



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

PROGRESSIVE ERADICATION OF CHILD LABOR IN GRAVEL PRODUCTION, SAMALÁ RIVER, RETALHULEU, GUATEMALA

(GUA/01/51P/USA)

A Mid-Term Evaluation Report

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EXECUTIVE SUMMARY

The main conclusions and recommendations of the Mid-Term Evaluation of the project “Progressive Eradication of Child Labor in Gravel Production in the Samalá River Basin, Retalhuleu” are the following:

1. CONCLUSIONS

General Conclusion:

Regarding the progress made toward meeting the Development Objective: “The project will contribute to the progressive eradication of child labor in gravel production in Retalhuleu, Guatemala”, it may be stated that this has been satisfactory since a significant advance in the project’s 4 Immediate Objectives has been achieved despite a considerable delay in achieving the economic alternatives objective:

- Through access to several educational options, a total of 370 children were removed from work in gravel production, either totally or in part, in 2003; this complies with 80% of the set goal, which consisted of 390. In addition there has also been improvement in the children’s health, which has also contributed to achieving this objective.¹
- Progress in improving the gravel-producing families’ income is in the stage of establishing the basis for the development of productive and/or business projects.
- Regarding awareness raising and social mobilization, there are numerous sectors that have learned about the problems related to child labor, and, moreover, that have assumed a commitment to support the initiatives.
- In relation to the improvement of the educational system, the implementation of the Scholarships for Peace program has managed to reduce the cost of educating their schoolchildren for parents, and a good many teachers have been trained.

Specific Conclusions:

The conclusions are grouped according to the four areas evaluated, as well as in relation to the issues analyzed in each of the areas.

Relevance and Validity:

- 1.1 The project is relevant because it contributes to eradicating child labor in gravel production through the application of its components. Its relevance increases even more in face of the economic crisis of coffee production sector, and the increase of unemployment in the region.

¹ Out of the 370 children that have benefited from the project, 342 were children between 5-14 years old and 28 were between 15-18 years old. These figures are based on project reports and field verification visits by the evaluation team. Even though it is impossible to state that all these children are not working at all (since families might still use them during periods of high demand or during crisis), it is fair to say that, as most of the work in gravel production is done during school hours (in the morning), the success of the project in enrolling and retaining children in the educational system is immediately translated into a dramatic reduction of the working hours.

- 1.2 The application of the Poverty Reduction Strategy at the municipal and provincial levels, as well as the Law for the Integral Protection of Children and Adolescents, are factors that may contribute to the project's sustainability.
- 1.3 The strategy proposed in the project is relevant for the various public institutions involved which are responsible for dealing with the issue of child labor, although some may lack the needed political will and/or have budgetary limitations that are obstacles to assuming this responsibility.
- 1.4 The 2001 Baseline Information and the lessons learned in the implementation of the First Phase were used to design the project. Yet, they were not used to implement the Second Phase, as the General Coordination and CEIPA believed that the previously gathered information had numerous gaps and was incomplete. Therefore, the necessary information had to be compiled for the project.
- 1.5 The project's design has logical coherence in general terms, but some activities, outcomes, and indicators need to be revised.

Implementation:

- 1.6 There was a long time breach of almost 20 months between the completion of the First Phase and the beginning of the Second Phase of the project, partly due to the bureaucratic approval process of the Action Program, which caused difficulties for the start of the Second Phase. These difficulties included the loss of credibility among the authorities and institutions, distrust and skepticism among the population, as well as breakdowns in CEIPA's planning and budget and in the execution of the four components of the Action Program.
- 1.7 The project has managed to capture important resources from several State institutions which support achieving the desired outcomes. There are also several processes in progress whose outcomes need to be completed. Nevertheless, several negotiations have not been successful, due to stated budget limitations at the institutions in question.
- 1.8 The participation of community, parents, and children has been promoted, and they have all played an important role in the project's implementation, yet it is necessary to consolidate their organization and to develop their capabilities.
- 1.9 The project's implementation in its diverse components by the staff hired by two different institutions (IPEC/ILO and CEIPA) has worked well in practice, although a better definition of functions, responsibilities, and procedures is needed.
- 1.10 The administrative and planning procedures of the Sub-Regional IPEC/ILO Coordinating Office affect in part the project's implementation as far as the time and effort required to comply with them, but the main reason for the wait for fund disbursement to be carried out is CEIPA's delay in presenting the Technical Reports for their revisions and approval.
- 1.11 In order to enhance and enrich the work yet to be done, it is necessary to promote a larger exchange of experiences among the executing agencies of the several IPEC/ILO projects that are being implemented in Guatemala.
- 1.12 CEIPA's experience in the areas of child labor and children's rights is its main strength. One weakness is its limited resources for hiring the personnel needed to implement the project. Regarding the partner organizations, their main strength is having the resources that can be channeled toward projects for poor families; their main weakness is the upcoming change of

administrative authorities due to the 2003 governmental elections. This could have negative implications for the relations established and commitments acquired.

- 1.13 The project has not had a direct relationship with other NGOs in Guatemala which work on the issues of child labor or children's rights, yet CEIPA as an institution maintains these ties.
- 1.14 CEIPA's delay in presenting the Technical Reports to be submitted every four months has an impact on the disbursement of funds, and this also affects the carrying out of activities.

Effectiveness and Efficiency:

- 1.15 By providing several educational options to children, it has been possible to reduce the amount of time that a significant number of children must work in gravel production. Regarding education, the main outcomes have taken place in elementary education. The efforts to care for children ages 0 to 3 have not yet materialized, but some achievements have been reached regarding pre-school children ages 4 to 6. In addition, some progress has been made in the education of teenagers, but there are limitations regarding their vocational training.
- 1.16 In health, the main achievement has been the training of a group of 22 health promoters in 12 communities, who will be the triggering factor for community health-related actions.
- 1.17 Regarding economic alternatives, despite the delay in beginning them, progress has been made toward inter-institutional cooperation, the training of community groups, the implementation of small productive and/or business projects, and the proposal of several productive and/or business project alternatives. These alternatives are setting the foundation promoting these kinds of projects, and thus generate income for the families.
- 1.18 Related to awareness raising and mobilization, it has been possible to disseminate the issue of child labor through several kinds of mass media. Moreover, it has been possible to coordinate with several public institutions in order to get their support. The most important achievement for 2003 was to include the issue of child labor in the political agenda through public forums and discussions with the candidates. At these gatherings, children explained their problems and proposed solutions. This was done after they had analyzed them with student representatives from several educational institutions.
- 1.19 The project has proposed a child-labor monitoring system which, due to the importance it has for the achievement of the outcomes, still requires further preparation and development.
- 1.20 Regarding the stated objective for the improvement of the educational system, teachers have been trained in several topics. Furthermore, the Scholarships for Peace have been used to reduce the costs of education for the families involved.

Sustainability

- 1.21 The sustainability perspective for the outcomes to be achieved in the several components varies depending on both the project's capacity, and that of the community organizations, to lobby and negotiate with the new authorities of the partner institutions, as well as on their political will and any budget constraints that could arise.
- 1.22 The sustainability of the various components of the project depends on the following key elements:

- The community's organized participation and the development of their capabilities to handle the different components.
 - Organizing children and teenagers to participate as new agents of change
 - The commitment of the local authorities, which translates into actions and resources in favor of the community's development
 - The support provided by the mass media to raise awareness and for social mobilization
 - The identification, knowledge, and commitment of several acting participants in relation to the issue of child labor and children's rights
 - Strengthening of the inter-institutional coordination and cooperation
- 1.23 It is necessary to create the conditions for the project's sustainability. To do so, the project itself, together with the organizations in the community, has to define the strategies for community organizations to appropriate the process, develop their capabilities, and become even more involved in the building of relations with public and private institutions, to present proposals, negotiate, and obtain the support necessary to contribute to the eradication of child labor in gravel production.
- 1.24 The delay in the implementation of the economic alternatives component affects the sustainability of the outcomes achieved by the other components.

2. RECOMMENDATIONS

The body of the report makes specific recommendations in the various areas and issues evaluated. This chapter summarizes these recommendations, grouping them in terms of the strategies and lines of action that the project has to undertake in 2004 in order to achieve both the immediate and development objectives, and to ensure the sustainability of the outcomes.

Reduction of Child Labor Through Access to Several Educational Options and Health Services, and Through the Improvement of the Educational System:

- 1.25 Analyze the feasibility of several options to care for children between 0 and 6 years old, and then implement the option that is given highest priority.
- 1.26 Continue negotiations regarding the Scholarships for Peace program, in order to expand scholarship coverage with the participation of parents, and provide support for the creation and training of School Boards and/or parents' associations to administer them.
- 1.27 Seek solutions for vocational training for teenagers ages 15-17 with the support of public and private institutions.
- 1.28 Create scholarships and other support programs must so that students in general, and those in basic education, may finish their studies.
- 1.29 Support accelerated education program for adolescents who have not completed elementary school.
- 1.30 Continue the training of teachers in order that they may give better educational attention to working children.

- 1.31 Assure greater gender equality with regard to access to education.
- 1.32 Promote a preventive approach in community health through support for the actions of group of community health advocates regarding health education and disease prevention.
- 1.33 Negotiate with the municipal authorities and other institutions for a larger investment in health infrastructure and environmental sanitation.

Steps for Improvement of the Economic Income of Gravel-Producing Families:

- 1.34 Set as a goal a 20%-increase in the current average monthly income of gravel-producing families, passing from Q.516 to Q.620
- 1.35 Strengthen the economic alternatives component by hiring a person who can support the implementation of the productive and/or business projects.
- 1.36 Seek better coordination of the other project's components in relation to their support for this component.
- 1.37 Procure additional resources to support this component from public and private institutions, both national and international.
- 1.38 Clearly define the use of the Revolving Fund, and establish the mechanisms to recover the loans.
- 1.39 Continue supporting the families at Pomarrosal in their resettlement by clearly stating the project's support and emphasizing that the community is mainly responsible for negotiating and solving the problems that may arise.

Awareness Raising and Social Mobilization for the Eradication of Child Labor:

- 1.40 Strengthen the institutional relations at the national and local levels, especially with the newly elected authorities who will assume power in 2004.
- 1.41 Involve more representatives of community organizations to negotiate and lobby with the institutions.
- 1.42 Seek the support of IPEC/ILO National Office and the Sub-Regional Office to lobby the national authorities.
- 1.43 Maintain communication, awareness, and motivation of parents and community organizations with respect to the issue of child labor and children's rights.
- 1.44 Design a strategy with the mayors and deputies to monitor the commitments made during the public forums held.
- 1.45 Create a social communicators' or spokespersons' network to support the project's activities.

Create the Conditions for Sustainability:

- 1.46 Plan a strategy to train the different community organizations, as well s to give them support, strengthen their structure and operations, carry out their coordination and their legal and social recognition as entities that represent their communities before the municipal and provincial

authorities, and to effect their integration within entities such as the Community and Municipal Development Councils and the Municipal Commissions for Children and Teenagers.

- 1.47 Provide systematic formation and training for the project's staff and that of related institutions regarding children's rights, child labor, and other relevant topics, so as to enable them to better carry out their activities.
- 1.48 Strengthen and expand inter-institutional relations, as well as their coordination and cooperation, at the municipal, provincial, regional, national, and even international levels in order to assure the sustainability of the processes after the project has ended.
- 1.49 Analyze with the donor entity the possibility of their contributing to a monitoring phase or an extension of the project for at least another year in order to consolidate the outcomes obtained and assure its sustainability.

1. INTRODUCTION

1.1. Background

Working within IPEC's action framework in Guatemala, the project's First Phase was implemented from June 1998 to January 2000, and was made possible with the support of the Government of Spain. The project's purpose was to reduce child labor in gravel production in the province of Retalhuleu. The target population consisted of about 150 families that worked in gravel production on the margins of the Samalá River in the province of Retalhuleu. These families were from 12 communities in the area that belong to four municipalities: San Sebastián, Santa Cruz Muluá, San Martín, and San Felipe.

