but indicates that there is a void of information, as there is no indicator for NNAs *in the process of prevention*.

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# **I OBJECTIVES AND METHODOLOGY**

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## **1.1 EVALUATION OBJECTIVES**

The objectives of the final evaluation of the Wiñari Project are as follows:

1. Evaluate whether the project has achieved its goals and identify the challenges encountered while achieving them.
2. Evaluate the relevance of the project in relation to the cultural, economic, and political context of the country, as well as the degree to which this aspect is taken into account, according to the priorities and policies of the host country's government and the United States Department of Labor (USDOL).
3. Evaluate the results as well as the intentional and non-intentional impacts of the project.
4. Provide lessons learned from the Project's design and experiences in their implementation that can be applied in work projects with current and future children in the country, as well as projects designed under similar conditions or in similar sectors.
5. Evaluate whether project activities are considered appropriate both locally and nationally, as well as among implementing organizations.

The evaluation must also provide documented lessons learned, good practices, and intervention models that shall serve to inform projects and future policies on child labor in Ecuador and other places, as appropriate. It shall also perform the important task of accountability for USDOL, World Learning, and *Desarrollo y Autogestión* (Development and Self Management, or DYA). The recommendations must focus on the lessons learned and good practices on which future projects may be based when developing their strategies on exploitive child labor.

## **1.2 EVALUATION METHODOLOGY**

The final evaluation was carried out in Ecuador between May and June 2009. It took into account the project's achievements in relation to the scope of its goals and objectives, as detailed in the cooperative agreement and other project documents. It also considered all the activities implemented during the life of the project, as well as the project's design, implementation, effectiveness, efficiency, impact, and sustainability, in addition to the lessons learned and recommendations for future projects.

In terms of the information collection methods used, the scope of the evaluation was mainly qualitative, given that the time available did not allow quantitative surveys to be conducted. The quantitative information available was obtained from project reports and was incorporated into the analysis. The evaluation approach was independent, as far as the affiliation of the evaluator is concerned. Personnel pertaining to the project and the implementing partners were only present at meetings with the stakeholders, communities, and beneficiaries to give instructions. Nevertheless, the coordinator for the Wiñari Project in the Amazon region served as a n

interpreter in the focus group conducted with parents in Loreto, as the participants only spoke Kichwa.

This evaluation consisted of seven stages:

1. Analysis of documents and preparation of the visit, including the revision of project documents, the preparation of the visit to the country, and a telephone interview with the World Learning contact person (Maury Mendenhall) at its chief office.
2. Preparation of a matrix with the instruments to be used in the evaluation in order to answer the questions prepared by USDOL.
3. Fieldwork that included visits to C otopaxi, L oreto, P ichincha, and T ungurahua. Unfortunately, to better optimize the time, the evaluator did not visit G uayaquil—a location where the W iñari Project’s methodology was being replicated by D YA. However, the evaluator conducted a telephone interview with Lourdes M endieta, the coordinator of the replicated W iñari Project’s methodology in Guayas.
4. Meeting with key stakeholders. On June 5, 2009, after making several field visits, the main conclusions of the evaluation were presented (see Annex A for the agenda and list of participants).
5. Preparation and presentation of a draft report on June 19, 2009.
6. Revision of the draft report by USDOL, the Wiñari Project team, and other stakeholders.
7. Preparation of the final report.

Four techniques to gather information were used to evaluate the Wiñari Project: (1) document analysis, (2) interviews, (3) field visits, and (4) focus groups.

### **1. Document Analysis**

The evaluator reviewed the cooperative agreement (September 2005), all the technical progress reports (March 2006 to March 2009), as well as USDOL’s comments and the answers prepared by the Wiñari Project to those comments. The logical framework, the performance monitoring plan, and the Wiñari Project midterm evaluation report were analyzed. A list of reviewed documents in preparation for the country visit, including those that were reviewed during the visit, is found in Annex B.

### **2. Individual/Group Meetings and Interviews**

The evaluation methodology consisted of various interviews with stakeholders involved in the Wiñari Project to gather quantitative and qualitative information regarding the progress made until May/June 2009. Attempts were made to interview as many people as possible who were involved in the Wiñari Project. A complete list of the interviews conducted in Ecuador can be found in Annex C. Maury Mendenhall, the contact person at the chief office of World Learning in Washington, DC, was interviewed by telephone before traveling to Ecuador.

### 3. Field Visits

The evaluator visited four project areas of intervention: Cotopaxi, Loreto, Pichincha, and Tungurahua. Due to time and distance constraints, the evaluator was not able to visit Tena. However, she met with the following individuals in Coca: the coordinator for the Amazon region, the entire Tena technical team, a representative of *Dirección Provincial de Educación Intercultural Bilingüe* (Provincial Bureau of Bilingual Intercultural Education or DIPEIB), and the education director of *Consejo de Organizaciones de la Nacionalidad Kichwa de Napo y Orellana* (Council of Kichwa Nationality Organizations of Napo and Orellana). The schools visited and the persons interviewed at each location were previously selected by the Wiñari Project team. The evaluator observed the activities and the results obtained by the project at the locations visited. Furthermore, the evaluator met with persons involved in project activities—principals, teachers, students, parents, and local government representatives, among others.

### 4. Focus Groups

Four focus groups with children and parents were held in Cotopaxi and Loreto. The participants in the children's focus groups were randomly chosen among *niños, niñas y adolescentes* (children and adolescents, or NNAs) registered in the Wiñari Project. The same selection process was implemented for the parents' focus groups in Cotopaxi since a significant number of parents were attending a workshop at that time. Nevertheless, in Loreto, the parents' focus group was conducted by the Wiñari Project technical team.

#### a. Focus Group with Children

The purpose of the focus group conducted with the children was to identify the educational and productive activities they carry out and their perception of those activities. The exercise was conducted without the presence of the principal, the teacher, or any other project member.

#### b. Focus Group with Parents

The purpose of the focus groups conducted with the parents was to identify their knowledge of project activities and their perception of their children's education and of child labor. The exercise was carried out in Cotopaxi, without the presence of the principal, the teacher, or any other project member. The project coordinator for the Amazon region acted as interpreter in Loreto since the parents only spoke Kichwa.

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## II DESCRIPTION OF THE WIÑARI PROJECT

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USDOL signed a cooperative agreement with World Learning and DYA<sup>2</sup> on September 30, 2005. World Learning and DYA undertook to implement an Educational Initiative project designed by USDOL to withdraw children from exploitive child labor and prevent them from entering such activity. This would be accomplished by increasing their access to and improving the quality of basic education while supporting the four original USDOL project goals:

1. Raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures.
2. Strengthen formal and transitional education systems that encourage working children and those at risk of working to attend school.
3. Strengthen national institutions and policies on education and child labor.
4. Ensure the long-term sustainability of these efforts.

World Learning and DYA designed the Wiñari Project, meaning “grow” in the local Kichwa language, to be implemented over a four-year period with a budget of US\$4 million. USDOL provided DYA with an additional US\$95,000 in the 2006 fiscal year to combat child trafficking for forced begging in the provinces of Cotopaxi and Tungurahua. The objective of the project, as part of the initial cooperative agreement, was to withdraw 2,197 indigenous children from child labor and prevent 4,127 from entering such activity in three geographical areas: the Highlands, the Amazon region, and Quito. Thanks to the increased budget, the Wiñari Project undertook efforts to provide direct educational services to 146 additional children. The project focused on children engaged in agriculture in the Highlands and the Amazon region; efforts in Quito focused were directed toward children engaged in street peddling. Emphasis was placed on awareness-raising campaigns, accelerated education programs for children who are older than their corresponding school grade level, summer programs, teacher training, active enrichment of the bilingual intercultural curriculum, and collaboration activities with other stakeholders.

The goal of the Wiñari Project was to reduce the number of indigenous children involved in or at risk of getting involved in the hazardous forms of child labor. This would be accomplished by increasing school attendance and reducing the number of hours children work and/or by withdrawing them from child labor. The expected results of the project were as follows:

1. Implementation of educational opportunities in line with the needs of NNAs working in the project’s area of intervention.
2. Raising of awareness about the effects of child labor in education.
3. Incorporation of the issue of child labor in the agendas of indigenous institutions and organizations.

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<sup>2</sup> In the beginning, DYA was a USDOL subcontractor, which became a “grantee” through Project Review No. 6 in December 2008.

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## III RELEVANCE

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### 3.1 RESULTS

Ecuador has a legal framework to protect NNAs from labor exploitation and hazardous forms of child labor. The Ecuadorian Constitution indicates that NNAs are entitled to education and protection from labor exploitation; it also states that the government shall adopt measures to protect them from trafficking, pornography, prostitution, and sexual exploitation. The Code of Children and Adolescents, an important legal reference with respect to child labor eradication and/or prevention, was approved and published in January 2003. A child is defined therein as any individual under age 12; an adolescent ranges between age 12 and 18, establishing the minimum employment age at 15, including domestic work (Section 82). Adolescents are prohibited from working for more than six hours per day or more than five days per week (Section 84). They are strictly prohibited from working at mines, garbage dumps, and slaughterhouses; at quarries and extractive industries of any kind at brothels; in jobs that could be hazardous to them; or at any other place that may be considered hazardous for their development (Section 87). Adolescents are also prohibited from working in activities that imply the handling of explosive, toxic, hazardous, or harmful substances, which pose a threat to their lives, development, or health (Section 87). The Ecuadorian Constitution recognizes the right of the indigenous peoples to conserve and develop their traditional forms of coexistence and social organization and create and exercise authority. As for the indigenous NNAs, the law recognizes their right to thrive in accordance with their culture and in an intercultural framework, provided that the cultural practices do not violate their rights. Therefore, the Code of Children and Adolescents (Section 86) indicates that the minimum age for employment does not apply to activities considered to be formative ancestral practices, provided that their physical and psychological development is respected; such practices contribute to the learning and development of skills and abilities, they transmit cultural values and norms, and the children thrive in the environment and in the interest of the community. It is worth noting that the concept of indigenous and tribal peoples in Ecuador<sup>3</sup> is related to the concept established in International Labour Organization (ILO) Convention 169, which applies to the following:

- a. Descendants from populations that inhabited the country during the *Conquista*, who, regardless of their legal situation, conserve their social, economic, cultural, and political institutions in whole or in part.
- b. Peoples whose social, cultural, and economic conditions distinguish them from other sectors of the national community and are governed by their own customs or special legislation in whole or in part.
- c. Peoples who are aware of their indigenous or tribal identity (self-definition).

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<sup>3</sup> This concept of indigenous peoples in Ecuador was explained to the evaluator by the Anthropology Professor of the Latin American Faculty of Social Sciences Fernando García, and is based on Article 1 of ILO Convention 169 on Indigenous and Tribal Peoples in Independent Countries. See <http://www.ilo.org/ilolex/cgi-lex/convds.pl?C169>.

Furthermore, the Code of Children and Adolescents requires the creation of a decentralized national system for the comprehensive protection of NNAs. This system is made up of government and civil society representatives with the authority to define policies at four levels:

1. Municipal and National Councils for Children and Adolescents
2. Municipal Boards for the Protection of Rights, Ombudsman's Office, Community Advocates
3. Public and private networks of implementing organizations that provide assistance to NNAs
4. NNA Advisory Committees

Ecuador is a signatory to ILO Convention 138 (on the minimum age for admission to employment) and Convention 182 (on the prohibition and immediate action for the elimination of the worst forms of child labor) regarding the rights of NNAs. To fulfill these commitments, in 2001 Ecuador created *Comité Nacional para la Prevención y Erradicación Progresiva del Trabajo Infantil* (National Committee for the Prevention and Progressive Eradication of Child Labor or CONEPTI) as an entity under the Ministry of Labor, the technical secretariat of which was reorganized in 2008. Unfortunately, due to budget issues, CONEPTI's technical secretary resigned, and at the time of the final evaluation of the Wiñari Project, the position was vacant. Nevertheless, CONEPTI was able to publish the new *Plan Nacional para la Prevención y Erradicación del Trabajo Infantil* (National Plan for the Prevention and Eradication of Child Labor or PETI), which became effective as of August 2008 and shall remain in full force until 2013. This plan is considered to be a framework for child labor policies, actions, and proposals implemented in Ecuador.

The Wiñari Project design takes into consideration various programs and projects existing as of 2005 that also have the purpose to eradicate and prevent child labor. However, none of these programs/projects was specifically geared toward NNAs working in indigenous areas or areas with high concentrations of indigenous migrants. Therefore, the Wiñari Project designed a specific methodology for this problem in these areas, which is why Wiñari Project activities complement those of other programs aiming to prevent and eradicate child labor in Ecuador.

The available statistics on the NNA situation in Ecuador indicate the following:

- According to the Second Child and Adolescent Labor Survey conducted in 2006,<sup>4</sup> there are 3.9 million persons between age 5 and 17 in Ecuador. Close to 11% of these NNAs (728,000) constitute part of the economically active population. Of these NNAs, 64.1% (466,580) live in rural areas; the rest live in urban settings.
- It is common for NNAs engaged in child labor in Ecuador to be behind in school. It is also typical for this school delay to be more noticeable as NNAs grow up. According to the information obtained from the Standard of Living Survey conducted by the National Institute of Statistics and Census between 2005 and 2006,<sup>5</sup> only 56% of all children

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<sup>4</sup> Cited from PETI, page 24.

<sup>5</sup> Information provided by DYA in its presentation to the Wiñari Project evaluator.

between age 5 and 12 who work in Ecuador are at an age-appropriate educational level. This percentage decreases to 38% when NNAs between age 13 and 14 are considered, and further reduces to 28.2% when children between age 15 and 17 are concerned.

- School delays are more significant in the indigenous population than in the mestizo population throughout Ecuador. According to Table 1, while 56.3% of mestizo NNAs between age 10 and 17 are behind in school, the corresponding percentage of indigenous NNAs amounts to 20.1%.

**Table 1: Magnitude of School Delay NNAs Between Age 10 and 17**

Delay	Indigenous	Mestizo	Total
No delay	20.1%	56.3%	54.9%
1–2 years old	46.2%	28.2%	28.8%
3+	33.7%	15.6%	16.2%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: Prepared by DYA, based on the Standard of Living Survey, National Institute of Statistics and Census, 2005–2006.

- The Wiñari Project design started with a baseline study to understand the problem regarding indigenous NNAs engaged in child labor in Ecuador. From the beginning, the Wiñari Project has opted for a highly participatory approach regarding indigenous community members living in areas where it would operate. The baseline study was conducted with the participation of adolescents from the communities; they carried out surveying tasks and participated in the analysis of the gathered information. As observed in Table 2, most NNAs living in the area of influence of the Wiñari Project work and study (69.9%), while 15.0% only study.

**Table 2: Baseline Information—NNA Activities**

Activity Status	Total (%)
Work and study	69.9
Only work	15.0
Only study	13.3
Do not work or study	1.8
<b>Total</b>	<b>100.0</b>

Source: Baseline, Wiñari Project; Preparation: DYA/World Learning Technical Team, 2006.

Note: No significant differences were identified between the proportion of indigenous girls or boys who work.

- In relation to the activities performed by NNAs, 87% are engaged in agriculture and work on their own farm; the remaining 13% are engaged in agriculture (41%) or take care of animals (13.8%) as shown in Table 3.

**Table 3: Baseline—13% Work Outside of Their Community in the Following Activities**

Activity	%
Farming	41.0
Upkeep of animals	13.8
Construction	7.8
Commerce	7.4
Maid	6.0
Gardening	5.5
Community work	5.1
Workshops	5.1
Services	4.4
Other unspecified activities	3.9

Source: Baseline, Wiñari Project, DYA/World Learning Technical Team, 2006.

- Bilingual education for indigenous children in Ecuador is not only poor, but parents find it irrelevant for their children to such an extent that they prefer if NNAs work instead of study.
- According to these characteristics and the legislation in force in Ecuador, the Wiñari Project considers a child as working when this activity is carried out for more than four hours a day (28 hours a week) and/or such a child is involved in hazardous activities. In other words, per the Wiñari Project, if children work less than four hours a day in nonhazardous activities, they do not work.
- Based on the results of the baseline, the Wiñari Project initially defined<sup>6</sup> the following activities as hazardous:
  1. Handling chemicals or fumigation
  2. Handling or using fuels
  3. Cooking or coming into contact with fire, a fireplace, and smoke
  4. Using sharp tools
  5. Experiencing significant physical exertion or carrying heavy loads
  6. Caring for small children, the elderly, or the sick
  7. Caring for animals for more than three hours

<sup>6</sup> These hazardous activities have been modified based on the midterm evaluation, as recommended by the Project.

8. Using hazardous machinery (mechanical saws, shears)
9. Using firearms (shotguns, dynamite)
10. Working at night
11. Working on the street
12. Suffering accidents, bumps, or diseases as a result of work
13. Suffering mistreatment or abuse at work

Work and hazardous activities have been defined by the Wiñari Project, taking into consideration current legislation in Ecuador and respecting the culture of the indigenous peoples, as far as their customs respect the rights of NNAs. Given that the work performed by NNAs in domestic and field activities is considered formative and a means by which knowledge is transferred from parent to child, the eradication of child labor does not mean that NNAs may not perform any tasks, but that work is limited to four hours a day, provided that such activities are not hazardous. As shown in Table 4, NNAs considered in the baseline study have worked long hours from a very early age; they have worked 61 hours a week by the time they are adolescents.

**Table 4: Baseline Data—Work Intensity Among Children**

Age groups	Weekly average number of hours of work (7 days)				
	Work and study	Only Work	Only study	Do not work or study	Total
5	20.2	33.3	13.0	5.0	22.9
6–7	20.5	43.0	15.2	-	21.9
8–9	22.1	42.0	14.4	-	22.8
10–11	24.8	54.2	14.9	-	26.1
12–14	27.7	65.1	13.7	-	34.8
15–17	33.0	61.0	15.4	21.0	44.4
<b>Total</b>	<b>25.1</b>	<b>57.5</b>	<b>14.6</b>	<b>13.0</b>	<b>30.2</b>

Source: Baseline, Wiñari Project; Preparation: DYA/World Learning Technical Team, 2006.

Due to the employment situation and the poverty levels of families, many children did not attend school or, if they did, school was attended irregularly; this was why such children were behind in relation to their peers. The information in Table 5 shows that only 18.24% of NNAs were studying at an age-appropriate level according to the baseline study of the Wiñari Project.

**Table 5: Baseline Data—School Delay**

	<b>Total NNAs</b>	<b>Total NNAs (%)</b>
Appropriate level	372	18.24%
Tolerable delay (less than 2 years)	961	47.13%
Considerable delay (more than 2 years)	675	33.10%
No education	31	1.51%
<b>Total baseline</b>	<b>2,039</b>	<b>100.00%</b>

Source: Baseline, Wiñari Project; Preparation: DYA/WL Technical Team, 2008.

Based on this information, the Wiñari Project developed an education program featuring various components (strategies). All of these components were appropriately designed in accordance with the needs of the area of intervention, in order to prevent indigenous NNAs who are overage in relation to their corresponding educational level from entering child labor or to withdraw them from such activity; in other words, the assumptions of the model were adequate. It is worth mentioning that these components work as part of a system to prevent NNAs from entering child labor or to withdraw them from such activity through educational programs designed in accordance with the needs of NNAs. In such programs, each component plays a role, simultaneously complementing each other in such a way that the success of the program designed by the Wiñari Project is directly related to the implementation of all its components. Therefore, the implementation of just the education component, without the control or monitoring component or the community participation component, for example, would not produce the expected results. This aspect of the program designed by the Wiñari Project is of great importance, particularly when considering future efforts to replicate the project.

The most important components of the Wiñari Project are as follows:

### **Education Components with the Seven Main Programs**

- Immediate reinsertion.
- *Ciclo Básico Abreviado* (Abbreviated Basic Cycle or CBA), which includes the evaluation of skills and abilities and preparatory cycles.
- *Primaria Acelerada* (Accelerated Primary School or PA), which includes the evaluation of skills and abilities and preparatory cycles.
- After-School Assistance Program, which includes personality development activities.
- Improvement of the high school program at two schools.
- Additional attempts to reinsert and retain NNAs in schools, through summer school programs and practical workshops during Christmas.

- Improvement of the quality of education, through training of teachers and tutors, and preparation of teaching materials and educational materials suitable for each program of the education component.

### **Control and Monitoring Component**

- Student attendance.
- At-home verification of the reasons behind non-attendance and working conditions (home visits).
- Monitoring of working conditions.
- Attendance of classes with tutors and teachers, and compliance with the curriculum developed by the Wiñari Project.
- Evaluation of teacher, tutor, and technician performance in the Technical Committee Meetings held in the area (with the participation of community representatives).

### **Child Labor Value Changing Component (Awareness-Raising and Community Mobilization)**

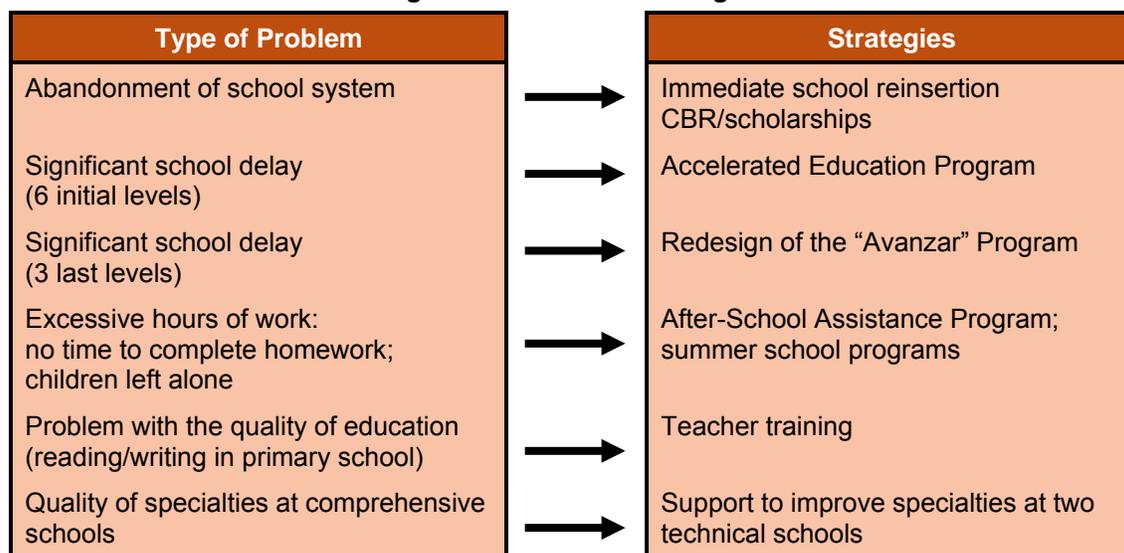
- Raising the awareness of parents, communities, school teachers, principals, officials from the bureaus of education, and community leaders.
- Public information and awareness-raising campaigns over the radio.
- Participation in national campaigns on child labor with other stakeholders.

### **Community Participation Component**

- In-project design.
- In-project management (through the local management committee).
- In the hiring and evaluation of teachers, tutors, and technicians (through the Local Management Committee).
- In the plan to render actions undertaken by the Wiñari Project sustainable.

It is worth pointing out that the education component of the Wiñari Project starts with an evaluation of the students' abilities and skills, and offers a remedial program to ensure the successful reinsertion of NNAs who have been working. The strategy of placing each student in the different educational components depends on each particular situation and is summarized in Figure 1.

Figure 1: Education Strategies



Source: Wiñari Project.

As observed in Figure 1, the education component of the Wiñari Project also includes the training of teachers and/or tutors whose tasks are accompanied by diagnostic, instruction, and evaluation guidelines, specifically prepared for each instruction level by the Wiñari Project. The students also receive teaching materials prepared by the Wiñari Project. This component is complemented by a monitoring and control component not only geared at class attendance and the employment situation of each NNA, but also the attendance and fulfillment of tasks performed by the teachers and tutors.

The accelerated education programs implemented by the Wiñari Project have been approved by the Ministry of Education. Therefore, when students participating in the Wiñari Project’s educational activities are performing at an appropriate level, they may be incorporated into the regular education system. The activities to improve the agricultural and livestock fields of study at both high schools where the Wiñari Project operates are the result of the progress made together with *Dirección Nacional de Educación Intercultural Bilingüe* (National Bureau of Bilingual Intercultural Education or DINEIB) in the curricular design and specialized course content.