During this First Phase, the general strategic guidelines, the intervention components, the intervention area, and the target population were established, which together with their variants, have been applied in the Second Phase. The project's Second Phase extends from December 2001 to November 2004 and has the financial support of the United States Labor Department (USDOL). The time span elapsed between the conclusion of the First Phase and the start of the Second Phase, almost 22 months, had a negative impact since there was no adequate monitoring or continuity, despite the fact that several activities related to the project took place.

The main achievements and difficulties of the First Phase, by component, may be summarized as follows:

- a. Education: Of the 418 gravel-producing children, 240 joined the project and were enrolled in school in 1999. Of those 240 children enrolled in school, 73% passed on to the next scholastic grade level, 14% repeated the grade, and 13% dropped out. In 2000, 301 children were enrolled in school, and up to October 2000, only 5% had dropped out. Of the 240 children enrolled, it is estimated that 121 (50%) completely stopped working in gravel production, while the other half still combined school and work. Due to financial constraints, it was not possible to grant scholarships or school lunch vouchers to all target children.
- b. Health: Community health promoters were trained. They implemented health-related activities such as health fairs and campaigns to promote good nutritional habits. Although 3 community drugstores were opened, two could no longer get inexpensive subsidized medications, so they had to start charging the market prices.
- c. Economic Alternatives: By means of a Revolving Fund, 40 loans were granted for diverse productive projects. Unfortunately, recovery was low (16% to May 2001). This component failed because no market or feasibility studies were done, nor was monitoring or technical assistance provided to the loan beneficiaries. Another project consisted in facilitating the purchase of a gravel crusher by a group of 13 people. This project failed and these people ended up in debt and had to sell the machine.
- d. Awareness Raising: Through the radio, television, press, and by working directly with the community, it was possible to raise the awareness of a large segment of the population regarding the problems related to child labor in gravel production, as well as to create a social communicators network to disseminate the information about child labor.
- e. Child Labor Monitoring System: As no funds had been assigned, an independent monitoring system was not established to prevent children from entering the labor market. On the other hand, children's school achievement was monitored through regular inquiry and visits made to the teachers and school authorities.

As of November 2001, CEIPA took charge of administering 800 Scholarships for Peace assigned through an agreement between the Ministry of Education and IPEC/ILO. The scholarships of Q.300 each (about \$37.50) were granted to both children working in gravel production as well as others not involved in it; all were from populations served by three schools; two in the municipality of Santa Cruz Muluá, and the other in the municipality of San Felipe.

As of December 2001, IPEC/ILO hired the project's General Coordinator, and as of that date, the donor, the United States Department of Labor (USDOL) considers the project's Second Phase had started. It will last a total of 36 months, concluding in November 2004.

The project's Second Phase has the following objectives:

Development Objective: To contribute to the progressive eradication of child labor in gravel production in the Samalá River Basin, Retalhuleu, Guatemala.

Immediate Objective 1: By the end of the project, child labor in gravel production is to be reduced by means of:

- i) Access to education and vocational training, and
- ii) Access to health and sanitation services by reducing the health-related costs that could be a contributing factor to child labor.

Immediate Objective 2: By the end of the project, families in the target population are to have increased their household income.

Immediate Objective 3: By the end of the project, the local and national authorities, the target communities, and the general public would have increased their knowledge and awareness regarding child labor, especially regarding children in gravel production, and would have mobilized initiative to support the eradication of child labor.

Immediate Objective 4: By the end of the project, the educational system would have improved as a consequence of the on-going efforts undertaken for the eradication of child labor in gravel production in Retalhuleu.

1.2 Evaluation Methodology

This is a formative evaluation external to the project, and was done after completing almost two years of its implementation, from December 2001 to October 2003. Its purpose is to evaluate, by means of an independent analysis, the activities carried out since the beginning of the project, the project's relevance, the progress reached regarding the different proposed objectives, and the efficiency of its execution, as well as to determine the probability of achieving its objectives, and to recommend actions to assure their achievement and the sustainability of the outcomes.

The evaluation methodology included the following stages:

Desk review:

Desk review included the revision and analysis of the technical documentation of the project, such as the documentation related to the First Phase: evaluations, the baseline study, the summaries, the technical progress reports, the donor reports, work plans, databases and census revision, budgetary information, and other documents provided by CEIPA and the coordination staff. Other related documents consulted included the National Report on Child Labor in Guatemala, the National Plan for the Prevention and Eradication of Child Labor and Protection for Working Adolescents, and the Qualitative Study of Child Labor in Guatemala, as well as other documents about the social, economic, and political reality of Guatemala.

During this stage, aspects and questions related to evaluation, definition of indicators, preparation of data gathering instruments, and formulation of a detailed Work Plan for the fieldwork stage were revised and prioritized.

Fieldwork:

Given the time available for fieldwork—two weeks—and the nature of the information required for the mid-term evaluation, the decision was made to emphasize the use of qualitative methods to gather and analyze the filed data, and complement it with a quantitative analysis based on the project’s documents.

Structured and semi-structured interviews were held with the main entities involved, both from institutions and the communities, including the beneficiaries themselves, in order to gather their opinions and observations about the project. The staff members hired by IPEC/ILO and by CEIPA in charge of the implementation of the various components of the project were interviewed:

IPEC/ILO Staff and their Responsibilities:

- Linda Ferris General Coordinator
- Carlos Monzón Child-Labor Monitoring Coordinator
- Rafael Batres Child-Labor Monitoring Promoter
- Nancy Hermosilla Child-Labor Monitoring Promoter
- Ana Belén Castillo Child-Labor Monitoring Promoter
- Víctor Hugo Hernández Economic Alternatives Coordinator
- Julio Fernando Batz Economic Alternatives Technician

CEIPA’s Staff and their Responsibilities:

- Ricardo García Institutional Coordinator
- Luz del Carmen Castro Education/Awareness Raising Technician
- Rony Quiroa Education/Awareness Raising Technician
- Aura Cárdenas Health Technician
- María Eugenia Contreras Secretary/Accountant

The preliminary findings, conclusions, and recommendations were presented to the staff, and new input was collected to prepare the evaluation report.

Information and opinions were gathered from several local and national institutions involved in the project:

- Centro de Capacitación y Promoción San Antonio (CECYPSA) (San Antonio Training and Promotion Center)
- Escuela Brillantes (Brillantes School)
- Escuela Pomarrosal (Pomarrosal School)
- Escuela Siglo I (Siglo I School)
- Dirección Departamental de Educación (Provincial Educational Directorate)
- Supervisor de Educación de San Martín (San Martín Educational Supervisor)
- Supervisor de Educación de Santa Cruz Muluá (Santa Cruz Muluá Educational Supervisor)
- Delegación Departamental de la Secretaría General de Planificación (SEGEPLAN) (Provincial Delegation of the General Planning Secretariat)
- Auxiliar Departamental del Procurador de los Derechos Humanos (Provincial Assistant of the Human Rights Defender)
- Alcalde de San Martín (San Martín's Mayor)
- Alcalde de Santa Cruz Muluá (Santa Cruz Muluá's Mayor)
- Supervisor de Técnicos en Salud Rural y Coordinador de Extensión de Cobertura (Ministerio de Salud Pública y Asistencia Social) (Rural Health Technicians' Supervisor and Coverage Extension Coordinator of the Ministry of Public Health and Social Welfare)
- Ministerio de Trabajo (Ministry of Labor)
- Coordinadora General Nacional para la Reducción de Desastres (CONRED) (National General Coordinator for Disaster Reduction)
- Oficina de IPEC/OIT en Guatemala (IPEC/ILO Office in Guatemala)

There were several limitations regarding the interviews with several actors due to the end of the public school year coinciding with the occurrence of the electoral process. Thus, it was not possible to interview two educational supervisors and two mayors (both in San Felipe and San Sebastián). Nor was it possible to interview the person in charge of the Community Homes, and a journalist that participates in the communicators' network.

Regarding the beneficiary population, group interviews were held with parents, health promoters, beneficiaries of small productive projects, and adolescents. A drawing activity was held with two groups

of children in the Brillantes and Pomarrosal schools for them to express their aspirations about the future regarding education, health, and labor.

Workshops with Stakeholders:

When the fieldwork stage finished, a workshop was held with representatives of the stakeholders in order to reach consensus and a shared vision regarding the conclusions and recommendations of the evaluation, get feedback to validate the findings, and gather additional data. The workshop was attended by the representatives of the following institutions and groups:

- Ministry of Education: Educational Supervisor of San Felipe and Provincial Educational Directorate
- Director of the Brillantes School
- Coordinator of the Health Area, Retalhuleu
- CONRED: Head of the Social Area and Fieldwork Clerk
- IPEC/ILO Costa Rica Representative
- Group of the female health promoters
- Group of gravel-production leaders
- Group of teenagers/students
- Project’s staff

The following actors were invited but did not attend the workshop: the mayors of San Felipe and San Sebastián, the educational supervisor of Santa Cruz Muluá, the Pomarrosal School principal, the Siglo I School principal, the director of the Health Center of San Felipe, a representative of DICAFOR of the Ministry of Labor, and of SOSEP (a total of eight people). The mayors indicated that it was the last week of the electoral campaign or that they were about to finish their time in public office as an explanation for their not attending the workshop. Other entities provided a variety of explanations for not attending.

The evaluating team presented the project’s objectives, its achievements, the difficulties found, and some preliminary recommendations. Then, four work groups were organized, each related to one of the project’s components: education, health, economic alternatives, and awareness-raising. Each group was required to respond to three questions:

1. Is there anything to modify or add to regarding what has been presented?
2. Which responsibilities should the following actors assume to assure the continuity of the outcomes?
 - a. Governmental institutions
 - b. Municipalities
 - c. Development Councils
 - d. Community Organizations

- e. Parents
- f. Children's and teenager's groups

3. What recommendations would you make for the CEIPA-IPEC/ILO project for 2004?

The work by each of the groups was presented in a plenary session, and the discussion of the several proposals was encouraged. The evaluating team has analyzed and incorporated that which was found relevant in this report's recommendations.

Report Preparation:

This report was prepared with the information gathered from the deskwork, the fieldwork, and the workshop with the participating actors. In addition, it has been revised and enhanced by the comments and suggestions made by the IPEC/ILO Office in Costa Rica, the donor, and the staff in charge of implementing the project.

The report analyzes first the findings of the evaluation in four large sectors, according to the Terms of Reference prepared by the IPEC/ILO Sub-Regional Office:

- Strategy relevance and design validity
- Project implementation
- Project effectiveness and efficiency

Project sustainability and unplanned outcomes:

Then, conclusions are drawn and specific recommendations are made regarding actions to take by the several participating entities to ensure the achievement of the proposed objectives and its future sustainability.

Two final chapters about Lessons Learned and Potential Good Practices are included at the end.

The appendixes present some methodological issues and the references consulted.

2. MAIN FINDINGS

This chapter analyzes the main findings within each of the aspects to be evaluated according to the already mentioned Terms of Reference.

2.1. Relevance of the Strategy and Validity of Design

Relevance of the Strategy for the Population Problems

The poverty affecting gravel-producing families, which determines to a great extent whether children and teenagers work in gravel production in order to contribute to their family household expenses, has existed for a long time since there are no alternative employment sources for this population in the region. In any case, the crisis affecting coffee production has meant that the option of being employed as workers in coffee plantations to supplement their income is no longer available. For instance, the coffee plantations in Filadelfia and San Luis, near Pomarrosal, stopped hiring workers in 2002. Thus, according to the information provided by the beneficiary population, the number of families and children working in gravel production has increased. However, there are no available statistics about this issue. Another factor that may contribute to increasing the number of gravel-producing families is the potential transfer of about 77 families from the Pomarrosal community to a new site: the void they leave behind may be occupied by new families. On the other hand, the number of mechanical gravel crushers has increased to six. These machines compete with the families as they are more accessible, produce larger volumes of gravel, and also load it directly onto the trucks. For gravel-producing families, competition means having to sell each cubic meter of gravel that they have produced at a lower price, which in turn further undermines their precarious economic status and increases the risk that in the medium term they may be fully displaced from the market.