Based on midterm evaluation recommendations, the Wiñari Project redefined potentially hazardous work activities, regrouping some of them and eliminating others as follows:

1. Fumigation and handling of chemicals or fuels
2. Working at night or in the early morning
3. Working on the street or begging
4. Use of sharp and pointy or hazardous tools by children under age 12

5. Transfer of heavy loads by children under age 12
6. Use of firearms (shotguns, dynamite)

The suggestion of the midterm evaluation to include the issue of child labor in bilingual intercultural education has been resolved with the production of teaching materials suitable for the areas of intervention. These materials consist of two publications: one for the Highlands and the other for the Amazon region (*Manuela y el Cóndor* and *Kuylluru y Duciro*); they are used in the first years of basic education and in the after-school assistance program. The materials have been very well received by NNAs that participate in the Project's activities; they constitute an effective means to raise awareness not only with regard to the priority of education over work, but also in relation to topics related to personal hygiene.

The Wiñari Project design started as a baseline study in the project's area of intervention, considers the needs inherent to indigenous NNAs with school delays, and is designed in an ad hoc manner pursuant to the particular needs of NNAs and the active participation of the communities in the project's area of intervention. Thus, the design is relevant for the cultural and economic context of Ecuador. The Wiñari Project is also designed within the framework of actions determined by PETI. The education plan implemented by the Wiñari Project has official value, as per the Ministry of Education, in and for Ecuador. Therefore, NNAs pursuing studies in the education plan implemented by the Wiñari Project can continue their studies in the regular programs offered by the Ministry of Education once they have caught up with their age group. These last two aspects show that the Wiñari Project is defined within the context of Ecuador's policies.

An interesting aspect of the Wiñari Project is that it has incorporated some existing initiatives into its design. The Wiñari Accelerated Education Program is based on the "Avanzar" program, which was previously implemented by *Instituto de la Niñez y la Familia* (Child and Family Institute or INFA) and was improved by the Wiñari Project technical team. Summer programs were also previously implemented by other projects, such as the Support Our Youth (SOY!) Project. The support to improve the fields of study at the two vocational schools is based on the experience of the Ávila School and the work done together with DINEIB to revise the curricular design corresponding to the Bilingual Intercultural High School Program and the course content per specialization.

Some of the most significant obstacles encountered by the Wiñari Project in its child labor prevention and eradication activities follow:

- It has been difficult to positively evaluate the work performed by NNAs in the project's areas of intervention from a cultural point of view.
- Parents have initially lacked trust in after-school activities since they doubted the learning process through recreational activities.
- Teachers who were not included in the project have shown a lack of support and professional jealousy.

- It has been difficult for teachers and tutors to work with some children requiring special education, given that the Wiñari Project was not designed to tend to their special needs.
- Work is being done during a time of significant changes, as well as the reorganization of the central government in Ecuador. This has led to changes in institutions (INFA became a government agency), programs, and personnel, which have affected the development of Wiñari Project activities.

## **3.2 LESSONS LEARNED/GOOD PRACTICES**

The experience of having commenced Wiñari Project activities with a baseline study to gather information on indigenous NNAs with school delays in the areas of intervention has had a positive impact on the project. First, it allowed the activities to be properly designed for the target population living in the areas of intervention. Second, this information allowed work to be defined, with the collaboration of indigenous organizations and the community, and for hazardous activities performed by children to be identified. Finally, the information was successfully used by the project in the awareness-raising campaigns on the importance of education over NNA labor.

The participation of the members of the indigenous organizations in the design, implementation, and management of Wiñari Project activities has contributed to the success of the project since community members have been committed to and have supported the project since the very beginning. Project members have also contributed their knowledge with respect to the indigenous culture. The fact that the same members of the indigenous organizations and the representatives of the DIPEIBs explained the primacy of education over NNA labor to other community members created an environment of trust and empathy with project activities.

The initial tests to evaluate the skills and abilities of students who return to school after a period of absence, in addition to the preparatory or remedial courses, have been very positive in terms of successful retention in and completion of the education programs. These activities have allowed students to recover not only abilities, skills, and study habits lost when they left school, but also their self-confidence and chances for success.

The improvement of the agricultural and livestock fields of study at the two high schools located in the project's areas of intervention has been effective in attracting adolescents working outside of their homes and/or farms. These adolescents earned money and contributed to the household. Offering an interesting educational alternative to the students and their parents, whereby they could improve their knowledge of agriculture and livestock, meant that they could contribute to the household in the medium term by acquiring better skills in activities similar to those that provide for their families. Adolescents participating in this program learn agricultural and livestock techniques to improve the production and commercialization thereof, benefiting the economic activity of their families and sparking interest to innovate. The adolescents participating in this program were quite motivated in their studies and were interested in pursuing more advanced areas of expertise in the future. It is worth mentioning that both high schools did not have the same degree of progress; the high school located in the Amazon region benefited from a previous experience, while the high school in the Highlands began the program

afterward since the Wiñari Project had unsuccessfully attempted to implement the program at another high school on a previous occasion. Nevertheless, both high schools showed progress during the final evaluation.

A problem that only arose in the Amazon region was the distance between the communities where the schools were and the communities where the students lived. Distance became a barrier, thus impeding access to the educational activities offered by the Wiñari Project. The implementation of the host family program in the areas where distance prevented adolescents from attending school turned out to be quite affordable and successful. The host family provided weekday accommodations for adolescents who lived far away and could not otherwise attend school, for a small payment (US\$10), products in-kind from the students' farms, and help with the younger family members' schoolwork. The students ate at school, which was overseen by a person hired by the Wiñari Project.

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## IV EFFECTIVENESS

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### 4.1 RESULTS

As mentioned in the above description, the Wiñari Project outlined three expected results in its original design:

#### 1. Raising awareness about the effects of child labor in education

The Wiñari Project has focused its awareness efforts through the following:

- A provincial radio program that was implemented after the midterm evaluation.
- Workshops with parents resulting in community agreements.
- Training of teachers, tutors, and local technicians.
- Its participation in the Christmas campaign to eradicate begging: “Child Beggars: No!”
- The execution of the “My Opinion Counts” program, together with the Children’s Forum.
- Work with NNAs at schools with teaching materials specifically designed by the Wiñari Project: *Kuylluru y Duciro* and *Manuela y el Cóndor*. These teaching materials have been incorporated into the first years of basic education, as well as the after-school program.

The results obtained are reported on an annual basis, which is why they were not incorporated into the technical report issued in March 2009. Therefore, only the most recently updated information available is presented in Table 6.

**Table 6: Expected Result 1—Raising Awareness About the Effects of Child Labor in Education**

Indicator	Goals as of September 2009	Achievements
1. Percentage of indigenous NNAs between age 12 and 17 who are familiar with child labor laws in Ecuador, recognize the negative consequences in their educational system, and identify hazardous activities in their local context.	80%	39.3% (August 08)
2. Percentage of parents who are familiar with child labor laws in Ecuador, recognize the negative consequences in their educational system, and identify hazardous activities in their local context.	70%	45% (August 08)
3. Percentage of teachers who are familiar with child labor laws in Ecuador, recognize the negative consequences in their educational system, and identify hazardous activities in their local context.	100%	100% (August 08)

Indicator	Goals as of September 2009	Achievements
4. Percentage of principals who are familiar with child labor laws in Ecuador, recognize the negative consequences in their educational system, and identify hazardous activities in their local context.	100%	48% (August 07)
5. Percentage of indigenous community leaders who are familiar with child labor laws in Ecuador, recognize the negative consequences in their educational system, and identify hazardous activities in their local context.	100%	165% (August 07)
6. Percentage of parents who believe education is more important than child labor (boys and girls under age 15).	70%	51.2% (August 08)
7. Percentage of teachers who believe education is more important than child labor (boys and girls under age 15).	100%	100% (August 08)
8. Percentage of principals who believe education is more important than child labor (boys and girls under age 15).	100%	77% (August 07)
9. Percentage of community leaders who believe education is more important than child labor (boys and girls under age 15).	100%	165% (August 07)

Source: Annex G, Wiñari Technical Report, March 2009.

With regard to Expected Result 1, it is worth mentioning that the Wiñari Project had already achieved the goals set forth for half of the indicators as of August 2008, pursuant to Table 6 above. The qualitative information gathered during the final evaluation shows that progress has been made with respect to the other indicators; it is expected that the Wiñari Project will achieve all of its goals by the end of the project through the activities scheduled in its work plan.

## 2. Implementation of educational opportunities in line with the needs of NNAs working in the project's area of intervention

The coverage of the Wiñari Education Program in its areas of intervention is detailed in Table 7.

**Table 7: Coverage of the Wiñari Education Program**

Program	Cotopaxi	Napo	Orellana	Pichincha	Tungurahua	Total
Abbreviated Basic Cycle	165	148	153	18	181	665
Regular Basic Cycle 1	49	-	-	15	19	83
Regular Basic Cycle 2	31	-	-	18	5	54
Regular Basic Cycle 3	14	-	-	-	-	14
After-School Program	1,900	1,237	560	311	1,006	5,014
Accelerated Primary School 1	11	25	20	4	29	89
Accelerated Primary School 2	34	53	29	3	40	159
Accelerated Primary School 3	76	106	83	12	101	378
<b>Total</b>	<b>2,280</b>	<b>1,569</b>	<b>845</b>	<b>381</b>	<b>1,381</b>	<b>6,456</b>

Source: Wiñari, Presentation by the Monitoring Officer.

The above information shows that, without taking into consideration the agricultural and livestock field of study improvement program, the program has provided 6,456 education services and that the after-school program has achieved the most coverage. This program, which was already recommended in the PETI (effective as of August 2008 until 2013) was not very openly accepted by parents in the beginning since learning was achieved through recreational activities and was considered a waste of time. Nevertheless, general satisfaction regarding this program was noted during the interviews conducted with parents in the final evaluation. The parents indicated that their children had learned to express themselves, were happy, and shared their joy with other household members; parents also stated that their children had learned to perform manual tasks, such as weaving, which would be greatly useful to them. In terms of child labor eradication and prevention, extending the school day has had an immediate effect on the number of hours during which NNAs could perform household and/or farm chores. During the evaluation, parents were asked if their children's return to school and after-school programs—which prolonged the school day—posed an inconvenience for them as far as household and/or farm chores were concerned. The responses obtained can be summarized as follows: upon observing the positive results in their children, parents were willing to take on the tasks previously carried out by NNAs.

The success of the Wiñari Education Program, in addition to the child labor prevention and eradication indicators, is also measured by the reduction in the number of hours worked by NNAs in the areas of intervention, as shown in Table 8.

At the beginning of the project, NNAs worked an average 15.18 hours a week, with youth older than 15 reaching 21.6 hours a week. However, these averages have only decreased to 7.2 and 8.88, respectively.

**Table 8: Reduction in Average Weekly Hours of Work, per Age and Province**

**According to the Registration Form**

Age	Cotopaxi	Napo	Orellana	Pichincha	Tungurahua	Total
Younger than 12	14.65	6.98	10.37	14.11	21.16	13.69
13–15	23.09	11.46	16.68	19.36	19.60	18.58
Older than 15	23.49	16.48	19.39	25.83	25.15	21.63
<b>Total</b>	<b>16.65</b>	<b>8.21</b>	<b>12.86</b>	<b>15.74</b>	<b>21.05</b>	<b>15.18</b>

**According to Monitoring as of March 2009**

Age	Cotopaxi	Napo	Orellana	Pichincha	Tungurahua	Total
Younger than 12	8.65	4.08	4.30	8.63	7.63	6.62
13–15	12.59	5.87	7.73	14.07	10.38	9.45
Older than 15	13.44	6.95	8.00	17.14	7.72	8.83
<b>Total</b>	<b>9.28</b>	<b>4.50</b>	<b>5.26</b>	<b>9.86</b>	<b>8.19</b>	<b>7.20</b>

Source: Information provided by the Wiñari Project Monitoring Officer.

While visiting Loreto during the final evaluation, the reduced number of girls attending school was notorious. This observation was verified with the data provided by the Wiñari Project regarding the CBA per province and gender, as shown in Table 9. Given this situation, a recommendation has been made to the Wiñari Project to work on gender issues in the Amazon region during the remaining time, before works conclude.

**Table 9: CBA Coverage, per Province and Gender (NNAs and Percentages)**

Gender	Province					General Total
	Napo	Orellana	Cotopaxi	Pichincha	Tungurahua	
Female	47 (32%)	42 (28%)	77 (47%)	8 (42%)	99 (55%)	273 (41%)
Male	101 (68%)	110 (72%)	88 (53%)	11 (58%)	82 (45%)	392 (59%)
<b>Total</b>	<b>148 (100%)</b>	<b>152 (100%)</b>	<b>165 (100%)</b>	<b>19 (100%)</b>	<b>181 (100%)</b>	<b>665 (100%)</b>

Source: Information provided by the Wiñari Project Monitoring Officer.

Due to the same reasons established in Result 1 in relation to the availability of information, Table 10 shows information as of August 2008. With respect to achievements, the Wiñari Project has already reached its goals for half of its indicators and in most cases has exceeded them; it also expects to achieve its other goals as of September 2009. Insofar as the sustainability of its activities is concerned, we recommend that the Wiñari Project pay special attention to school institutional plans.

**Table 10: Expected Result 2—Implementation of Educational Opportunities in Line with the Needs of NNAs Working in the Project's Area of Intervention**

	Goals as of September 2009	Goals as of August 2008
1. Number of older children who are three years behind and have overcome and/or reduced their severe school delay.	1,114	1,141
2. Number of children who have acquired the basic academic skills corresponding to their grade, course, or level.	1,114	997
3. Number of teachers who apply the methodologies taught in the training seminars and courses.	172	214
4. Number of school projects that have improved their classroom environment (spatial organization, facilities, educational material, and cleanliness).	23	72
5. Number of children participating in summer programs.	638	5,726
6. Number of home visits (services to retain children in the education system).	800	753
7. Number of schools with institutional plans.	23	8
8. NNAs registered in the bilingual areas of intervention.	No information	No information
9. Percentage of retention in the bilingual areas of intervention.	100.0%	92.3%
10. Completion of activities in the bilingual areas of intervention.	No information	100.0%

Source: Prepared based on the information exhibited in Annex G of the Technical Report, March 2009.

### **3. Incorporation of the issue of child labor in the agendas of indigenous institutions and organizations**

Since the beginning, the Wiñari Project has implemented a design in which indigenous community members have been involved and on which they have worked throughout each and every stage of the project. Young high school students from the communities located in the areas of intervention gathered baseline information and analyzed it. Child labor, as well as jobs and activities considered hazardous for NNAs, was defined with the participation of community members. Workshops to raise awareness among parents were held by community members; it is important to point out that these workshops concluded with community agreements about education and/or child labor. Finally, and equally important, the Wiñari Project Local Management Committees consist of indigenous community members and of DIPEIB representatives. The close participation of the indigenous communities in Wiñari Project activities is evident by observing the Wiñari Project NNA registration forms. In addition to DINEIB, INFA, and the Children's Forum, the following indigenous organizations appear on the forms:

- *Movimiento Indígena y Campesino de Cotopaxi* (Indigenous and Peasant Movement of Cotopaxi)
- *Movimiento Indígena de Tungurahua* (Peasant Movement of Tungurahua)
- *Federación de Organizaciones de la Nacionalidad Kichwa de Napo* (Federation of Kichwa Nationality Organizations of Napo)
- *Unión de Organizaciones Campesinas del Norte de Cotopaxi* (Union of Peasant Organizations of North Cotopaxi)
- *Organización de Comunidades Kichwa de Loreto* (Organization of Kichwa Communities of Loreto)
- *Federación de Comunidades y Organizaciones del Cantón Salcedo* (Federation of Communities and Organizations of Salcedo Canton)
- *Unión de Comunidades Campesinas de la Laguna* (Union of Peasant Communities of Laguna)
- Kipu

The representatives of indigenous organizations do not only participate in the hiring and evaluation of teachers and tutors during the Wiñari Project Local Management Committee, but are also members of the organization, along with the Wiñari Project regional coordinator, who is responsible for signing checks to cover project expenses in the area.

The extremely active participation of indigenous organizations in the design and implementation of the Wiñari Project has had a positive effect on community empowerment and awareness-raising among community members regarding the eradication/prevention of hazardous forms of

child labor, as well as the reevaluation of the primacy of education over child labor in these organizations.

The work performed with DINEIB is based on the Wiñari Project's participation in revising the curricular design corresponding to the Bilingual Intercultural High School and the course content per specialization. In practice, the Wiñari Project provides consultancy and successfully contributes to the implementation of the agricultural and livestock fields of study in the two high schools (Casahuala in the Highlands and Ávila in the Amazon region). DIPEIB representatives are active members of the Wiñari Project Local Management Committees.

The Wiñari Project has also worked in the network with CONEPTI and other organizations involved in child labor eradication/prevention in Ecuador. It participated in the National Forum for the Eradication of Child Labor in May 2008 and helped prepare the new National Plan for the Prevention and Progressive Eradication of Child Labor, which became effective as of August 2008 and shall remain in full force until 2013; the need to incorporate accelerated education programs for NNAs who are older than their corresponding school grades was incorporated therein, in addition to child labor prevention programs, which are similar to the after-school assistance programs implemented by the Wiñari Project.

Nevertheless, in accordance with the information established in Table 11, the Wiñari Project still needs to put forth additional efforts to ensure that these actions are incorporated into formal education and child labor policies and/or agreements in indigenous organizations and local governments. Per its work plan, everything seems to indicate that the Wiñari Project shall achieve its goals as of September 2009 through its scheduled activities.

**Table 11: Expected Result 3—Incorporation of Child Labor into the Agendas of Indigenous Institutions and Organizations**

Indicator	Goals as of September 2009	Achievements
1. Indigenous organizations participating in the project that have created child labor policies.	10	7 (August 08)
2. Child labor and education-related issues that have been incorporated into local government plans.	5	1 (August 08)
3. Indigenous child labor policies enacted by CONEPTI and the National Council for Children and Adolescents.	2	1 (August 08)
4. Agreements signed with DINEIB and the Hispanic Education Bureau.	5	5 (August 06)

Source: Prepared based on the information exhibited in Annex G of the Technical Report, March 2009.

## **4.2 LESSONS LEARNED/GOOD PRACTICES**

The after-school program was not openly accepted by parents in the beginning, since learning was achieved through recreational activities and, thus, was considered a waste of time. Nevertheless, general satisfaction with this program was noted during the interviews conducted with parents in the final evaluation. Parents indicated that their children had learned to express themselves, were happy, and shared their joy with other household members; they also stated

that their children had learned to perform manual tasks, such as with weaving, which would be greatly useful to them. In terms of child labor eradication and prevention, extending the school day has had an immediate effect on the number of hours during which NNAs could perform household and/or farm chores. The Wiñari Project believes that in the beginning it failed to clearly explain program benefits to parents.

The “My Opinion Counts” campaign was an effective awareness-raising tool for adults, since NNAs explained their perception of education and child labor to parents, teachers, local authorities, community leaders, and others. The participation of the children from the community, who commented on their difficulties and frustrations about the work they performed, contributed to the success of the awareness-raising campaign.

The “Child Beggars: No!” campaign during the Christmas season showed that, by educating the contributing public to refrain from encouraging begging, it could be stopped since it is not profitable to move to cities and abandon schools if money is not obtained.

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## V EFFICIENCY

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### 5.1 RESULTS

In this section, we shall analyze whether the project has used its resources efficiently; in other words, if it has wasted its resources while implementing the project. The information made available by the Wiñari Project and the local and national scope of two of its expected results—raising awareness about the effects of child labor in education and incorporation of the child labor issue in the agendas of indigenous institutions and organizations—do not allow a thorough analysis of resource use in relation to its results to be carried out, since the latter are not quantifiable. Nevertheless, hereunder you will find some observations with respect to the topic of efficiency that were able to be made with the limited information available.

In the beginning, the Wiñari Project made a commitment to withdraw 2,197 NNAs from child labor and prevent 4,127 from entering such activity during a four-year period, as well as to provide direct education services to 6,324 children. This number grew to 6,470 with the addition of 146 NNAs, thanks to the budget increase in 2006. As of March 2009, six months before concluding its activities, the Wiñari Project had already provided direct services to 6,812 NNAs, 5.3% more children than projected in its initial commitment. Furthermore, the Wiñari Project reports having withdrawn 4,520 NNAs from child labor, more than double its initial commitment, and preventing 2,219 NNAs from entering such activity; in other words, 53.8% of its initial commitment. Having achieved these results before the established time period serves as an example of the efficient use of the Wiñari Project's financial and human resources.

The result corresponding to NNAs prevented from entering child labor, which at first did not seem very favorable in relation to the achievements of the Wiñari Project, is a testament to its efficiency, if the data on child labor eradication is also analyzed. Most projects geared toward child labor eradication/prevention report a greater number of NNAs prevented from entering child labor compared with those withdrawn from it, since prevention is easier than withdrawal.

The results in terms of NNAs prevented/withdrawn from child labor, as far the Wiñari Project is concerned, are due to two reasons, both of which are linked to efficiency. The first is the selection process used by the Wiñari Project when choosing the areas of intervention. This emphasis allowed the project to be implemented in areas that had the following characteristics, among others:

- Overwhelming presence of indigenous population
- Presence of consolidated indigenous organizations
- High incidence of poverty
- Presence of children carrying out hazardous or dangerous agricultural activities and other hazardous forms of child labor

- Existence of barriers impeding access to, permanence in, and completion of school (serve phenomenon of overage children)
- Absence of other education and child labor programs

The second reason is the design of the entire system with different components, as previously explained. These components served as internal mechanisms to control and handle the intervention model, and were designed by the Wiñari Project with the specific purpose of attracting and retaining NNAs in school, including the following:

- Initial evaluation of the student's abilities and skills
- Preparatory or remedial course according to the evaluation results
- After-school assistance program (which includes personality development activities)
- Summer programs and practical Christmas workshops to prevent NNAs from engaging in child labor during the school vacation
- Host family program to provide accommodations to students who cannot attend school because of the distance
- Daily control of the attendance of students, teachers, and tutors
- Monitoring of the students' employment situation
- Daily follow-up and monitoring of project activities by the local technicians (role of liaison between the area coordinator, teachers/tutors, and parents)
- Presence of a coordinator for the Highland region and another for the Amazon region
- Creation and role of the management committees with community members
- Workshops to create awareness among parents

The Wiñari Project budget financed by USDOL, which shall be completely executed as of September 2009, amounted to US\$4,095,000; it allowed the project to provide direct services to 6,812 NNAs.

Given the way the Wiñari Project records its budget, there are only two ways to determine the cost per direct beneficiary. The first solely considers funds provided by USDOL and the accomplishments achieved by the Wiñari Project in terms of direct beneficiaries. Therefore, it is observed that the cost per direct beneficiary, as far as USDOL funds are concerned, amounts to US\$613.75. If the contribution made by its counterparts, World Learning (US\$39,939) and DYA

(US\$76,594), and a prize obtained by the Wiñari Project in a contest (US\$30,000)<sup>7</sup> are taken into consideration, as well as the contribution put forth by USDOL, the total cost amounts to US\$4,241,533, while the total cost per direct beneficiary is equal to US\$635.72. However, this cost per beneficiary is overvalued since the entire cost of the Wiñari Project is allocated to child labor prevention/eradication, when the project has not just one but three expected results.

The second way to determine the cost per beneficiary would be to consider the cost per expected result. Only the costs associated with the expected eradication/prevention result can be specifically taken into account, as is the case with Result 2: *Implementation of educational opportunities in line with the needs of NNAs working in the project's area of intervention*. Nevertheless, when the Wiñari Project reports the cost per each of its three expected results, it does not consider indirect costs and only accounts for a portion of the direct costs. Costs associated with Result 2 and reported by the Wiñari Project neither takes into account the salaries and fringe benefits received by key project personnel (the director, the education, and monitoring specialists) nor those of administrative personnel; neither do the costs consider the salary of the officer in charge of the project at the World Learning office in Washington, DC. Costs associated with transportation or per diem allowances for key and administrative personnel, office equipment, vehicles, the Wiñari Project's office expenses in Quito, monitoring and evaluation activities, personnel training, and consultancy sessions for the preparation of manuals were not considered as direct costs for Result 2. Therefore, the Wiñari Project reported that it directly invested US\$1,361,781 into Expected Result 2 as of March 2009, an investment associated with the implementation of educational opportunities; in other words, the average cost to implement the educational opportunities (Result 2) per direct beneficiary was US\$204.10. Despite the foregoing explanations, this figure is underestimated, since it does not consider all of the costs, not even all of the direct costs, given the fact that the consultancy sessions for the preparation of educational manuals should have formed part of this result's direct costs, although it was not recorded in this manner.