Thus, the situation is as follows: on the one hand, the project is trying to eradicate child labor in gravel production through an intervention strategy with several components that include increasing families' income. On the other hand, the socio-economic context promotes an increase in the number of poor families that have no other option but to work in gravel production, requiring children and teenagers to work. In this sense, the importance of the project's economic alternatives component becomes even greater due to the need to assure an income that would allow families to overcome their poverty and eliminate the need for children to work. The other components—education, health, awareness-raising, and improvement of the educational system—may contribute to reducing child labor, but the sustainability of the outcomes will depend to a great extent on the success of the economic alternatives component.

It is recommended that the economic alternatives component be prioritized and strengthened as the main axis of the project with more economic and human resources, and that greater coordination of the other components be sought in order to achieve the immediate objective of increasing families' economic resources, as well as the development objective of contributing to the progressive eradication of child labor in gravel production in Retalhuleu. (See specific recommendations in the analysis of achievements of the economic alternatives component on pages 31-32).

Integration into the Project of Poverty Reduction Strategies and Other Strategies for the Protection of Children and Adolescents:

The gravel-production project is not currently integrated to a local or national strategy to reduce poverty and it is not included in the national plans. However, as part of the inter-institutional coordination set forth by the economic alternatives component, the project staff was invited to participate in a meeting held on November 4-6, 2003, organized by Fundación del Azúcar (FUNDAZUCAR) and the Instituto de Fomento

Municipal (INFOM), to define a participation strategy for the different social sectors in each municipality of the province of Retalhuleu, this strategy being an integral component of the Poverty Reduction Strategy. By the end of 2001, the Government of Guatemala presented the Poverty Reduction Strategy (ERP), 2002-2005, with the purpose of improving the living conditions of the poorest Guatemalan families by means of an increase in public funding aimed at the poor and rural areas. The ERP is based on three axes:

- Economic growth with equality, which aims at promoting the growth of the economy in no less than 4% a year and an increase in public expenses targeted at the social sectors by having as its priority the poorest population and those living in the most vulnerable areas of the country.
- Investment in human resources made by concentrating on food safety, education—especially pre-school and primary education—and health by emphasizing preventive care at the primary attention level.
- Investment in physical capital geared toward the rural population, mainly by seeking to provide it with potable water, basic sanitation, energy, and roads.

As part of this process, in 2002, 9 municipal workshops and 1 provincial workshop had been held in Retalhuleu to carry out the diagnostic of the poverty situation that could be used as the basis, as of 2004, to plan public investment and funding allocation. This constitutes an opportunity for the project that should be taken advantage of.

The recommendation for the project is to:

- Contribute information to the diagnosis process about the poverty in which gravel-producing families live
- Support the creation of the Community and Municipal Development Councils and the participation of community organizations
- Support project initiatives that increase investment in human and physical capital that contribute to the eradication of child labor in the four designated municipalities

On July 19, 2003, the Law for the Integral Protection of Children and Adolescents (Decree No. 27-2003) went into effect. This is a significant advancement in the legislation in favor of children's rights, and one that has provisions to protect children from economic exploitation and hazardous jobs. The project attempts to make the beneficiary population and the institutions related to it aware of this legislation. It also expects to participate in its enforcement at the local level, especially in the creation of the Municipal Commissions for Childhood and Adolescence, which could play an important role in the definition of municipal public policies in favor of children and teenagers.

The recommendation is to:

- Disseminate the content of the Law for the Integral Protection of Children and Adolescents among entities involved in the project
- To promote the creation of the Municipal Commission for Childhood and Adolescence in the four municipalities

The gravel project is one of the several projects aimed at eradicating child labor being implemented by IPEC/ILO in Guatemala. Other such projects include those dealing with child labor in production of coffee, broccoli, and fireworks; domestic labor; scavengers; and commercial sexual exploitation. Despite having common objectives and using similar strategies, there has not been an exchange of experiences and methodologies between CEIPA, as the gravel project executing agency, and the other projects, which could be very useful in order to take advantage of the lessons learned on all sides. On the other hand, CEIPA has participated actively in the coordination of 20 NGOs related to child labor, the Child Labor Monitoring Group (GTI), and a coalition of several civil organizations which promote children's rights and which are grouped in the Social Movement for Children's and Youngsters' Rights.

Relevance of the Strategy for the Participating Institutions:

Regarding the educational component, the strategy proposed is relevant for the Ministry of Education (MINEDUC), which has the constitutional responsibility to provide children with free education up to the age of 14—including pre-school education for children between 4 and 6 years old and elementary education for those between 7 and 14. Regarding the attention to the 0-6 age group, the strategy proposed is linked to the Community Homes Program of the Social Works Secretariat of the First Lady (SOSEP), which has limited coverage due to insufficient resources.

With regards to the health component, the strategy proposed of training community health promoters is linked to the Health Care Integrated System, which emphasizes primary health care through the Ministry of Public Health and Social Welfare (MSPAS).

The municipalities are also responsible for the educational and health components.

The Constitution of 1985 assigns 10% of the totality of the States' Ordinary Income Budget to the country's municipalities. At least ninety percent of this budgetary allotment should be used in in programs and projects in the areas of education, preventive health, infrastructure and public works, and public services to improve the quality of life of the inhabitants. The remaining 10% may be used to finance operation expenses. In practice, most of the investment has been used in building infrastructure and public service works, and it is difficult to determine how many programs and projects in education and preventive health have been implemented for the benefit of children and teenagers. The 2002 public budget allocated the 331 municipalities of the country a total of Q.978 million from this constitutional mandate. Apart from these funds, the municipalities receive other resources from the central government from diverse budgetary sources (sales and gasoline taxes, etc.).

Regarding the economic alternatives component, the strategy proposed is relevant for the Ministry of Labor because of its responsibility to promote workers' training, formation, and development. Other relevant institutions dealing with human, financial, and material resources which work toward the further generation of resources for gravel-producing families are the Ministry of Agriculture and the Ministry of Economy, the National General Coordination for the Reduction of Disasters (CONRED), and SEGEPLAN, as well as the existing Social Funds.

Validity of the Project's Design:

In this section, the following issues are analyzed:

- The quality and relevance of the baseline study
- The participation of the population in the definition of their needs

- The incorporation of the lessons learned in the First Phase in the project's design and implementation
- The project's logical coherence

At the beginning of 2001, CEIPA contributed ideas to the design of the baseline study which a university had been assigned to carry out. CEIPA offered to participate in the fieldwork stage to have a preliminary approach to working with the population and to learning more about their reality, and also because of its experience in carrying out participatory diagnostics with similar populations. At the beginning, CEIPA's participation was accepted, so they contributed ideas to the instruments to be used. Nevertheless, at the time of undertaking the fieldwork, it was decided that the university team would do the research on its own from May to July 2001. For this study, three data gathering methods were used: a census of the gravel-producing families, 3 focus groups (with mothers and children), and 24 interviews done with qualified institutional informants. The census has information about the general characteristics of the families, their livelihood and economic activities, literacy, houses and services, livestock raising activities, nutrition, health status and care, and information about the institutions, programs, and services that operate in the communities.

CEIPA's main line of questioning is that, to its understanding, the project for the Second Phase had already been drafted and approved before having undertaken the baseline study, and that when CEIPA prepared the Summary and wanted to make some adjustments to the target population and the focus of some activities proposed, they were told by the Program Officer of IPEC/ILO Sub-Regional Office that this was not possible. Therefore, CEIPA believes that a great investment was made to prepare the baseline study, which could have been saved since it has had little usefulness for the project. As a result of this situation, one concludes that a very important lesson that has been learned is that the executing agency should be involved since the beginning of the preparation of a project and in preparing the baseline study.

In addition, the methodology used in this baseline study has been questioned, as it included families that were not involved in gravel production, as well as the fact that not all families were included in the census. From the point of view of the evaluation team, one of its gaps is that it does not estimate the families' income in order to determine their poverty level, nor were children's contributions to family income by means of their working wages calculated.

Regarding the project's implementation, the Coordination and CEIPA believed that the existing information in the baseline study did not prove useful for them as it has gaps, especially regarding the characteristics of children involved in gravel production. Therefore, they decided to create their own database. An initial effort was made at the beginning of 2002 by means of a ballot-type survey done with gravel-producing children, which got more detailed information about the labor activities engaged in by 300 boys and girls. This information included, among others, the age they entered the labor market, their work schedule, the remuneration obtained, whether they like the work they do or not and why, and whether they would like to learn how to do another job. In the middle of 2002, CEIPA did a health diagnostic of gravel-producing children with the support of Centro Universitario de Occidente of Universidad de San Carlos. This diagnosis included information about their nutritional status, parasites, anemia, and the incidence of other diseases. Later, at the beginning of 2003, a Gravel-Producing Family Census was done of 186 families. The census produced more detailed information about family profiles and composition, schooling, occupations, and monthly income. CEIPA also gathered information about housing features, access to services, health issues, community participation experience, crops, and animal breeding. An initial tallying of the census data has been done, but CEIPA has not been able to analyze the data, partly because the team in charge has been busy supporting awareness-raising activities. These activities include five forums with candidates to the mayor's office and deputies. These activities were planned and timed in order to take advantage of the context of the general elections that took place in November 2003.

The recommendation is to:

- Complete the analysis of the data of the Gravel-Producing Family Census as soon as possible, and to take better advantage of the information already available from the studies carried out in 2002 in order to define the appropriate lines of action

Regarding the participation of the beneficiary population in the definition of their needs, information was gathered from it to prepare the baseline study, but the project's design was drawn up by specialized technicians without the participation of the population. The project's proposal was prepared by the Sub-Regional Office and IPEC/ILO National Office.

With regards to the incorporation of the lessons learned in the First Phase, they were taken into account for the design of the project proposal presented to USDOL. In summary, this experience obtained regarding education deals with the importance of incorporating children into formal public education and supporting them through scholarships, monitoring their performance, providing them with schooling reinforcement and assistance, motivating parents, and working closely with the educational authorities. In the area of health, the lessons learned include the important role of the community health promoters in promoting health and children's education, and the need to negotiate with the municipalities regarding their investment in health infrastructure (water, latrines, and sewers) in order to make the health component more sustainable. In relation to the economic alternatives, there is a need to undertake market and feasibility studies as well as for providing training and technical assistance to the loan beneficiaries to assure the success of the small projects supported and to recover the loans. As far as awareness-raising efforts, the use of mass media, the support of a social communicators' network, and extension work to create awareness about the importance of education and the risks of child labor are all indicated. Finally, there is a need to create a community monitoring system for child labor in order to prevent child labor and rehabilitate those who are working were considered.

Based on this project proposal, CEIPA prepared the Summary that contains the proposal of the Action Plan being implemented. The Action Plan includes the strategies to be applied in the four components: education, health, incidence and economic alternatives, but in its execution there were several gaps in the implementation, especially in the the economic alternatives component, as will be analyzed later.

Regarding the logical coherence of the project, in general, there is coherence between most of the activities proposed, the expected outcomes, and the objectives to be reached, yet it would be necessary to review or update some of the activities and/or outcomes initially proposed.