This information specifically tied to the Wiñari Project does not allow cost-efficiency to be analyzed, since such analysis either requires a point of comparison, such as a standard previously established by USDOL, or information on the results obtained by other similar projects. To determine cost-efficiency, USDOL could compare this cost per beneficiary with the cost obtained by similar projects it has financed in other countries.

With regard to the comparison USDOL could carry out between projects to determine cost-efficiency, it is worth considering that these results are influenced by exchange rate distortions that could exist in each country. Therefore, we recommend using compatible exchange rates, for which methodology is found in the annual publications of the *World Development Report*.<sup>8</sup>

Furthermore, during the interviews with other agencies engaged in procuring DYA services to replicate the Wiñari Project's methodology in Ecuador, it was expressed that, although the

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<sup>7</sup> Neither US\$867,044, nor US\$32,000 contributed by INFA and the Diners Club of Ecuador, respectively, has been considered since this money is directly related to a number of direct beneficiaries in addition to those financed by USDOL.

<sup>8</sup> See the Statistical Appendix of the *World Development Report* of the World Bank.

Wiñari Project’s methodology is more costly after comparing it with other similar interventions, it is also more effective.

As observed in Table 12, human resources and the Wiñari Project’s personnel structure have mostly consisted of tutors, teachers, and local technicians, in addition to administrative personnel to a lesser extent. For example, based on a total of 174 people who work for the project, 96 were tutors (55.17%), 29 were PA teachers (16.67%), 20 were basic cycle teachers (11.49%), and 12 were local technicians (6.9%), as per the information provided by the Wiñari Project in its third year of execution. All the above personnel were directly tied to teaching and/or school attendance monitoring. The strategy to decentralize administrative operations, thus obtaining four accountants, was appropriate given the distance between the project’s areas of intervention and the difficulties to access them. Centralizing financial and accounting operations would have delayed the project’s operations.

**Table 12: Human Resources—Wiñari Project (Year 3 of Project Execution)**

Personnel	Number of Persons	Percentage of Total
<b>Administrative</b>	<b>9</b>	<b>5.17</b>
Administrative/financial officers	1	0.57
Secretary	1	0.57
Guard	1	0.57
Drivers	2	1.15
Accountants	4	2.30
<b>Non-Administrative</b>	<b>165</b>	<b>94.83</b>
Project director	1	0.57
Education specialist	1	0.57
Monitoring and evaluation officer	1	0.57
Project coordinators	2	1.15
School specialization consultant	1	0.57
Basic cycle teachers	20	11.49
Accelerated primary school teachers	29	16.67
Tutors	96	55.17
Local technicians	12	6.90
Farm workers	2	1.15
<b>Total</b>	<b>174</b>	<b>100.00</b>

Source: Information provided by the Wiñari Project.

According to the information provided by the Wiñari Project, it received US\$1,050,755 (25.7%) in addition to the USDOL contribution during its four years. As shown in Table 13, World Learning and DYA contributed US\$39,939 and US\$76,594, respectively. The additional resources have been used by the Wiñari Project to cover a greater number of beneficiaries and

the increased costs generated by inflation in Ecuador. When consulted regarding whether this cost-sharing method was appropriate, the Wiñari Project answered affirmatively for all the items, with the exception of two. The project believes that it would have been better if the items concerning vehicles (purchase, maintenance, and fuel) and drivers had been budgeted and administered by DYA instead of World Learning.

**Table 13: Additional Income—Wiñari Project**

Organization	US\$
<b>Counterpart</b>	<b>116,533</b>
World Learning	39,930
DYA	76,594
<b>INFA</b>	<b>867,044</b>
<b>Cervantes</b>	<b>5,000</b>
<b>Diners</b>	<b>32,000</b>
<b>CITOTUSA</b>	<b>30,000</b>
<b>Total</b>	<b>1,050,577</b>

Source: Prepared based on the information provided by the financial officer.

The Wiñari Project’s monitoring system was designed to efficiently gather information on the work performed by NNAs participating in the project. The system features a pyramid structure and personnel in charge at each level. Attendance records are kept at the schools (for each classroom) and the non-attendance of students is recorded by the teachers/tutors daily. Monthly and quarterly information is also consolidated and handed over to the local technicians. Absence from school is locally monitored by local technicians, who visit parents when NNAs fail to attend classes. They also review quarterly records and are in constant communication with area coordinators to follow up and resolve any problem. The coordinators report to the project’s monitoring officer in Quito. This pyramid system requires students who fail to attend class to be monitored and followed up on a daily basis at the schools, despite the fact that information is formally gathered and the monitoring report is submitted to the Wiñari Project’s central office in Quito either every month, in the case of attendance, or every six months, in the case of the employment situation. For the monitoring system to work efficiently, the Wiñari Project has developed instruments to gather information as well as regulatory and procedural protocols for each level of the pyramid. Student attendance is recorded daily in the same log provided by the Ministry of Education.<sup>9</sup> Furthermore, the Wiñari Project has prepared the Monthly Attendance Monitoring Form, the Home Visit Form, the Quarterly Employment Situation Monitoring Form, and the Quarterly Academic Achievement Monitoring Form. For these reasons, and given that the system is efficient, the Wiñari Project did not implement the midterm evaluation recommendation, which suggested that monitoring should be carried out every three months instead of every six months, as it was previously done.

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<sup>9</sup> Ecuador’s National System of Educational Statistics “Internal School Records”—Republic of Ecuador—Provincial Bureau of Education.

## **5.2 LESSONS LEARNED/GOOD PRACTICES**

Implementing a selection process in order to determine the project's areas of intervention, as well as designing an intervention system with different internal control and monitoring components and mechanisms, have proven to be efficient strategies in achieving objectives in terms of child labor eradication and prevention through education. Thanks to the emphasis placed on its interventions, the Wiñari Project has even obtained better results in child labor eradication than in child labor prevention, a feat that is not very common in these types of projects, given the major difficulties resulting from child labor eradication.

The design system to monitor school attendance and work activities performed by the NNAs has been efficient. Its pyramid structure based on attendance and work activity records at schools—with mechanisms to control the teacher and NNA activities implemented by technicians locally, in addition to suitable printed materials—guarantees the timely follow-up of activities performed by students registered in the program and their permanence in schools.

## VI IMPACT

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### 6.1 RESULTS

The positive and negative changes produced by the project's impact on people's lives, the communities, and the country as a whole are taken into account when assessing such impact.

The Wiñari Project has most immediately impacted the lives of the project's direct beneficiary NNAs, which amount to 6,812 children to date. The Wiñari Project has given these indigenous NNAs with school delays an educational opportunity that did not previously exist; one that the students, parents, and community members value for both its education and human components. It has been repeatedly indicated during the final evaluation of the Wiñari Project that NNAs who have participated in the program now have self-confidence, have learned to express their ideas and feelings without fear, have regained confidence in their studies, and have acquired the desire to continue studying as much as they can, which, in many cases, means finishing college. A representative of the indigenous organization expressed that the community valued the fact that, thanks to the Wiñari Project intervention, youth are being educated to eventually become community leaders.

The Wiñari Project has had an impact on the families and communities of its areas of intervention, where work performed by NNAs was previously given priority. The recognition of the value of education over long hours of work (many times associated with hazardous activities) and parent's desire to make time so that NNAs can study and attend additional activities (such as after-school programs, summer programs, and Christmas activities) are currently being observed; all of these activities have an immediate effect on child labor prevention and eradication.

The Wiñari Project has had an impact on teachers, tutors, technicians, and coordinators who have participated in its activities. They have not only been trained in imparting knowledge through high-quality teaching, but have also witnessed the fact that NNAs and their families who have participated in the project learn to prioritize education over child labor thanks to adequate education. The improvement of the quality of education has been focused on project activities and shall have a greater significance to the formal education in Ecuador, as long as the activities developed by the Wiñari Project are incorporated into the regular education system.

Each element of the education component of the Wiñari Project was designed appropriately for the needs of its target population: indigenous children with school delays in relation to their age. This shall permanently impact schools and communities located in the areas of intervention only if the Winari project is able to systematize and further disseminate its methodologies and results, as much as possible before the project's conclusion. One of the project's limitations has been the failure to disclose experiences among the different participating communities (parents, teachers, students, and community leaders). Nevertheless, there has been an exchange of experiences among Wiñari Project technical teams.

The participation of the Wiñari Project in national campaigns, such as the "Child Beggars: No!" campaign, which had great success during the 2008 Christmas season, has had an impact on the general population since it changed its approach toward begging. People previously contributed

to begging given that they tended to help out beggars during seasons immediately before and after Christmas. The campaigns' success has taught us that if people stop contributing to child beggars, the latter are not motivated to move from the countryside to the city to beg. It is worth mentioning that child begging is quite common in Ecuador to the point that rural schools are practically empty around the Christmas season.

Only two negative impacts related to the implementation of the Wiñari Project have been observed. Both have to do with the creation of very high expectations in the population living in the area of influence. By presenting a suitable and attractive educational methodology for indigenous NNAs with school delays, some indigenous communities not considered in the original design were still interested in participating in the project, thus creating a sense of exclusion. Furthermore, parents and community members participating in the Wiñari Project have acknowledged being worried about the future of their children's education when project activities conclude. Parents have been reluctant to allow their children to participate in educational activities outside of the Wiñari Project, since they consider education in Ecuador to be poor and inadequate for the needs of NNAs with school delays. Both impacts could be corrected, as far as Wiñari Project replication and technical and financial sustainability are achieved.

The process by which the Wiñari Project's methodology shall be transferred to INFA has been impeded by the reorganization of this entity, which has become a government agency. This conversion has led to a reorganization of personnel, thus affecting Wiñari Project operations since many of its employees no longer work in the organization. INFA has already assigned a new focal point in its main office, and the coordinators of the areas of intervention have not changed, which should have a positive impact when transferring the methodology. Nevertheless, the economic crisis affecting Ecuador has also had an impact on INFA's availability of resources (immediate limitation on resources to execute the budget proposed for 2009), and DYA has been requested to manage the programs and finance of all INFA efforts in Tungurahua and Cotopaxi. This could, nonetheless, affect the transfer of Wiñari Project methodologies, given that replications cannot be completely transferred (methodology) as long as implementation activities are not undertaken by INFA personnel.

The economic crisis is affecting a number of government agencies, especially those involved in child labor, such as C ONEPTI, whose Technical Secretariat has suffered due to a lack of financial resources. The lack of cash in Ecuadorian government entities could make it much more difficult to execute the budgets proposed for 2009, thus becoming a challenge for the Wiñari Project in relation to the sustainability of its activities.

## **6.2 LESSONS LEARNED/GOOD PRACTICES**

Successful projects such as the Wiñari Project, which has presented an education alternative that is not only effective for child labor prevention and eradication, but is also attractive and accepted by the indigenous NNAs with school delays, creates expectations in the population, thus becoming a possible pillar of the sustainability of the Wiñari Project, despite the fact that such expectations cannot be fulfilled in a four-year project. The success of the Wiñari Project and the acceptance of its activities by indigenous organizations, community members, parents, and all

project participants is a sign that awareness is being raised and that communities are committing themselves to achieve the sustainability of their activities through the appropriate and complementary actions indicated in the following section.

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## VII SUSTAINABILITY

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### 7.1 RESULTS

From the point of view of the Wiñari Project, its sustainability proposal consists of the following two levels:

1. At the community and indigenous organization level with a monitoring, registration, and school attendance system.
2. At public institutions level, transferring the Wiñari Project's methodology to them to be replicated in other areas with similar educational and child labor problems. First, the methodology shall be transferred to INFA, followed by the Ministry of Education.

The active participation of the indigenous communities and organizations in the design and implementation of the Wiñari Project has not only raised awareness in the population in relation to the child labor issue, but has also created an important commitment in relation to project sustainability. However, the Wiñari Project needs to provide these communities and organizations with technical support during the remaining time. Technical support during this time will (1) develop a monitoring, registration, and school attendance system; and (2) will provide them with consultancy in order to secure local financial support with the objective of ensuring the continuance of Wiñari Project activities and achieving long-term sustainability (insofar as child labor eradication/prevention is concerned) through education appropriately designed for the problems these NNAs are facing. In the interviews conducted, parents have constantly expressed their concern with returning to the regular education system upon conclusion of the Wiñari Project activities; indigenous community leaders have also expressed their commitment at meetings held with stakeholders to look for alternatives to prove sustainability to Wiñari Project activities.

As mentioned above and in terms of the sustainability of its activities, work is pending with the Wiñari Project to implement formal policies and/or agreements with indigenous organizations and local governments, insofar as education and child labor are concerned. Furthermore, institutional plans, which are also still pending, need to be finalized at schools. In this regard, it is worth pointing out that the Wiñari Project work plan includes activities that aim to achieve these goals and are proposed to be developed after the final project evaluation.

As of the final evaluation, the Wiñari Project had provided technical consultancy to INFA to replicate its methodology. However, as indicated above, INFA is not able to totally implement Wiñari Project activities. Furthermore, DYA had already signed agreements with the United Nations Children's Fund (UNICEF), Telefónica/ProNiño, and Holcim S.A. to implement the Wiñari Project's methodology. DYA has scheduled other replications in the areas of El Oro and Guayas for 2010.<sup>10</sup> These replications, although quite important short-term efforts, do not transfer knowledge as to project methodology, *per se*, since DYA is in charge of the implementation thereof (unless INFA was participating in each and every stage of its

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<sup>10</sup> One of the duplication lists is found in Exhibit G of the technical progress report issued in March 2009.

implementation). As of the final evaluation, neither INFA, nor any of the nongovernmental organizations were able to implement a program similar to the Wiñari Project without the participation of DYA. Furthermore, duplications managed by DYA (one of the organizations in charge of executing the Wiñari Project) could lead to a conflict of interest for such an agency with respect to the transfer of the Wiñari Project's methodology to the Ministry of Education.

The Wiñari Project shall become sustainable in the medium and long term when the methodology is transferred to the Ministry of Education with the participation of INFA, as proposed by the project in its initial sustainability proposal. Wiñari Project activities have already been recognized by the Ministry of Education, and the Wiñari Project has worked with DINEIB on designing the curriculum for the Bilingual Intercultural High School Program and the course content per specialization. The Wiñari Project still needs to engage in activities to disclose its achievements and transfer the methodology to the Ministry of Education. The Wiñari Project has shown that it is possible to eradicate and prevent child labor by providing adequate education for indigenous NNAs with school delays for their age. In other words, if the long-term objective is to have an education program that eradicates and/or prevents child labor in Ecuador, the Ministry of Education is responsible for assuming the technical and financial sustainability of the Wiñari Project activities. Although it is currently a government agency, INFA is trying to solve the problem regarding the lack of adequate education for indigenous NNAs with school delays by means of the Wiñari Project replications. Nevertheless, these actions correspond to the Ministry of Education. If such a ministry undertakes to implement the Wiñari Project's educational activities, INFA's role, for example, would be to accompany the activities aimed at creating awareness of child labor and support summer and Christmas programs.

As for the sustainability of the Wiñari Project, its favorable aspects consist of the existence of appropriate legislation for the prevention and eradication of child labor, in addition to a political situation consisting of the reorganization of the central government. A decision to support families by eliminating barriers impeding access to education, such as registration fees, textbook costs, and (in some cases) the costs resulting from school uniforms, has been made about education. With respect to the quality of education, the government recently decided to carry out a national teacher evaluation and training program, despite the strong opposition from some teachers' unions. This situation, together with the current structure of the Ministry of Education and the economic crisis affecting Ecuador, generates challenges about the sustainability of the project.

## **7.2 LESSONS LEARNED/GOOD PRACTICES**

The active participation of the indigenous and community organizations in Wiñari Project activities has naturally become one of the pillars needed to sustain its activities: the awareness-raising among community members and their commitment to the project.

## VIII RECOMMENDATIONS

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### Wiñari Project

- While visiting Loreto during the final evaluation, the reduced number of girls attending school was noticeable. This observation was verified with the data provided by the Wiñari Project regarding the CBA, per province and gender. Thus, the following recommendation has been made to the Wiñari Project: work on gender issues in the Amazon region during the remaining time, before works conclude.
- During the time remaining and through the activities scheduled in the project's Work Plan, complete all required activities to achieve the expected goals in Objectives 1, 2, and 3 of the project. As for the sustainability of the project's actions, we recommend that the Wiñari Project place special emphasis on the following: institutional school plans, the preparation of child labor policies in the indigenous organizations participating in the project, and the incorporation of education and child labor issues in local government plans—an example of the latter being the enactment of municipal ordinances regulating child labor in agricultural activities.
- Ensure the sustainability of Wiñari Project activities in the indigenous communities, by providing advice on the search for financial resources and technical support in order to implement a printed reference manual to monitor educational and child labor activities in the community.
- Systematize the methodologies and results of the Wiñari Project with the objective of disclosing them extensively. This disclosure must go beyond the Wiñari Project's methodology duplications, which may be implemented in the short term. The duplicated efforts already put forth by the Wiñari Project (INFA) and DYC (UNICEF, ProNiño, and Holcim, S.A.) constitute short-term initiatives that only resolve problems aimed at specific zones but fail to provide long-term sustainability to the Wiñari Project. As recommended in the midterm evaluation, the Wiñari Project must attempt to institutionalize education initiatives in the Ministry of Education and DINEIB and refrain from focusing its sustainability on INFA since it is not the latter's responsibility to maintain the Wiñari Project's educational methodology, despite the fact that it is the national institution in charge of handling child-related policies. INFA's role is to accompany and support the entire Wiñari Project's educational design in order to prevent and eradicate child labor. However, only the Ministry of Education, together with INFA, is able to provide long-term sustainability. Therefore, the final evaluation of the Wiñari Project ratifies the recommendation made during the midterm evaluation, in the sense that duplicated efforts on the part of INFA and other institutions constitute a short-term strategy to increase project coverage. Nevertheless, this must not replace the progressive institutionalization of the Wiñari Project's methodology by the Ministry of Education, together with INFA.

- The results of the Wiñari Project demonstrate that preventing and eradicating child labor has responded to an alternative form of education, appropriately designed for the target population of the aforementioned project. Therefore, we recommend the following: take advantage of the political situation in Ecuador (restructuring of the central government; decision to support families, eliminating barriers preventing access to education, such as registration fees, textbook costs, and in some cases, costs resulting from school uniforms; decision to evaluate and train teachers nationwide; among other aspects) in order to transfer the Wiñari Project's methodology to the Ministry of Education, thus emphasizing the fact that it is aimed at indigenous children engaged in child labor who have stopped studying and are too old to return to their age-appropriate school grade. Therefore, the Wiñari Project, together with other stakeholders involved in the eradication and prevention of child labor (such as CONEPTI), needs to come together with high-ranking officials of the Ministry of Education. As part of its responses to the recommendations established in the midterm evaluation, the Wiñari Project seems to understand that its methodology should be disseminated through DIPEIB representatives in Wiñari Project Management Committees. This needs to be complemented with a more direct involvement of the Wiñari Project at the Ministry of Education.

### **Future USDOL Projects**

- Use the successful experiences of the Wiñari Project, implementing its best practices, and duplicating its intervention model for indigenous children who are older than their corresponding educational level.
- Keep in mind that the Wiñari Project model consists of a series of interventions, the replications of which must do the following:
  - Consider the model as a whole with each and every one of its components.
  - Start as a baseline study to analyze the economic, social, cultural and educational conditions in the area.
  - Define child labor in each of the areas of intervention, as per the results of the baseline study, and determine hazardous forms of child labor while respecting cultural aspects and NNA rights.
- Avoid changing the Wiñari Project's definition of *hazardous forms of child labor*, as much as possible once the project has started and NNAs are registered in the database. If this is unavoidable, we recommend that USDOL provide technical advice regarding how the database may be modified in accordance with the new definition.
- Provide direct technical support on the definition of indicators and/or the USDOL reporting method. The Wiñari Project, even in the final evaluation stage, expressed confusion about the best time to report an NNA as withdrawn or prevented from child labor. The fact that, over the four-year project term, children withdrawn from child labor may for a variety of reasons return to such a activity constitutes one of the problems detected by the Wiñari Project monitoring system. Nevertheless, no mechanisms exist to

update the database, because the NNA in question was already reported as withdrawn at such time and, in accordance with USDOL indications, this report cannot be modified. Another problem detected by the Wiñari Project monitoring system is that there are NNAs who have not yet been withdrawn or prevented from child labor but are rather in the process of being withdrawn or prevented. The Wiñari Project has been working with the *in the process of withdrawal* concept, but it indicates that there is a void of information, as there is no indicator for NNAs *in the process of prevention*.

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## IX CONCLUSIONS

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The Wiñari Project constitutes a successful educational intervention to withdraw indigenous NNAs who have fallen behind in school from child labor and prevent them from entering such activity. The Wiñari Project's success is the result of its design and the manner in which it was implemented. Its design started as a baseline study on the reality of indigenous NNAs engaged in child labor and living in the project's areas of intervention; it was developed with the active participation of community members. Therefore, such design has summarized the educational needs of this population while respecting the cultural aspects of the areas of intervention. The Wiñari Project has been designed as a comprehensive model with suitable components and appropriate monitoring and control mechanisms to keep NNAs in school, withdrawing them from child labor, and preventing them from re-entering it. Furthermore, the project was implemented thanks to the active participation of the indigenous community members and DIPEIBs in the management of its activities.

Although the Wiñari Project has had successful results, the strategy to render its actions sustainable proposes solutions that only expand short-term coverage. Long-term or medium-term sustainability shall be obtained as long as Wiñari Project activities are transferred to the Ministry of Education in Ecuador with the support of INFA. The Wiñari Project's position has been to transfer such activities to INFA; nevertheless, this entity, despite ensuring the protection of children in Ecuador, is not responsible for providing education in the country. It is worth noting that the problem of child labor goes far beyond the lack of a suitable educational offer; the success of the Wiñari Project shows that high-quality education suited to the needs of indigenous children who have fallen behind in school is an appropriate mechanism to eradicate and prevent child labor. Given that the Wiñari Project design goes beyond the education component, the participation of INFA is key when considering the educational activities the Ministry of Education could carry out in the areas with a high incidence of child labor. Awareness-raising campaigns, the incorporation of education and child labor policies in indigenous organizations and municipalities, as well as summer and Christmas programs constitute activities that INFA could oversee.

As of the date of the final evaluation, the Wiñari Project has supported three of the four original goals corresponding to USDOL projects. It has contributed to increasing awareness of the importance of education for all children, and it has mobilized a significant group of individuals to improve and expand education structures in Ecuador. Furthermore, it has strengthened formal and alternative education systems that motivate working children and those at risk of engaging in child labor to attend school. The Wiñari Project has also contributed to strengthening institutions, as well as education and child labor policies in Ecuador. During the time remaining, until the conclusion of its activities, the Wiñari Project shall be responsible for ensuring the long-term sustainability of its activities.

The successful experience of the Wiñari Project should be systematized and replicated in other locations. It is important to keep in mind that duplications shall be successful only if they commence as baseline studies, providing the information needed in order to adapt the model to the reality, in which it shall be applied. The definitions of labor, which limits indigenous NNAs rights to education, as well as the list of hazardous activities, result from the analysis of

information obtained during the baseline study in each area. The success of the Wiñari Project's implementation methodology is also based on the active participation of the indigenous communities throughout the stages of the project. Finally, it is important that the replications consider the Wiñari Project's methodology as a whole, whereby each of its components fulfills an essential function to withdraw indigenous NNAs from child labor and prevent them from entering such activity through education programs.