Thus, the Project's Logical Framework proposes in its activity 1.1.1 to "coordinate the creation of 8 new pre-school centers (CAIs) and new teaching positions with the Ministry of Education." It is necessary to clarify that there are three different institutions that care for 0-6 years olds, and that they have different programs. First, the Ministry of Education is in charge of pre-school education for children between 4 and 6 years old. Second, the Social Welfare Secretariat of the Presidency (SBS) is in charge of establishing the Integral Attention Centers (CAIs) to care for children between 0 and 6 years old from poor families whose parents work. Third, the Social Works Secretariat of the First Lady (SOSEP) is in charge of a Community Homes program in which a caretaker is in charge of looking after a group of 10 children under the age of 7 whose mothers work in communities of extreme poverty. In addition, there are daycare centers which look after groups of 30 to 90 children under the care of caretakers and a pre-school or elementary school teacher.

In the area of health, activity 1.6.5 states that "in collaboration with the Ministry of Health the health care units will be improved to turn them into health care centers." It is not possible to do this since there is

existing legislation that establishes the category of health care units and centers according to the population in the area.

Regarding economic alternatives, the proposal to create health community banks (2.2.1 to 2.2.4) is no longer relevant since the proposed executing agency, ADDIS/HOPE, is no longer in charge of them.

On the other hand, it is necessary to determine if the data used as baseline information are those collected from the baseline study of 2001, or if they have been updated with the information in the database created for the project. In order to measure more accurately the progress in the outcomes obtained, it is necessary to fill in the gaps regarding the definition of goals in several indicators, such as:

- The goal regarding the number of children whose work schedules have been reduced
- The goal for the increase in the family income has to be defined because it does not suffice to determine only if there is some increase, as little as it may be, in order to consider that there has been success in the achievement of this objective.

It is necessary to review some indicators. In education, it is not sufficient to simply identify the number of children enrolled in the different levels (pre-school, elementary, and secondary). It is necessary to complement the information, especially related to elementary and secondary education, with data about how many have dropped out, how many are promoted to the next grade, and their academic performance level. With regards to health, the indicator proposed, which deals with the “number of visits to health services by the target population,” is ambiguous since records in the health units do not identify the population as involved in gravel-production. Moreover, an increase in the number of visits may be reflecting deterioration in health rather than an improvement. Since the strategy has proposed training community health promoters, a better indicator would be the “number of health actions undertaken at the community level by the health promoters.”

2.2. Project Implementation

Implementation and Efficiency in the Startup Phase

The time elapsed between the conclusion of the First Phase in January 2000 and the beginning of the Second Phase in December 2001 caused a loss of credibility among the authorities, as well as mistrust and disappointment among the target population. Thus, CEIPA had to make additional efforts to establish the relations with the public institutions and to earn the trust of the population.

Although CEIPA started actions with the beneficiary population as of November 2001 with the implementation of the Scholarships for Peace fund of the Ministry of Education, it had to wait until September 2002 to have the Summary of the project approved and get the first disbursement made in October of that same year. During these months, it worked with the limited contribution of two mini-projects of US\$5,000, one being of the Spanish Cooperation Agency and the other from USDOL, which was later added to the project’s budget. For CEIPA this meant making a strong institutional contribution to keep two technicians for five months (May to September 2002) in the project, expenses that the project approved did not cover.

One of the limitations of this startup phase was that it was not possible to simultaneously implement the four components, especially due to the difficulties and delays in defining the assignment of institutional responsibilities which affected, in turn, the hiring of the staff. Initially, IPEC/ILO had proposed that

CEIPA be in charge of the education and awareness-raising components and that ADDIS-Hope be in charge of the health and economic alternatives components. The second institution did not want to be responsible for this due to the limited resources budgeted. Thus, CEIPA requested that all four components be assigned to it. The first response was that this was not possible due to the unfortunate experience of the First Phase in which one executing agency had been in charge of the project without having a great deal of experience in some components. Eventually, it was agreed to have CEIPA assume the health component in addition to education and awareness-raising because of their experience in these areas. It was also decided to look for another institution to implement the economic alternatives component. Despite several attempts made by the General Coordinator, it was not possible to find an institution that was willing to do so, due to the small staff and funds available for the actions. Finally, it was decided that IPEC/ILO would hire a consultant, which was done after two hiring notices issued to select the right person.

During the startup phase, CEIPA had two technicians as part of its staff. Each of them had a double function in education and awareness-raising since each was in charge of covering two municipalities since the beginning of 2002. In July 2002, the Child Labor Monitoring Coordinator was hired by IPEC/ILO to manage the database and to assume the awareness-raising tasks with the local authorities. During this period there was no Health Technician, since this person was hired in January 2003. Nor was there a Coordinator for the economic alternatives component. In CEIPA's understanding this component was not under its responsibility, as it was to be assigned to another executing agency. However, for the IPEC/ILO Sub-Regional Office, this component was among CEIPA's responsibilities, as it had been included in the Summary. This issue was reiterated to the General Coordination at the beginning of 2003. As a result, the Coordinator of the economic alternative component was not hired until June 2003 by IPEC/ILO, which delayed considerably the implementation of this component.

During 2002, some progress was made in the education component, especially in primary education. Some progress was also achieved in the awareness-raising component. Specific information about 300 gravel-producing children and their families was gathered and systematized. A health diagnosis of 186 gravel-producing children was also carried out, and it was possible to monitor the academic achievement of the children. This information was used to plan the school reinforcement activities.

Commitment Level and Support from the Government and Other Institutions:

The project has achieved a good level of commitment and support from several governmental institutions and other institutions with which it has been in contact.

In education, the Ministry of Education has kept its commitment to contribute with 800 Scholarships for Peace, representing a total of Q.240,000 annually, which have been assigned for the school years 2002 and 2003 to be distributed among students of three elementary schools. At the end of 2002, there was an offer received from the Ministry of Education to increase the number of scholarships assigned, but later on, indicating budget constraints, it did not go through with this offer. The Framework Agreement signed by the Ministry of Education and IPEC/ILO states that support will be continually granted to the Scholarships for Peace program for IPEC/ILO projects. Thus, it is expected that despite the change in the newly appointed government authorities in 2004, these scholarships will continue to be assigned to the gravel project until 2008. Support has also been obtained from the Extracurricular Education General Directorate (DIGEEX), which paid salaries for two teachers in the accelerated education program for those teenagers who are over the legal age limit to attend regular public school. However, some problems have emerged due to budget limitations.

The negotiations with the Social Works Secretariat of the First Lady (SOPEP) to open 4 community homes were not successful despite the existence of an agreement signed between IPEC/ILO and SOSEP.

The local representative and the central headquarters indicated that they did not have the budget to do so. New negotiations will be undertaken to open them in January 2004, although the probabilities to do so are scant as the general governmental budget approved for 2004 will be the same as that of 2003.

Regarding the vocational training for teenagers, CEIPA carried out some negotiations with the Technical Training Institute (INTECAP), but the difficulty lies in the standard academic formation requirements: primary education completed as a minimum and passing the admission tests. Since most teenagers have not completed their elementary education, this means first opting for the accelerated education program, which is not easy for them since they are accustomed to working and contributing to the household income. Thus, it takes some time and effort to convince them that it is worthwhile to study again. Moreover, the adolescents in the accelerated education program or in the basic education program prefer to continue their high school studies. Thus, despite having the support of the Ministry of Education to assess the vocational aptitude of 25 adolescents in order to guide them toward an occupation that was in agreement with their skills, interests, and personality, only one had decided to enter INTECAP, and unfortunately, in the end, he did not do so. On behalf of the Ministry of Labor, which chairs the Board of Directors of INTECAP, the Vice-Minister stated their willingness to attend to training requests from CEIPA and to even offer other courses in addition to those already in place, even if it meant looking for new instructors. Moreover, it was suggested that technical assistance be obtained from the Universidad Rural and from the agronomy experts that work at the Military Base in Retalhuleu. Other options that CEIPA has promoted are the CASS/AID scholarships, which enable youngsters to study in technical fields in the United States, as well to make possible the training of rural health advocates. However, given the requirements of this program, it is not likely that these youngsters will apply for them.

In the area of health, the Centro Universitario de Occidente collaborated in 2002 with the health diagnostic of 186 gravel-working children to ascertain which were the main illnesses that affect them. The information gathered determined that malnutrition, parasites, and anemia are the diseases that principally harm children. The expectation was to use this information to lobby the municipal and health authorities in order to get better health infrastructure and health care, objectives that have not been reached. The local health authorities, however, supported the training of 22 community health advocates, in an instructional period which lasted 5 months in 2003. There is a commitment from the Ministry of Health to incorporate these health advocates as part of the voluntary staff, to monitor their training, and to support community care, prevention, education, and organization within their budget limitations.

Regarding the economic alternatives component, the cooperation of the National General Coordinator for Disaster Reduction (CONRED) has been important. They are implementing a project to manage the Samalá River Basin, which involves gravel-producing families. With the support of CONRED, a series of five workshops were planned to promote the organization of the gravel producing communities since this will be useful both for the development of the productive projects and for the prevention and management of disasters. CONRED's contribution in these workshops amounted to approximately US\$5,500, in addition to cooperating with their organization, implementation, and systematization. It is expected that this successful cooperation will continue in 2004.

The support and commitment of the Ministry of Labor has also been important. After a visit of the Vice Minister of Labor to the Pomarrosal community in May 2003, the following support has become a reality:

- a. Donation of US\$100.00 to 92 women of the community as part of the Trickle Up Project in order to create small productive projects, and the commitment to grant 106 additional donations for families in other sectors in 2004, for a total donation of US\$20,000.
- b. Support in training women by the Training and Formation Directorate (DICAFORE)

- c. Negotiations, still in progress, with the Guatemalan Housing Fund (FOGUAVI) to provide houses to 77 families that will be moved from the community of Pomarrosal, an area officially declared a disaster zone since 1999, to a safer place.
- d. Support in the negotiations with the Province Governor and the Mayor of San Felipe to facilitate the legal entitlement of the land where the population will be resettled; unfortunately there has been no answer regarding this proposal.
- e. Negotiations with INTECAP to train groups of men from the community in 2004 in masonry, carpentry, and electricity in order to be able to work in housing construction.

The economic alternative component has also managed to get the support of the Center for the Strengthening of the State of Law (CEFED), which has given support for the process of legal entitlement of lands. In addition, negotiations have been undertaken with the Ministry of Agriculture to have access to lands on the Brillantes Farm in order to develop productive projects, and with other entities such as the Belgium Cooperation to obtain additional support. The National Literacy Commission (CONALFA) is supporting these efforts with books, materials, and the training of literacy officials to teach 80 women from Pomarrosal to read and write. Finally, FUNDAZUCAR and INFOM are participating in the process to define the Poverty Reduction Strategy at the municipal level in Retalhuleu.

The support of the four municipalities to the project has been both specific and variable. The Mayor of San Felipe gave support to fix the roofs of two classrooms in the Pomarrosal School, facilitated the legal documentation of the community, and offered financial support amounting to Q. 16,000 to title the land on which the group of families from Pomarrosal will be moved to; unfortunately these funds were never allocated. In Santa Cruz Muluá, the Mayor offered to build two high-school classrooms and a basketball court, which was not completed. Support from the mayors' offices was requested to install latrines; in some cases, they provided materials for the facilities, but the project had to install them. At the forum with the candidates to the mayors' office in the 2003 elections (in which some mayors were looking to be re-elected), the municipalities provided support by allowing the use of the municipal meeting room, furnishings, and sound equipment. In general, the mayors know about the project and consider that the work being carried out in favor of gravel-producing children is positive, but do not assume any specific stance, indicating that their resources are limited. Optimistically, the project expects that with these forums, the commitment assumed, and the monitoring yet to take place in 2004, it will be possible to define municipal development plans for four years, to have them give priority to children and teenagers, and to even have the four municipalities integrate a micro-region. The evaluating team's opinion is that it is likely that the project will have greater impact and that it will get specific support for some of its activities, especially in health and education from the new mayors. Nevertheless, it will be difficult to have them assume such a commitment as the definition of municipal development plans in favor of children and teenagers. To achieve this, it would be necessary to have specialized staff dedicated to this task, as well as to have a better organizational and negotiation capacity among community organizations than they currently have, and to be able to create the Municipal Development Councils and have the support of other local actors.