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# ANNEXES

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## **ANNEX B: DOCUMENTS REVIEWED**

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- Project Document under USDOL and World Learning Inc. Cooperative Agreement
- Midterm Evaluation Report
- Technical Reports: March 06, September 06, March 07, September 07, March 08, September 08, and March 09
- Correspondence related to the Technical Reports
- Logical Framework
- Project Performance Monitoring Plan (PMP)
- USDOL—Project Reviews
  - Profile by Ana Alsan: Funds for the Fiscal Year 06 budget increase
  - October 20 08: World Learning Inc. and D YA become associates of the Project instead of subcontractors
  - February 2009: Reassignment of the budget and procurement of authorization to use it in a different manner
- Corporation for the Promotion of Exports and Imports (CORPEI)—National Plan for the Prevention and Eradication of Child Labor (PETI): 2008–2013
- National Council for Children and Adolescents—Code of Children and Adolescence, published by means of Law 100 on January 3, 2003
- ILO Convention 169 on Indigenous and Tribal Peoples in Independent Countries; see [www.ilo.org/ilolex/cgi-lex/convds.pl?C169](http://www.ilo.org/ilolex/cgi-lex/convds.pl?C169)
- ILO Convention 138 concerning the Minimum Age for Admission to Employment
- Convention 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms Of Child Labor

### **Documents Provided by the Wiñari Project**

1. *I think and have fun: Teachers' guide*—Wiñari Project
2. *I think and have fun: Students' workbook*—Wiñari Project

3. Diagnostic Tests—Curricular Skills: Adapted language and math tests for the beginning of the 6th level (7th level, EB), 7th level (8th level, ES), 3rd level (4th level, EB), and 2nd level (3rd level, EB)
4. Basic Functions: Application guide, evaluation, and basic teaching recovery instructions for students at the Project's education centers who exhibit learning difficulties
5. Screening Tests: Application guide, evaluation, and basic teaching recovery instructions for students at the Project's education centers who exhibit learning difficulties
6. Mental Maturity: Application guide, evaluation, and basic teaching recovery instructions for students at the Project's education centers who exhibit learning difficulties
7. *Kuylluru y Duciro* text
8. *Manuela y el Cóndor* text
9. Basic Functions: Application guide, evaluation, and basic teaching recovery instructions for students at the Project's education centers who exhibit learning difficulties
10. Module demonstration set (some cycles)
11. The same log from the Ministry of Education is used for student attendance every day. National System of Educational Statistics. "Internal School Records"—Republic of Ecuador—Provincial Bureau of Education
12. Different attendance and NNA employment situation monitoring forms: Monthly Attendance Monitoring Form, Home Visit Form, Quarterly Employment Situation Monitoring Form, and Quarterly Academic Achievement Monitoring Form
13. NNA registration form
14. Documents concerning the after-school program:
  - "After School Assistance Program Training Manual"
  - "After School Assistance Program Follow-Up Manual"—DYA
  - "Weekly Tutor Follow-Up Guide"—DYA (tutors are not necessarily university graduates). This guide contains a methodology and instruments so that the work achieved by the tutors can be efficiently developed.
15. Information obtained from the baseline study
16. Documents submitted to the Ministry of Education
  - Ministerial resolution officially recognizing the Accelerated Basic Education Program

- Resolution issued by the Bilingual Intercultural Education Bureau of officially recognizing the Accelerated Basic Education Program
- Conceptual document of the program presented to the Ministry of Education for program approval

17. Financial portfolio submitted by Paola Villota

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# ANNEX D: TERMS OF REFERENCE

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## TERMS OF REFERENCE

for the

Independent Final Evaluation of

### Wiñari: Combating Exploitative Child Labor Through Education in Ecuador

Cooperative Agreement Number:	E-9-K-5-0052
Financing Agency: Grantee Organization: Dates of Project Implementation:	U.S. Department of Labor World Learning, Inc. and DYA September 30, 2005 to September 29, 2009
Type of Evaluation:	Independent Final Evaluation
Evaluation Field Work Dates:	May 25 to June 5, 2009
Preparation Date of TOR:	May 20, 2009
Total Project Funds from USDOL Based on Cooperative Agreement:	US\$4,095,000
Vendor for Evaluation Contract:	Macro International, Inc., Headquarters 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## I BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), a n a gency of t he U .S. D epartment of L abor (USDOL). OCFT a ctivities inc lude re search on international c hild labor; supporting U.S. government policy on i nternational c hild labor; a dministering and ove rseeing cooperative agreements w ith organizations w orking to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, t he U .S. C ongress ha s a ppropriated ove r \$72 0 million to U SDOL f or e fforts t o combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical c ooperation projects f unded by U SDOL r ange f rom t argeted a ction programs i n specific s ectors of w ork t o m ore comprehensive pr ograms t hat s upport n ational e fforts t o eliminate t he w orst forms o f c hild labor as de fined by I LO C onvention 182. U SDOL-funded child labor elimination projects generally seek to achieve five major goals:

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

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

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

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs:<sup>12</sup>

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

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

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<sup>12</sup> In 2007, the U.S. Congress did not direct USDOL's appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated \$60 million for child labor elimination projects through a competitive process.

## 2. Child Labor Education Initiative

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

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

### *Other Initiatives*

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

## **Project Context**

While child labor has declined substantially in Latin America and the Caribbean in recent years, there are still 5.7 million working girls and boys who are under the minimum age for employment or are engaged in the worst forms of child labor. In Ecuador, exploitation of children through illegal labor practices is a significant problem. The largest percentage of working children between age 5 and 17 years are found in rural areas of the sierra, or highlands, followed by the Amazon, and urban coastal areas.<sup>13</sup> In rural and jungle areas, children perform agricultural work for their families or work in plantations.<sup>14</sup> In urban areas, children beg on the streets, work in commerce selling candies and newspapers, or provide services as messengers, domestic servants, shoe shiners, garbage collectors, and recyclers.<sup>15</sup>

USDOL has supported numerous initiatives in Ecuador, having devoted over \$11.1 million since 2003 to combat child labor in the country.<sup>16</sup> Thousands of children have been withdrawn or prevented from the child labor practices. Among USDOL funded projects was a \$4 million Timebound Program, implemented by ILO-IPEC, which ended last year, and complemented the Government's plan to eliminate the worst forms of child labor in the country. The project targeted 2,120 children for withdrawal and 2,880 children for prevention from exploitive labor in

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<sup>13</sup> USDOL, 2007 Findings on the Worst Forms of Child Labor Ecuador, <http://www.dol.gov/ilab/programs/ocft/PDF/2007OCFTreport.pdf>.

<sup>14</sup> Ibid.

<sup>15</sup> Ibid.

<sup>16</sup> USDOL, "Project Status – The Americas." <http://www.dol.gov/ilab/programs/ocft/project-americas.htm>

the banana and flower sectors, and commercial sexual exploitation. USDOL also funded a \$3 million, 4-year initiative by Catholic Relief Services, which also ended last year, to combat exploitive child labor through access to quality education. The project withdrew 1,192 children and prevented 6,486 children from working in the banana and cut flower industries.<sup>17</sup>

The Government of Ecuador is actively involved in these and other initiatives to combat child labor. The law sets the minimum age of employment at 15, and specifically calls for children to be protected in the workplace and against economic exploitation, including against trafficking, prostitution, pornography, and the forced use of illegal drugs and alcohol.<sup>18</sup> The country has also ratified the relevant international agreements on child labor, including ILO Convention 182.<sup>19</sup> The Ministry of Labor has 27 child labor inspectors operating in 22 provinces who have received continuing training from the ILO.<sup>20</sup>

The Government of Ecuador has allocated \$135,000 under its Social Action Agenda to combat child labor in garbage dumps and landfills, to combat trafficking of children for begging, and to improve the inspection system.<sup>21</sup> The work of the National Committee for the Progressive Elimination of Child Labor (CONEPTI) has been declared a political priority and focus at the Ministry of Labor.<sup>22</sup> The Government also supports education programs that contribute to the withdrawal or prevention of children from exploitive labor.<sup>23</sup> The new Constitution, approved in September 2008, prohibits child labor, and civil society organizations and international donors are engaged in eliminating child labor in Ecuador. For instance, Fundación Proniño is funding initiatives implemented by NGOs.

The Government of Ecuador participates in the MERCOSUR “Niño Sur” (“Southern Child”) initiative to defend the rights of children and adolescents in the region. The initiative includes unified public campaigns against commercial sexual exploitation, trafficking, and child labor; mutual technical assistance in adjusting legal frameworks to international standards on those issues; and the exchange of best practices related to victim protection and assistance.<sup>24</sup> The Government also participates in a \$2.1 million global SIMPOC project funded by Canada with technical assistance from ILO-IPEC.<sup>25</sup>

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<sup>17</sup> *Project SOY! Combating the Worst Forms of Child Labor through Education in Ecuador*, Technical Progress Report, September 2008.

<sup>18</sup> USDOL’s 2007 Findings on the Worst Forms of Child Labor, Ecuador. <http://www.dol.gov/ilab/programs/ocft/PDF/2007OCFTreport.pdf>

<sup>19</sup> ILO-IPEC, National Report on the Child Labour Survey in Ecuador, 2001. <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=5171>

<sup>20</sup> Ministry of Labor, Government of Ecuador, Written comments provided to DOL, December 19, 2008.

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

## **Wiñari: Combating Exploitative Child Labor Through Education in Ecuador**

On September 30, 2005, World Learning and DYA<sup>26</sup> received a 4-year Cooperative Agreement worth \$4 million from USDOL to implement an EI project in Ecuador, aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the original four goals of the USDOL project, which were:

1. Raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures;
2. Strengthen formal and transitional education systems that encourage working children and those at risk of working to attend school;
3. Strengthen national institutions and policies on education and child labor; and
4. Ensure the long-term sustainability of these efforts.

In FY06, World Learning and DYA received an additional \$95,000 from USDOL to work on trafficking in children for the purpose of begging in the provinces of Cotopaxi and Tungurahua. World Learning and DYA were awarded the project through a competitive bid process. As stipulated in the Cooperative Agreement, the project targets 2,197 indigenous children for withdrawal and 4,127 indigenous children for prevention from work in three geographic areas: Sierra, Amazonia and Quito. In the Sierra and Amazonia, the project focuses on children engaged in agriculture; in Quito, on children engaged in informal commerce and trafficking for child begging. Approaches to be utilized include awareness raising campaigns, accelerated education programs for over-age students, flexible distance education combined with weekend schooling, summer academic programs, teacher training, active bilingual-intercultural curriculum enhancement, and collaborate activities with other stakeholders.

The Goals and Objectives of the Wiñari project are:

Reduce the number of child laborers in the indigenous population by increasing their enrollment in school, reducing their hours of work or removing them from work. The project's objectives are:

- Raising awareness about the effects of child labor;
- Working with formal and alternative educational systems to promote better educational opportunities for child laborers and families;
- Strengthening national institutions and policies; and
- Forming strategic alliances to ensure sustainability.

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<sup>26</sup> DYA was originally a subcontractor, but became a USDOL grantee with Project Revision No. 6, in December 2008.

## **Midterm Evaluation**

A midterm evaluation was conducted from November 10 to November 22, 2007 by Dr. Dwight Ordoñez, an independent international consultant. The evaluation consisted of a document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; site visits (observation) in Quito, Pichincha, Cotopaxi, Tungurahua, Orellana and Napo; and a stakeholder workshop.

The midterm evaluation found that the project had, by that time, achieved the majority of its original objectives and goals. Although the majority of the project's child beneficiaries continued to work, the project did have noticeable effects on reducing the number of hours worked by children and the number of indigenous child beneficiaries (living mainly in rural areas) who work above a threshold of 28 hours per week. Educational initiatives implemented by the project were found to have made significant contributions to improving educational quality in schools. The evaluator also found improved school attendance, reintegration, and educational advancement of child beneficiaries at project sites. The project had also been successful in raising the profile of the problem of child labor in the indigenous sector. The evaluation found that the project had made progress in creating a model to address the eradication of child labor in the indigenous population.

However, shortcomings of the project were also found in the midterm evaluation. The program's effect on child labor of a dangerous nature was limited. The evaluator found deficiencies in the project's monitoring and evaluation (M&E) capabilities, strategies outside of the educational intervention, the project's ties to the Hispanic education system, and its efforts at financial and project sustainability.