In summary, the support from the various institutions has been important for the implementation of the components by contributing financial, human, and material resources. One difficulty found deals with the changes in the staff, both in the Provincial Educational Directorate and in the Ministry of Labor, as well as promises for support that later were not kept, usually with the excuse of budgetary constraints. Key elements to achieving the needed commitment and support have been an awareness on the part of decision makers regarding the problems related to child labor in general and to gravel production in particular, the institutional credibility of IPEC/ILO and CEIPA; communication and coordination among the parties, and achievement of outcomes thanks to this cooperation.

The recommendations to ensure more successful outcomes and to overcome some difficulties in these negotiations are the following:

- The project has to have a better understanding of the decision-making process at the institutional levels: requirements, procedures, dates, and persons in charge, especially regarding budgets. On the basis of this information, it will be necessary to prepare, together with representatives of the community organizations, realistic and flexible proposals, and to plan the time and effort needed to negotiate the proposals in order to reach feasible and specific cooperation agreements. Once these inter-institutional cooperation agreements are reached, they should be monitored.
- The support at the national and sub-regional levels that IPEC may provide is important, especially for the signing of Framework Agreements with the ministries, and to lobby with the higher authorities.

Community Participation:

There has been positive progress, although limited, in the community organization and participation process, through the motivation, training, and support activities held by the project. In this process, several difficulties have been encountered which deterred more rapid advancement. The project, together with other actors, should take actions to be able to overcome these difficulties in order to contribute to the future sustainability of the outcomes.

Since the beginning of the project, activities have been undertaken to motivate and encourage parents to enroll their children in school and not to let them work in gravel production. Parents have signed commitment letters in which they promise to guarantee their children's participation in the activities held under the Scholarship for Peace program. The creation of School Boards has also been promoted. This has been done by working with school principals, teachers, and parents to facilitate the administration of the scholarships as provided for in the agreement between the Ministry of Education and IPEC/ILO. Some resistance to their creation has been found in teachers' associations, as they believe that they attempt to privatize public education. Therefore, it has only been possible to organize the School Boards at the Siglo I and Siglo II schools, while the school boards at Brillantes and Pomarrosal have not yet been created. MINEDUC is responsible for creating and training the members of the school boards in each community. Nevertheless, the municipalities covered by the project were not part of MINEDUC's plans to create school boards, according to information provided by the local and central education authorities to the project.

The recommendation would be to:

- Define a joint strategy with MINEDUC to overcome teachers' resistance and to create the school boards.

The project's technicians have visited the beaches and the homes and have organized general assemblies in which they have presented and discussed the children's school achievement and the importance for communities to organize themselves, especially the importance of creating the school boards. Some mothers have supported the preparation of the school finances, and parents have participated in educational and recreational activities.

Parents working in gravel production are willing to allow their younger children to attend school, but they are more reluctant in the case of teenagers, given their economic contribution to the household expenses.

On health, the most important community's participation has been the group of 21 women and one man from 12 communities who for a five-month period were trained as community health advocates. These

advocates are motivating the participation and organization of groups of mothers in health-prevention actions. Yet, they face some limitations regarding the resources that the Ministry of Health may provide them for their activities.

Regarding economic alternatives, the organization of communities in 3 sectors has been promoted. A group of 30 leaders have been trained in four workshops of the five that had been planned for. At the end of this training, it is expected that they will encourage the organization and participation of their communities, since they will be better qualified to manage productive and/or business projects. In Pomarrosal it has been possible to create a General Coordinator for the four existing groups (each has been influenced by a different political party) to work together in the resettlement of the community. Getting these groups to cooperate in Pomarrosal and other communities has not been easy since divisionism has prevailed due to family, political, and religious issues. There is a tendency toward individualism and looking for assistance independently. A limitation of these groups is that they are not legally recognized yet, which causes difficulties in the management of resources. Another limitation is illiteracy, especially among women. Therefore, a literacy campaign is being promoted among 80 women.

With regards to children's participation, a productive experience dealt with the training of 4th, 5th, and 6th grade children to take part in the prevention of dengue at the community level in 2002. This showed children's potential to participate as young health promoters. This experience is pertinent to the project's objective since the prevention of dengue and any other disease among adults and children saves a family from having to spend income on medications and health care, which could be a contributing factor in child labor. In relation to the impact that this kind of experience has, it may be stated that it shows the possibility of training children and teenagers to participate not only in health-related actions and coordinate efforts with the actions of the community health advocates, but also in community development actions. This demonstrates that they can also contribute to the sustainability of the processes. Adolescents who participate in the program have discussed the problems of child labor in gravel production in several events dealing with child labor, such as the forum with the presidential candidates and the forums with the mayor and deputy candidates in five municipalities of Retalhuleu, and children and teenagers were included on the political agenda of 2003. The latter activity has allowed for the training of a permanent organized core of children and teenagers in each municipality. It is expected that these groups will be part of the child-labor monitoring network in each municipality. Their participation in the future will depend on the possibility they have to complete their studies, whether in basic or general education, or to be trained in some job skills that would allow them to work at occupations other than gravel production. (See the chapter on Potential Good Practices for more details regarding some of these experiences).

The achievement of the objectives proposed in the project, as well as the sustainability of the processes, will depend to a great extent on the strengthening of the community organization: on the organization and participation of parents, children, and teenagers, their unity and coherence, and their capacity to manage projects and to have an impact on the local authorities.

The recommendation is the following:

- The project should plan a strategy to train several community organizations, to support them and accompany them, to strengthen their structure and operation, to achieve their cooperation and their legal and social recognition as entities that represent their communities before the municipal and provincial authorities, and their integration within entities such the Community and Municipal Development Councils and the Municipal Commissions for Childhood and Adolescence.

Efficiency of the Management Model:

The project's diverse components are implemented by staff hired by two institutions. Six persons were hired by IPEC/ILO; they are responsible for the project's general coordination, the coordination of the child monitoring system (a four-person team), and the coordination of the economic alternatives component. CEIPA's staff is composed of seven people, including CEIPA's Director, all of whom supervise and coordinate part-time with: the two technicians in charge of education and awareness-raising, the health technician, a technician in economic alternatives, and a secretary-accountant, who works part time.

Based on a SWOT analysis done by the project team, it was noticed that it was necessary to clarify and define the functions and responsibilities of the operational and administrative staff to prevent confusions and difficulties in their job performance, as well as to distribute the workload. Thus, a Functions and Procedures Manual is being prepared. Regarding the interrelation of the team members, there is good communication and coordination. Their integration has been strengthened to the start of the economic alternatives component, and the participation of the staff in the workshops and forums held due to the political agenda. Regarding the coordination of the staff, each technician prepares both a monthly work plan and a monthly report, and they meet regularly to plan and evaluate the work done. Despite some difficulties or delays in the preparation of the monthly reports, the process established for follow up procedures has worked. Nevertheless, the staff has indicated that more time is needed to have a better exchange of ideas among the components.

The General Coordinator believes that each coordinator or technician has a huge workload, especially the education and awareness-raising technicians and those in charge of the economic alternatives component. The evaluating team's opinion is that the education and awareness-raising technicians devote more time to tasks related to education than to awareness-raising tasks. For 2004, the project expects to invest more efforts in generating impact and lobbying, which could require that a person be solely devoted to these activities. On the other hand, in economic alternatives, the need to hire another person has been proposed in order to permit more frequent communication and coordination with the organizations and persons in the communities who are starting their productive and/or business projects.

The recommendation would be the following:

- For the education technicians to focus their efforts on educational issues
- To consider the possibility of hiring two technicians: one to support impact generation and another to support the economic alternatives within the budget approved or to procure additional resources

A difficulty identified is that sometimes decision making regarding some activities is delayed when there is a need to make an inquiry or have a meeting, since CEIPA's directorate is located in Quetzaltenango, some 45 kilometers away from the project's office located in San Felipe.

In this sense, the recommendation is to:

- Set forth communication and coordination mechanisms either by phone or e-mail that would make it possible to overcome the distance problem between the offices.

The General Coordinator stated that she was not formally oriented in her position, so she had much to learn over time, especially regarding IPEC's guidelines to manage projects. The formal introduction—some fifteen days—was not held because the Coordinator of IPEC/ILO National Office had to assume in these days the coordination of the fireworks project, in addition to attending to administrative aspects of several projects implemented by IPEC/ILO in Guatemala.

Regarding the relation with other projects implemented by IPEC/ILO at the national level, there is a coordinators' meeting two or three times a year, but there is not much sharing or effort coordination, and each project is implemented in an isolated fashion. According to CEIPA, as executing agency, there is no space for all the projects' executing agencies to share and exchange experiences, achievements, methodologies, or to support each other in the projects' implementation. For IPEC/ILO National Coordinator the possibility and opportunity for a greater exchange among the projects could take place if they plan visits with this purpose in mind. A national gathering is being planned for 2004, but they are in the process of getting the resources to carry this out.

The recommendation would be the following:

- Both the project's Coordination and CEIPA should try to establish direct relations with the other projects that are relevant and serve their interests.

With regards to the relation with IPEC/ILO Sub-Regional Office in Costa Rica, it is the General Coordinator's opinion that it has improved with the current supervisor, since the person that formerly occupied the position was very vague regarding feedback. The accompaniment, although at a distance, has improved since the person in charge reads the reports, poses questions, responds, and provides consultancy. The General Coordinator feels that there is flexibility for the execution, although sometimes there are questions about whether the activities match with IPEC/ILO guidelines. She believes that the time and attention load required for the preparation of the reports as well as the revision of the reports presented by CEIPA is heavy. The General Coordinator has to prepare quarterly reports for IPEC/ILO and has to review the technical reports issued every four months, as well as the narrative and financial reports that CEIPA has to present for the revision and approval of IPEC/ILO Sub-Regional Office.

The recommendation regarding the reports is the following:

- Instead of preparing technical reports every four months, it is better for CEIPA to prepare quarterly reports, even though this means preparing an additional report, as it coincides with the report cycle to other donors rather than having to wait an additional month to prepare the corresponding technical report.
- Thus, CEIPA's technical report would be more useful for the project's Coordinator in the preparation of her quarterly report provided that CEIPA submits its reports on time.
- Regarding the quarterly reports to be prepared by the Coordinator, the most complex and lengthy ones are those for the months of March and September, while the June and December reports are relatively simple. The suggestion is to balance the amount of information required in the four reports.

Both the Coordinator's and CEIPA's opinions is that administrative processes are complex due to the multiple levels of revision and approval in Guatemala, Costa Rica, and Geneva. In the case of the operation budget, the expense disbursement system is a problem for the General Coordinator since she constantly has to pay from her own pocket some of the expenses to keep the office running as they do not have a petty cash fund for small expenses. The office Administrator in Guatemala is aware of the problem and will request petty cash allocated for the project. She has also given suggestions to make the handling of utilities such as the rent, telephone, electricity, and gas expenses more effective.

CEIPA stated that the time it takes to receive disbursements is a problem as it may take between 2 and 3 months to get them approved after presenting the technical reports. From the point of view of the IPEC/ILO Administrator of the Guatemala office and of the Sub-Regional Office in Costa Rica, the problem arises with the three-month average delay for CEIPA to present accurate financial reports, and

not because of the time taken to review and approve the disbursements, which may be completed in one or one and a half months on average. Thus, the May-August 2003 report, which had to be submitted by CEIPA at the office in Guatemala in September, had not yet been submitted by the end of November.

The recommendations regarding administrative aspects are the following:

- Approve a petty cash fund for the office's minor expenses.
- For CEIPA to try to submit the technical reports on the scheduled dates in order to not to delay disbursements.

Strengths and Weakness of the Executing Agency and Other Partner Organizations:

CEIPA's main strength as executing agency is its experience, history, and achievements, principally in issues related to child labor and children's rights. Other issues in which they have experience are the municipalization of children's rights, training and education, preventive health, and communication. Founded in 1989, it has developed its work in six heads of municipalities in the province of Quetzaltenango, and as of 2001 it expanded its work to four municipalities in Retalhuleu. It has also actively participated in national level meetings to discuss issues relevant for children, such as the legislation and formulation of public policies and the coordination of efforts with public and private institutions. Another of CEIPA's strengths is that it is a well-known institution with strong presence in the administrative and program areas, and which has been supported with resources, both nationally and internationally.

One of its weaknesses is that due to budget limitations it is hard for it to find qualified staff that identify with children, as well as staff with expertise in political impact, public relations, and other specialized areas. The General Coordinator believes that CEIPA's human resources participating in the project are not well paid despite having a great deal of experience. In comparison with the salaries paid in other NGOs working with children in Guatemala, their salaries are low.

In relation to the strengths of the partner organizations, especially the Ministers of Education, Health, and Labor, it may be mentioned that they have human, financial, and material resources that, although limited to cover the needs of all poor families, could be channeled to gravel-producing families. Their institutionality is established and supported by the legislation, and they have national coverage. Having them assume the responsibilities ascribed to them has required constant lobbying on the part of the project.

Among their weaknesses is the shifting of high-level authorities as well as of municipal authorities with the change in the country's administration every four years, as will happen in 2004. This could mean that conventions and agreements established will not be honored, and also may imply having to start an inter-institutional relation over again. Further implications and impacting factors might be the influence of political parties in the setting of priorities; the lack of political will; and the risk of lack of transparency coupled with corruption in public administration.

Coordination with Other NGOs and International Organisms:

Locally, in San Felipe, there is only one NGO: the Institute for the Economic and Social Development of Central America (IDESAC), with which some specific interaction has taken place to share information. The project as such does not have a significant relationship with other NGOs that work on child labor issues or children's rights due to its limitations in staff and resources. However, CEIPA as an organization does participate actively in the south-western level networks and the national level networks, such as the Child Labor Monitoring Group (GTI), the General Institutional Coordination to Promote Children's

Rights (CIPRODENDI), and the Social Movement for Children's and Youngsters' Rights of Guatemala. CEIPA has made public the project's achievements, and receives information about activities organized by several entities, such as activities related to the approval of the Integral Law for the Protection of Children and Adolescents.

The project participated in a Regional Workshop for the Validation of Public Policy to Benefit Children promoted by the Social Welfare Secretariat, as well as the Social Movement for Children's Rights in April 2003, and is now expecting to receive the final document.

For the project "Children and Teenagers on the Political Agenda of 2003", CEIPA got financial support from UNICEF and the Project Council of Norway to organize the 15 forums with municipal candidates, including the 5 that took place in Retalhuleu. IPEC/ILO Sub-Regional Office has questioned the pertinence and usefulness of the Action Plan's use of resources for this project, since it seems that rather than channeling support for the projects, the effect has been the opposite, especially taking into consideration that human resources of the project were used to organize the forums, thus affecting the activities planned, such as the processing of the census data and the construction of the child-labor monitoring system. On the other hand, CEIPA states that this project contributed to placing the issue of children's rights and child labor on the local political agenda by taking advantage of the electoral campaign, and by creating commitments for which follow up could be carried out in 2004. This agrees with the project's Immediate Objective No. 3, which reads: "At the end of the project, national and local authorities, the target communities, and the public in general will have increased their knowledge and awareness of the child-labor problems, and would have been mobilized to follow up the efforts to eradicate child labor in this sector," in addition to promoting the protagonist or key, central role that children and teenagers will have to play. From the point of view of the evaluating team, the project's realization is justified since it strengthened the relation with the local education authorities; political parties, civic committees, and mayor and deputy candidates were sensitized; the activities held and their dissemination in the media reached a wide audience; there was full, representative student participation; and gravel-producing teenagers earned experience in facilitation and expression in public events. It is true that some of the previously scheduled activities were affected, and which will need to be carried out, but the electoral context had to be taken advantage of to create a more solid platform to have the 2004 project have impact aiming at assuring its sustainability conditions. The option would have been not to organize the forums, thus, the child labor issues would not have stood out as they did.

CEIPA also managed to get the support in 2003 of the cooperating entities from the Netherlands, which developed a series of recreational activities and a child photography project at the schools covered by the project.

The recommendation is the following:

- The gravel project can strengthen its coordination with other organizations working on child labor issues and children's rights by taking advantage of CEIPA's relations, as well as by contacting international organizations and cooperation agencies which could be willing to continue with the process started by the project "Children and Youngsters on the Political Agenda 2003" for the formulation of municipal policies for children and teenagers.

Project Monitoring and Evaluation:

An important function is to monitor children's academic achievement and the permanent school attendance of the beneficiaries, and to enter the information in the databases. In 2002, it was possible to have information in order up to July, but in 2003, there was a delay in entering the information due to the

teachers' strike and the priority given to the political forums. The education technicians are responsible for gathering the information in schools and entering the data at the office.

The recommendation on this issue is the following:

- Update the database for 2003 and plan the entering of the pertinent data in 2004

During the visits made by the Child Labor Monitoring Promoters to families and communities with the purpose of determining if families and children are responding as expected to the project's strategies, as well as to determine the attitudes and demonstrations of different community sectors toward child labor and children's issues, they have also gathered information about the beneficiaries' opinion about the services provided and activities held thus far. This information is submitted to the General Coordinator, and she then reports it to the executing agency for the latter to take the corresponding measures. They also submit information from one team to another during the regular meetings, where it is discussed and agreements are made. One issue was the need to refine the information about the beneficiary population by better identifying the gravel-producing families. They have also collected complaints regarding delays in the delivery of school supplies, about their being incomplete, and about late distributions of the Scholarships for Peace, etc.

Based on the annual plan, each member of the staff prepares a monthly schedule and a monthly evaluative report based on an activity log. Every three months, they prepare a joint evaluation. In general, the system seems to operate adequately. Although some technicians in the beginning found it hard to complete some parts of the report format, they have been getting experience in doing so, and delays are due at times to work overload. Based on these reports, the Coordination is obligated to present Technical Progress Reports on a quarterly basis to IPEC/ILO, which has been done according to the schedule.

There has been a significant delay in the presentation of the Technical Reports submitted every four months by CEIPA to the Coordination, which has an impact on the authorization of the disbursements and, as such, on the project's execution. At present (November 2003), CEIPA is late in the presentation of the report corresponding to the months of May to August 2003, attributable in part to the time and effort devoted to the organization of the forums for the political agenda, both in Retalhuleu and in Quetzaltenango.

On the other hand, CEIPA has proposed doing the next quarterly evaluation with the participation of parents, children, and teenagers, as well as with institutions such as MINEDUC, in order to assess the project more objectively with input from the beneficiaries and representatives of partner institutions. At the end of the year, they expect to evaluate each component separately, as well as on the basis of the cross-sectional axes (gender, children's participation, inter-culturality) in order to determine their status, make inquiries of those involved, and determine how to improve efforts overall.

2.3. Effectiveness and Efficiency

The scope of the outcomes obtained for the project's various components is uneven, mainly due to the time at which the staff to be in charge was hired and when the implementation of the corresponding activities started:

- Since CEIPA started working with the Scholarships for Peace in November 2001 and hired its staff at the beginning of 2002, the education component is the one which shows the most progress,

particularly in elementary school. With the highest probability of reaching the expected goals, it nevertheless has had difficulties with the pre-school level and the teenagers' vocational training.

- Regarding the health component, although some health diagnostic studies of gravel-producing children were done in 2002, it was not until January 2003 that the technician currently in charge was hired. She managed to promote the training of the health promoters, but there has not been a great deal of progress in providing sanitation services to the communities.
- The economic alternatives component has been the most behind schedule in its implementation since there was no one responsible for it before June 2003, due to the reasons explained earlier (see page 16, the section Implementation and Efficiency in the Startup Phase). Despite this delay, given the experience and training of the person in charge nowadays, significant progress has been made in only five months of work.
- In relation to the awareness-raising component, CEIPA made the decision that the education technicians would assume some of these functions at the community and municipal levels, and assigned two communities to each of them. However, in practice they have focused most of their efforts on the educational aspects. For the management of the Child Labor Monitoring System, as well as for the follow up of the project's implementation, a coordinator was hired in July 2002. A database—the Information System about Gravel-Producing Children (SINNIP) has been created. It includes data on children's academic achievement in 2002. In 2003, some delays took place in keeping the database updated, for the reasons already explained. This affected the possibility of providing timely academic reinforcement to the students who needed it. At the beginning of 2003, a Gravel-Producing Family Census was done, but the outcomes have not been analyzed yet. Later, three people were hired as Child-Labor Monitoring Promoters to work on the implementation of the Child-Labor Monitoring System, which is still being designed.

Given the way in which the Scholarships for Peace are granted, as well as the way the health activities are carried out, they not only benefit the gravel-producing families and children, but also the general school-age population and the communities as a whole. This takes place because the ministries of Education and Health have designated the schools and communities to be beneficiaries of the services offered. It is the economic alternatives component which can be more focused to specifically care for the gravel-producing families.

Regarding the role and impact of the project's components for the eradication and prevention of child labor, the education and awareness-raising components have been important to motivate parents to decide to enroll their children in school. Thus, children's working hours have been significantly reduced. CEIPA estimates that 65% of the children and teenagers no longer work at the beach; instead, they are now attending school, and 35% have reduced their work schedule. In 2003, out of a total of 345 students, 266 children were enrolled in elementary school, 55 teenagers were enrolled in the basic or general education levels, 19 were attending extra-school education, and 5 were attending vocational training. In the case of adolescents, parents are more reluctant to lose their economic contribution to the household income, so, in general, they combine their jobs in gravel-production in the mornings and weekends with their high-school studies in the afternoon. In order to be able to definitively remove children and teenagers from gravel-production, the role of the economic alternatives component is crucial: only if parents find an economic alternative to their children's work in gravel production that represents a higher income than they currently receive, will they be able to do without child labor in this activity. In relation to the impact of the health component, the community health promoters' actions and the health fairs held with talks about health, vaccinations, weight control, and parasite removal, contributed to an extent toward preventing illnesses and medical expenses—a possible determining factor in child labor. However, to have

a wider effect, it is necessary for the health and municipal authorities to invest in improving sanitation infrastructure with potable water service, latrines, and sewers.

Due to the delay in the first transfer up to October 2002, there apparently was a backlog in the execution of the Action Program budget. Nevertheless, according to the General Coordinator, it has been executed according to schedule every quarter, reflecting efficient management on the part of the office. Other factors that explain the low budgetary execution are the delay in implementing the economic alternatives component, which has a revolving fund of US\$30,000.00, as well as the fact that there have been delays in presenting the narrative and financial reports. Up to October 2003, from the total approved budget of US\$231,535.00, disbursements have been made for a total of US\$71,775.00 (31%). This leaves a balance to be executed of US\$159,760.00 (69%). According to Coordinator, the expectation is that by the end of 2003, they will have spent about 50% of the budget, leaving the rest for 2004.