The main recommendations from the midterm evaluation were:

- Conceive of a more precise definition of dangerous work.
- Outline a media communication and direct intervention strategy around children, parents and communities to focus on eradication of dangerous child labor.
- Record and monitor youth's labor activities on a quarterly basis.
- Strengthen ties with the Hispanic educational system and apply project methodology to schools within the system.
- Seek validation of curricular initiatives and materials validated within the Intercultural Bilingual Education (EIB) system.
- Introduce the topic of child labor into the EIB system.
- Intensify actions aimed at increasing the involvement of all Provincial Board of Intercultural Bilingual Education (DIPEIB) field staff in project technical activities and supervision, with a view to facilitating the subsequent transfer of responsibility to them.

- Strengthen actions aimed at ensuring the financial sustainability of its interventions and the inclusion of project activities in Government's strategies related to improving educational quality and coverage and eradicating dangerous child labor.

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

OCFT-funded projects are subject to midterm and final evaluations. The Wiñari: Combating Exploitive Child Labor Through Education in Ecuador project went into implementation in September 2005 and is due for final evaluation in 2009.

### **Scope of Evaluation**

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with World Learning and DYA. All activities that have been implemented during September 2005 to the time of the evaluation should be considered. The evaluation should assess the achievements of the project in reaching its targets and objectives as outlined in the cooperative agreement and project document.

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

### **Final Evaluation Purpose**

The purpose of the final evaluation is to:

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so;
2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL;
3. Assess the intended and unintended outcomes and impacts of the project;
4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors; and
5. Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations.

The evaluation should also provide documented lessons learned, good practices, and models of intervention that will serve to inform future child labor projects and policies in Ecuador and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL,

World Learning and DYA. Recommendations should focus around lessons learned and good practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

## **Intended Users**

This final evaluation should provide USDOL, World Learning and DYA, other project specific stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation and its impact on project beneficiaries. The final report will be published on the USDOL website, so the reports should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

## **Evaluation Questions**

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

### ***Relevance***

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Have the project assumptions been accurate?
2. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e. poverty, lack of educational infrastructure, lack of demand for education, etc) Has the project been successful in addressing these obstacles?
3. Is the project design appropriate for the cultural, economic, and political context in which it works?
4. How has the project fit within existing programs to combat child labor and trafficking, especially government initiatives?
5. How did the project adjust implementation and/or strategy based on the findings and recommendations of the midterm evaluation?
6. What other major design and/or implementation issues should be brought to the attention of World Learning, DYA, and DOL?
7. How have child labor initiatives carried out by the government and other organizations incorporated the participatory methodology developed by the project?

8. After the midterm evaluation, how has the project refined its monitoring system to track and report accurate information on withdrawal and prevention, particularly related to the worst forms of child labor?
9. How has the project reconciled cultural ideas about child labor within the communities with the ILO Conventions, particularly Conventions 169 and 182?
10. How has the project ensured that teachers and tutors carry out the project activities, including the reporting of data and following the curricula developed by the project?
11. Have the awareness-raising strategies adopted since the midterm evaluation been effective in the different communities where the project operates?
12. How receptive has the Ministry of Education been to approving the accelerated basic and secondary education programs carried out by the program? How successful has the project been in preparing beneficiaries for entry and retention into the formal education system?

### **Effectiveness**

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

1. Does the project design seem to be adequately supporting the four EI goals? If not, which ones are not being supported and why not?
2. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?
3. Assess the effectiveness of the “direct action” interventions, including the education interventions provided to children (i.e. awareness raising campaigns, accelerated basic and secondary education program for over-age students, flexible distance education combined with weekend academic/technical school, summer academic strengthening and recreation programs, active bilingual-intercultural curriculum, and support for returning students). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?
4. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking.
5. Assess the effectiveness of the specific models (the Intercultural Bilingual Education Model System, nontraditional high school models, and the Avanzar non-formal education model) on increasing educational opportunities, creating community ownership,

increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.

6. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (agriculture, informal commerce and trafficking for child begging)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?
7. Are there any sector specific lessons learned regarding the types and effectiveness of the services provided?
8. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not? How does the project monitor work status after school and during holidays?
9. What are the management strengths, including technical and financial, of this project?

### **Efficiency**

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

1. Is the project cost-efficient?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Was the monitoring system designed efficiently to meet the needs and requirements of the project?
4. What has the impact of cost-sharing and leveraging been in the success of the project? Has the cost-sharing provided by World Learning and DyA been adequate?

### **Impact**

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

1. What appears to be the project's impact, if any, on individual beneficiaries (children, parents, teachers, etc)?
2. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?

3. What appears to be the project's impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc)?
4. What appears to be the project's impact, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
5. Have the budget modification and the extension of after-school programs in some sites had an impact on the effectiveness of the project?
6. Given that INFA, formerly INNFA, has become a government agency recently, how could this change have an impact on the project's sustainability? How could the project help INFA build capacity?
7. How could the recent changes in the bilingual education system impact the project's sustainability?
8. How could the fragile economic situation affect the sustainability of the project?
9. What has the role of indigenous communities been in the success of the project?

### ***Sustainability***

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

1. Were the exit strategy and sustainability plan integrated into the project design? Will it likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?
3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?
4. What have been the major challenges and opportunities, if any, of maintaining coordination with the host country government, particularly (the Ministry of Economic and Social Inclusion, the Ministry of Labor and Employment, the Ministry of Education, the National Committee for the Progressive Eradication of Child Labor, and the Provincial and National Boards of Intercultural Bilingual Education), as well as other government agencies active in addressing related children's issues?
5. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO-IPEC?

6. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
8. Will the National Institute for Children and Families (INNFA), the Ministry of Education, monitoring systems, and other committees/groups and systems created by the project be sustainable?
9. Will the monitoring systems created by the project be sustainable?

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

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

#### **A. Approach**

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

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

## **B. Final Evaluation Team**

The evaluation team will consist of:

1. The international evaluator
2. One member of the project staff may travel with the team to make introductions.

The international evaluator is Maria Antonia Remenyi. She will be responsible for developing the methodology in consultation with Macro and the project staff; conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

## **C. Data Collection Methodology**

**This evaluation comprises seven steps:**

1. Document analysis and preparation for the visit: includes review of project documents, preparation for the country visit and phone interview to World Learning contact official in the USA.
2. Preparation of a question matrix
3. Fieldwork: includes visits to Quito, Cotopaxi, Tungurahua, Orellana and Guayaquil.
4. Stakeholders' meeting: after the field visits, on June 5th, 2009, a stakeholders' meeting will be conducted to present the main findings.
5. Preparation of a draft report
6. Revision of draft report after review by USDOL, the project staff, and other stakeholders
7. Preparation of the final report

### **1. Document Review**

- Pre-field visit preparation includes extensive review of relevant documents
- During fieldwork, documentation will be verified and additional documents may be collected
- Documents may include:
  - Project document and revisions,
  - Cooperative Agreement,
  - Technical Progress and Status Reports,

- Project Logical Frameworks and Monitoring Plans,
- Work plans,
- Correspondence related to Technical Progress Reports,
- Management Procedures and Guidelines,
- Research or other reports undertaken (baseline studies, etc.), and
- Project files (including school records) as appropriate.

## **2. Question Matrix**

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

## **3. Interviews with stakeholders**

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

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Technical Officials and Local Government Technical Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative

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

The evaluator will visit a selection of project sites. The evaluator will visit the project intervention areas in Quito, Cotoxachi, Tungurahua and Orellana. Due to distance and time constraints the evaluator will not visit the project site at Tena. The evaluator will also travel to Guayaquil, to visit a project where the Wiñari methodology is being implemented by other institutions. A total of six days (plus travel time) will be devoted to visiting these locations. In each place, the evaluator will observe the activities and outputs which the project has developed. The evaluator will also meet with people responsible for implementing the project, as well as those involved in the project's activities: school principals, teachers, students, and parents. The evaluator will meet with local authorities as scheduled by the project staff.

A total of four focus groups will be conducted with children and parents in Cotoxachi and Orellana.

##### **a. Focus Groups with Children**

The objective of the focus group with the children is to identify the educational and productive activities in which they are participating and to understand their perceptions of the activities. The groups will consist of no less than 8 children and no more than 12. The exercise will be conducted without the presence of any member of the project (including the school principal, teachers, or any other staff). The children will be selected randomly by the evaluator.

##### **b. Focus Group with Parents**

The objective of the focus group with the parents is to understand the parents' knowledge of the project's activities and their perceptions of their children's education and of child labor generally. The groups will be formed with no less than six parents and no more than 12. In the case of the parents, the focus group members will be selected by the project site coordinator, since these parents must to be notified in advance to attend the focus group. The exercise will be conducted without the presence of the project director, any teachers, or any other members of the project.

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

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

## **E. Stakeholder Meeting**

Following the field visits, on June 5, 2009, a stakeholders' meeting will be conducted by the evaluator which brings together the national implementing partners and other stakeholders. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during the evaluator's fieldwork.

The meeting will be used to present the evaluator's initial major findings and any emerging issues, to solicit recommendations, and to obtain additional information and comments from stakeholders, including those who were not interviewed individually earlier. The evaluator will prepare for the meeting by focusing on the main findings and conclusions of the field work, and identifying any issues that require clarification or additional information.

The agenda of the meeting is:

- 9:00–9:30 Registration of participants
- 9:30–9:40 Welcome to the meeting by María Gloria Barreiro and introduction of participants
- 9:40–10:40 María-Antonia Remenyi's presentation of preliminary main findings of the evaluation: "Principales logros y retos del Proyecto Wiñari a Mayo 2009"
- 10:40–11:00 Coffee break
- 11:00–12:00 Questions, comments and feedback from the stakeholders
- 12:00–12:30 Final remarks from María Antonia Remenyi

## **F. Limitations**

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

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

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

## G. Timetable and Workplan

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

Activity	Responsible Party	Proposed Date(s)
Phone interview with DOL and Grantee Staff/ Headquarters	Macro, DOL, Grantee, Evaluator	April 27
Desk Review	Evaluator	April to May
Question Matrix and Instruments due to Macro/DOL	Evaluator	
Finalize TOR and submit to Grantee and DOL	DOL/Macro/Evaluator	May 18
International Travel	Evaluator	May 23
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	May 24-25
Field Site Visits	Evaluator	May 25 to June 3
Prepare for National Stakeholder Meeting	Evaluator	June 4
National Stakeholder Meeting	Evaluator	June 5
International Travel	Evaluator	June 6
Draft report to Macro for QC review	Evaluator	June 19
Draft report to DOL for 48 hour review	Macro	June 24
Draft report	Evaluator	
Draft report released to stakeholders	Macro	July 1
Comments due to Macro	DOL/Grantee & Stakeholders	July 15
Report revised and sent to Macro	Evaluator	July 29
Revised report sent to DOL	Macro	July 31
Final approval of report	DOL	August 7
Finalization & distribution of report	Macro	August 28

## IV EXPECTED OUTPUTS/DELIVERABLES

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

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

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

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

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

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

**After returning from fieldwork, the first draft evaluation report is due to MACRO on June 19, 2009, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on July 29, 2009, as indicated in the above timetable. All reports including drafts will be written in Spanish. The final approved report will be translated into English.**

## **V EVALUATION MANAGEMENT AND SUPPORT**

Macro International, Inc. has contracted with Maria-Antonia Remenyi to conduct this evaluation. Mrs. Remenyi is a PhD candidate in economist with over 20 years of experience in economic development, mostly in Latin American and Caribbean countries. She has worked as a researcher and consultant for USDOL and USAID, as well as the Pan American Health Organization, the World Bank Group, and the World Health Organization on issues such as health economics, child labor and assessment of social projects. In 2006 she conducted the midterm evaluation of Project SOY, another Child Labor Education Initiative in Ecuador; in 2008, she also conducted the final evaluation of this project. The contractor/evaluator will work with OCFT, Macro, and relevant World Learning and DYA staff to evaluate this project.

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

Macro International, Inc. or its subcontractors should contact Maury Mendenhall, Senior Technical Specialist (202-408-5420 ext. 613 9 or [maury.mendenhall@worldlearning.org](mailto:maury.mendenhall@worldlearning.org)) to initiate contact with field staff. The primary point of contact for the project in Ecuador is María Gloria Barreiro Riofrío, Project Director ((593-2) 2 271 202 or (593-2) 2 46 9 563 or [MaríaGloria.Barreiro@worldlearning.org](mailto:MaríaGloria.Barreiro@worldlearning.org) and [magola@hoy.net](mailto:magola@hoy.net)).