Both the Coordination and CEIPA, as well as the beneficiary population, believe that they need more time to consolidate the outcomes. They see the need for a follow up, whether supported by IPEC/ILO or by other cooperation agencies, in order not to interfere with the process started in education, health, organization, and production to be able to eradicate child labor in gravel production. In education, the continuity of the Scholarships for Peace program has to be guaranteed, and it is necessary to make sure that MINEDUC will comply with its constitutional obligation to provide free, compulsory, and secular education to the population under the age of 14, and that the community organizations will be in a position to demand this. In health, it is necessary to have the health authorities and the municipalities, together with the community, improve health care for children and their families and to invest in health infrastructure. In organization, organizations comprised of and established for adults, children, and teenagers should be strengthened and consolidated in order to negotiate community development projects. In production, it is imperative to generate the sustainable employment and economic income alternatives that make it possible for families to do without child labor. In general, it is proposed that the project should be extended for at least another year until 2005.

Below is the analysis of the achievements of each immediate objective. When analyzing the statistical charts in the existing reports, there were some difficulties in the consistency of the figures and some errors were detected.

Objective 1 At the end of the project, child labor in gravel production at the Samalá River Basin would have been reduced through prevention and removal by means of: i) access to education and vocational training; ii) access to health services and hygiene to reduced health-related costs that could contribute to the need for children to work.

For the prevention of child labor, the goal set was to provide attention to 150 children between 0-6 years old in day care centers or pre-school institutions. In 2002, 54 pre-school children were assisted, for a total progress rate of 36%. In 2003, this number decreased. Thirty-six were enrolled, but only 25 children finished the school year, with a progress rate of 17%. The teachers' strike at the beginning of 2003 influenced the reduced number of children enrolled, in addition to cultural factors such as the belief that children should remain exclusively under their mother's care up to the age of 6.

The main difficulty was that despite an existing agreement signed between IPEC/ILO and SOSEP, and despite having complied with the requirement to open 4 community homes (to care for 10 children each), the local office stated that it did not have the needed budget to open them. It is expected that the opening of these centers will be negotiated with the new authorities that are to assume control in January 2004. Meanwhile, school supplies were donated to the Brillantes Pre-school Center, and the enrollment of children in other centers was encouraged. The figure of 25 children enrolled was reached in 2003.

The original goal to open 8 Integral Attention Centers (CAIs) was very ambitious given SOSEP's budget limitations. The following options may be considered as complementary alternatives that do not exclude one another:

1. Negotiate with the respective municipalities for the support needed to create daycare centers in the communities in addition to those supported by SOSEP. In the Action Program budget there is an allotment of US\$3,360.00 to provide furniture to the 8 CAIs that had been planned, which could be used for this and other related actions.
2. Consider the possibility of training teenagers and mothers as early-stimulation promoters and caretakers as part of the follow-up to the training given to the community health promoters. In Guatemala there are several NGOs with experience in this field, such as Alianza para el Desarrollo Juvenil Comunitario (Alliance for Community Youth's Development), that together with CEIPA belong to CIPRODENI, and that could provide assistance and support in this matter.
3. Negotiate with MINEDUC for the strengthening and/or creation of new pre-school centers to care for children ages 4 to 6 and to encourage families to enroll their children in them. In 2002, it was noted that nine pre-school centers operated in these municipalities.
4. Get financial resources from international cooperation agencies.

The recommendation is to:

- Analyze the options proposed to care for the population between 0 and 6 years old in order to determine their viability.

Regarding elementary education, the goal was to attend 225 children between 7 and 14 years old. In 2002, 236 children were attended, for 105% compliance. In 2003, 266 were enrolled for 118% compliance with the goal. Of the children enrolled in 2002, 75% passed the grade. In 2003, 21 (8%) children dropped out and 24 (9%) children were not promoted to the immediately following grade. Apparently, the school promotion level improved, but the learning level reached was affected by the extended teachers' strike.

The main difficulty encountered in 2003 was the 51-day-long public school teachers' strike, which delayed the start of the school year. CEIPA had to take emergency actions through meetings with parents to help them understand the strike. They also organized 12 school/recreational activities to motivate adults to enroll their children in school once the strike was over. These actions were positive since the number of children enrolled increased in comparison to those enrolled in 2002.

The 800 Scholarships for Peace of MINEDUC have benefited gravel-producing children in the three schools to which they have been assigned—Pomarrosal, Brillantes, and Siglo I. In 2003 school supplies, a backpack, and a daily snack were given to these children. In addition, some recreational and civic activities were organized. In the other 9 schools attended by gravel-producing children, CEIPA has used part of the funds to give school supplies to these children directly. With the Scholarships for Peace, 291 gravel-producing children (30% of the total) were benefited, as well as 693 non-gravel producing children (70%), who were also benefited. Increasing the number of scholarships was negotiated with the Ministry of Education, which it then committed itself to carry out. But later, the Ministry stated that it was not possible to do so for budgetary reasons. By the end of November 2003, it was confirmed that 800 Scholarships for Peace will be available for 2004. CEIPA has stated that these scholarships have been important for the project's success, but managing the program has been an additional workload.

The recommendations in relation to elementary education are to:

- Continue the negotiations together with parents’ representatives to increase the number of Scholarships for Peace.
- Look for the support of the IPEC/ILO National Office to lobby the education authorities.

Regarding 15 to 17 year-olds enrolled in vocational training, the goal is for 80 to attend, but to date it has been possible to include only 9: four girls in 2002 who took a course in international cuisine, and another 5 girls who are finishing a course in dressmaking in 2003. Compliance with the goal for 2003 was 6.25%. This is an area that deserves attention so as to find viable training options.

The difficulty faced in order to achieve this goal is the lack of training options at the local level. At the beginning, negotiations had been held with INTECAP, but the admission requirements for the courses it offers are highly demanding and, due to their deficient academic preparation, many teenagers could not pass the admission tests. The other option available is the Centro de Capacitación y Promoción San Antonio (CECYPSA) (San Antonio Training and Promotion Center), but the educational offer depends on voluntary instructors for the courses. With the support of the Ministry of Labor, a vocational assessment of 19 adolescents was done. A plan has been made to give the youngsters some academic remediation to help them pass the admission tests at INTECAP. The Ministry of Labor had offered to carry out a study called Job Market (“Bolsa de Trabajo”), a sort of employment clearinghouse, to determine what the employment opportunities are in the region, but it has not been done yet. Although the original project proposed establishing a relationship with the Chamber of Commerce of Retalhuleu, CEIPA has acknowledged that no relationship has yet been established with the entrepreneurial sector. This could potentially open training opportunities and employment for teenagers.

CEIPA believes that the goal of training 80 adolescents is not realistic and that it will not be met. The evaluating team, however, believes that some progress can still be made, and recommends taking the following actions in 2004:

- Use the vocational assessment outcomes and some other information pertaining to teenagers’ interests, skills, and experience to organize training courses taught by INTECAP or CECYPSA. The Ministry of Labor, which chairs the Board of Directors of INTECAP, can be a valuable ally, and it is willing to create courses upon CEIPA’s request. CECYPSA has facilities which could be used to teach carpentry, welding, electricity, cooking, food processing, bakery, handcrafts, dressmaking, natural medicine, and beautician skills courses, among others. The task is to look for instructors, whether paid or voluntary, to teach these courses.
- Include adolescents in the training that INTECAP will offer to the parents of Pomarrosal in masonry, carpentry, and electricity.
- Establish relations with the Chamber of Commerce, trades guilds or unions, and employers’ associations in the area, and with the collaboration of the Ministry of Labor undertake a study of the labor market.
- Include teenagers (over 14 years old) as potential beneficiaries of the productive and/or business projects along with their parents.

In relation to high-school education, in 2002 it was only possible to enroll 7 students, but in 2003, 55 teenagers were enrolled. This means that 65% of the stated goal has been met. All of them receive a small stipend for transportation, tuition, and school supplies. The problem is that the economic support that many of these students contribute to their households is very important, thus limiting their chances to continue studying. It is estimated that an adult can crush a cubic meter of gravel in 2 days, and that a 13

year-older may produce a cubic meter of gravel in 3 days, for 10 cubic meters of gravel a month. In 2003, eight students (14%) dropped out of basic school in order to continue working and because of other reasons. Another problem is that although they have a scholarship from the program, it is not enough to cover all their expenses, such as buying books, sneakers, or uniforms. This represents an additional expense which is hard for the families to cover.

The students' families have signed an agreement by which they commit themselves to attend meetings every two months, and to have their teenaged offspring attend monthly meetings. The teenagers have organized themselves formally, have elected a Board, and have participated actively in the awareness-raising activities, such as in workshops and forums with candidates to the mayor's office. Most of the teenagers interviewed combine working in gravel production in the morning, from 4 to 7 hours, and studying in the afternoons. When they learned that the project will finish in 2004, they said that they would look for a means to get some job that would allow them to continue studying. Nevertheless, some have said they will not be able to continue with their studies.

MINEDUC grants scholarships called Bolsas de Estudio to teenagers who have completed the sixth grade of elementary education, have a GPA of 75 points, and have demonstrable economic need. These Bolsas de Estudio consist of Q.100 a month from February to October. Related problems are that their number is limited, there is a high demand for them, and they are not always assigned impartially and objectively. Nevertheless, CEIPA managed to get 14 of these scholarships at the end of 2003. This, however, is yet to be confirmed.

In relation to high-school education, it is recommended to:

- Strengthen the students' academic work when they finish 6th grade in order for them to have a GPA that is high enough to apply for the MINEDUC scholarships (Bolsas de Estudio) at the end of 2004.
- Negotiate with entities such as the Lion's Club and the Rotary Club to contribute by providing scholarships for high-school students.
- Negotiate with private institutes and high schools to grant scholarships to gravel-producing students.
- Support high-school students (over 14 years old) in their search for employment options that would allow them to continue studying.

Regarding the accelerated education program for teenagers who have not completed their elementary education, 28 students were assisted in 2002, but in 2003 the number had dropped to 19 students. This means that only 27% of the original goal of covering 75 adolescents was met.

The difficulty encountered is that the General Directorate of Extra-Curricular Education (DIGEEX) of MINEDUC, which was supporting the program by paying the salaries of 2 teachers for this program, then cancelled the teachers' contracts due to budgetary constraints. As a result, the project has had to temporarily assume the payment of teachers while their contracts are being negotiated with DIGEEX in Guatemala.

The recommendations for 2004 regarding the accelerated education program for teenagers are to:

- Continue promoting this option among teenagers and their parents.
- Negotiate with DIGEEX and the municipalities that they might support hiring teachers.

- Consider the option of the Guatemalan Institute of Radio Education (IGER), which offers public elementary school course programming that is broadcast over the airwaves.

An important activity carried out by the education technicians with the support of some teachers has been the organized effort to visit work sites and homes, as well as attending meetings arranged for various other purposes, in order to inform parents of their children's academic performance and encourage them to continue supporting the youngsters in their studies. At meetings with parents, the creation of the School Boards has been promoted as institutional groups that would allow parents' participation in the educational process. The creation of these school boards has been opposed by the teachers' association as it sees them as a control and supervision entity which would adversely affect them. Thus, it has only been possible to create two school boards, one at the Siglo I school and another in the Siglo II school, which was done despite the teachers' reluctance and opposition. Still pending is the creation of school boards at Brillantes and Pomarrosal. Facilitating the implementation of these boards is important for the project, as it is expected that they themselves will manage the Scholarships for Peace according to the agreement signed by MINEDUC and IPEC/ILO, instead of CEIPA, which at present is in charge of managing these scholarships. Another factor that affects the creation of the school boards is that an official edict, Governmental Agreement 209-2003, was issued at the end of 2003, which in effect suspends the school boards and substitutes them with parents' associations that have not yet been created.

The recommendation is to:

- Continue working on raising awareness and motivating parents to support their children's education.
- Keep informed of the educational authorities' provisions to adequately plan how to transfer the administration of the Scholarships for Peace to the parents' organizations which are to be created.

Another activity considered useful has been to reinforce both academic performance and after-school recreation activities in order to promote academic success. During 2002, it was possible to monitor the achievement of gravel-producing children through bi-monthly reports made by teachers, and to then plan the necessary reinforcement. In 2003 it was not possible to undertake the academic reinforcement as planned, partly due to the teachers' strike and partly because other activities, such as the workshops and forums with the candidates, were given priority. Other academic reinforcement sessions took place during vacation period. An initial vocational reinforcement session was held in 2001 and was repeated in 2002 and 2003. This year, from November 3 to December 5, some 400 children from 8 schools in the area, mostly gravel-producing communities, will be given this reinforcement with the help of 16 female teachers and one male teacher. In addition, between 25 and 30 teenagers who received scholarships from the program will also receive remedial training in several subjects from a basic education teacher. A possible result of not having been given the appropriate remedial work is that 40% of the teenagers dropped out and 2 failed to pass on to the next grade in 2003.

The recommendation is to:

- Give priority to the academic reinforcement, especially in high school.
- Be careful that teenagers' participation in other activities, such as the follow up to the forums, does not affect their academic achievement.

IPEC/ILO and CEIPA promote gender equality as a work axis. Thus, they try to have both girls and boys gain access to education. However, the statistics for 2003 indicate that girls have less probability of being educated. In other words, in pre-school there were 4 boys and 3 girls; in primary school, there were 160 boys and 106 girls; in high school, there were 47 teenage boys and only 8 teenage girls; in accelerated

education, there were 12 men and 7 women; and in vocational training, there were 5 young women. In total, for all levels, there were 223 males in comparison to 129 females. Due to cultural reasons, it is believed that it is less important for girls to study, that it is enough to learn to read and write, and it is believed that when they reach adolescence, they should prepare themselves to do house chores in the event they get married at an early age.

It is recommended to:

- Continue with the efforts to achieve more gender equality in the access to education through visits and talks with parents, training given to teachers, and motivation and support provided for girls and young women.

In conclusion, through the access made possible to education it was possible to partially or completely remove 275 children and adolescents from gravel production in 2002 in order to comply with 59% of the goal of removing a total of 465 children.² There is no measurement that would make it possible to accurately indicate how many children and adolescents have been definitively removed from gravel production. In 2003, there was an increase in the educational coverage which included a total of 370 children and teenagers, which satisfies 80% of the stated goal.

Regarding the health component, the main achievements have been the following:

- A diagnostic of the health of 186 gravel-producing children was done in 2002. Its information has been used to negotiate with the health authorities toward gaining their support of the activities proposed in the Action Program.
- Children were successfully trained and involved in the Emergency Campaign against Dengue at the end of 2002.
- A gravel-producing family census was done to determine the health conditions of each of the target families and communities in relation to potable water and sanitation services at the beginning of 2003. Although the data have already been tallied, they have not yet been analyzed to determine how they can be used to negotiate with the local health authorities with respect to the actions to be taken in order to promote the community's health.
- Twenty-two health promoters from 12 communities were trained in the area of community health, and were officially certified by the Ministry of Public Health. These promoters have already organized health fairs to check children's height and weight, as well as campaigns to eliminate their parasites, and they have organized talks for women about hygiene, nutrition, and birth control.
- The relationship with the local health authorities has been strengthened.

The diagnosis determined that 100% of the children are malnourished, 35% suffer from anemia, and 98% have parasites. Given the low income of the families, the deficient environmental conditions of their houses and communities, and the lack of basic services are a challenge for the project to be able to reduce

² This goal is composed of 225 children, ages 7-14, in elementary education; 80 teenagers, ages 15-17, in vocational training; 85 teenagers, ages 15-17, in secondary education; and 75 adolescents, ages 15-17, in the accelerated education program. The proposal presented by CEIPA indicated 540 children and teenagers as the goal. In the technical reports presented to the donor, the goal stated removing 390 children and adolescents, but there is no indication as to how this would be measured.

the incidence of these diseases affecting children. On the other hand, the budget crisis the Ministry of Health is facing has led to making the services provided at the health units, health centers, and hospitals deficient because they lack needed medicine and staff. The project is considering opening community drugstores to sell medications at a low cost. In the First Phase, three community drugstores operated. They remained open for as long as they could get subsidized medicine. Later, however, this option was no longer available and they had to be closed. In the opinion of the evaluating team, the project's efforts should be geared toward having the population demand that the health units, health centers, and hospital have the necessary drugs.

The IPEC/ILO Sub-Regional Office has questioned the impact of the efforts undertaken in the health area on the eradication of child labor in gravel production. It is the evaluating team's opinion that when the objective to reduce child labor through prevention and removal by means of "*ii) access to health and hygiene services to reduce costs that could contribute to child labor*" was proposed, the logic behind it was that if one of the family members gets sick, they have to spend money on medications and/or they lose time from their jobs, which has a negative impact on their already unstable income. Thus, the family has to compensate for the lost income using child labor. Therefore, giving attention to the family's health is a means to prevent the family's economy from being affected and to prevent their having to resort to child labor. It is correct to propose that better health care does not have a direct relationship with the eradication of child labor in the sense that, although it could improve families' and children's health, it will not necessarily reduce child labor. From a more comprehensive point of view regarding child labor, it is possible to establish a relationship between better health care and child labor eradication: a malnourished and/or sick child cannot learn adequately, nor express himself or herself optimally or participate in important processes that would allow him/her to grow and develop in order to opt for an alternative to child labor such as education and later, as a teenager or adult, access to a decent job.

In conclusion, the efforts of the Action Program in relation to the improvement of health care for the gravel-producing families and their children are pertinent and valid as a factor that could contribute to eradicating child labor.

Among the recommendations that may be given in relation to the health component are the following:

- At the community level it is important to emphasize the preventive approach in health care, as well as the issue of how children's health is affected by child labor. It is suggested that a preventive health campaign be carried out: vaccination, parasite removal, weight and height control, prenatal care, and health education talks with the support of the community health promoters and with the potential participation of children and teenagers in health-related activities.
- The municipalities should give priority to the improvement of water, latrine, sewer, and waste disposal services and, in general, to the community infrastructure. To this end, the participation and impact of the community organizations should be promoted.
- It is suggested that IPEC/ILO join the efforts made at the national level by other international organisms, such as UNICEF or PAHO, to negotiate an increase in the public budget assigned to health care and to improve the quality of the care given to the population, especially to working children.

Objective 2: At the end of the project, the target families would have increased their household income.

The families' average monthly income is US\$64.50 (about Q.516), according to the census done with 186 gravel-producing families at the beginning of 2003. The project has not set a goal for the increase in their income, so it proposes to measure it in terms of the increase of this baseline. From the point of view of the

evaluating team, this proposal is not adequate as it is ambiguous for not having stated a specific amount that would make it possible to monitor progress toward the achievement of the goal. It would be more appropriate to use certain criteria to define a goal. One criterion could be stated in the terms proposed in the general objective of the General Work Plan of the economic alternatives component: “To improve the economic income of the project’s beneficiary families so they can substitute the income generated through child labor” (underlining added by the evaluation team). The coordinator of the economic alternatives component estimates that child labor contributes between 20% and 30% of the total amount earned to the family income; therefore, this could be the minimum expected increase.³ Another criterion could be in terms of the family’s capacity to have access to the basic family shopping basket. In 2002, it was estimated that the daily cost of the family shopping basket was Q.41.63, about US\$5.16. The average daily income of gravel-producing families is US\$2.15, that is, 41.6% of the cost of the family shopping basket. The project would have to determine how many points—10, 20, 30, etc.—would be realistic to expect the family income to increase.

The recommendation to set a goal for the increase in family income is the following:

- A minimum increase of 20% on the current average monthly income, from Q. 516 to Q. 620.

The economic alternatives component has a significant delay in its execution as its implementation started in 2003, when its coordinator was hired. Nevertheless, the team in charge has managed to organize several activities:

- Promotion of representative gravel-producing community organizations in 3 sectors
- Training in approaches to community organization through a cycle of 5 workshops, of which 4 have already taken place, with the collaboration of CONRED
- Several negotiations with public and private organizations which, according to the Coordinator, managed to obtain about US\$25,000 in donations
- Support for the Pomarrosal community in its moving efforts
- Formulation of productive project proposals
- Literacy of 80 women with the support the National Literacy Commission (CONALFA).

The strategy proposed by the component is to encourage the organization, formation, and representative community training in three sectors that comprise the gravel-producing communities as a previous step to the productive projects. The workshops try to raise awareness and encourage community leaders to organize themselves so they can transmit this to the rest of the community. The project has been clear with the population by indicating that this institution’s purpose is not giving money to them, but that it aims at supporting their collective initiatives, rather than individual projects, in order to help them improve their collaborative work and mutual cooperation among the community members. Support for individual projects, however, is not completely excluded provided that they are profitable, such as a project in beekeeping or helping the students who completed the dressmaking course to buy a sewing machine.

³ The contribution of teenagers’ work may be higher, as stated in the Summary document: while an adult can produce a cubic meter of gravel in 2 days, a 13 year-old can produce the same amount in 3 days.

Through the Ministry of Labor, it was possible to get a donation from the Trickle Up Foundation from the United States that provided US\$100 as seed capital to each of the 92 women that represented the Pomarrosal community and who, after being trained, invested this money in order to breed poultry and hogs, to sell bread and food, and in other projects. Given the success of the project and the demand, support has been extended to 106 families in other communities.

The project decided to support a group of 77 families in Pomarrosal to move from an area that was declared a natural disaster to a safer place. By resettling the families in an area far from the river basin, it has been possible to reduce the work of about 65 children in gravel production. However, it may be possible that other families from nearby farms have occupied the place left by the resettled families. This resettlement requires a complex management effort so as to achieve the organization and legal recognition of the group, the titling of the lands, the negotiations to build their housing, a public school, and to provide them with the basic services as well as to look for employment and production alternatives. The project has to clarify what the scope of its support is and what responsibility corresponds to the community organizations and the Pomarrosal families in order to prevent misunderstandings and unfounded expectations.

One of the main difficulties encountered, according to the census, is that most of the people do not have qualifications: the majority is illiterate, has not had any technical training, and in many cases, working in gravel production is their only labor experience. Another difficulty is that the organized groups are not legally recognized yet, because there is no allotment in the budget for this purpose. A limitation is that there is not enough staff to be able to establish better communication and activity coordination with the community groups. Another limitation deals with the transportation of the beneficiaries to the workshops and other meetings.

The component's coordinator believes that by the end of 2004 it might be possible to have productive and/or business projects operating with specific outcomes, but he finds it difficult to predict how sustainable they will be. He is trying to do in one year and a half what should have been done in three years, but it is hard. More time is needed so as to give them the necessary accompaniment and training. Moreover, productive and/or business projects require more preparation time, study, and resource management. In addition, he believes that it is necessary to get more resources, because the current revolving fund of US\$30,000 is too limiting to be able to cover the 186 families.⁴ Moreover, it is necessary to have more human resources in order to have closer and more frequent contact with the several organized groups in the communities that will need technical support for the productive and/or business projects yet to be developed.

Gravel-producing families are aware that continuing in gravel production is not an option for leaving the poverty they have lived in behind them, much less for their children in the future. The economic alternatives component is considering several productive and/or business options to try to determine which are more profitable, according to people's skills, the market, and the generation of employment. To support the community organizations in generating their own ideas about possible options, a visit was made to a rattan project implemented in the region, and other visits will be made to agricultural and cattle raising projects. A proposal was also made for the potential implementation of agricultural projects on the Brillantes Farm lands. For this purpose, it would be necessary to negotiate with the owners (former workers of the Ministry of Agriculture) so as to benefit about 50 gravel-producing families in Santa Cruz

⁴ If individual loans were granted, each beneficiary would receive some Q.1,290, which would barely be enough to invest in small annual agricultural projects that could generate some income, but would still be under the expected goal. See: *Use of the Lands of the Brillantes Farm, Santa Cruz Muluá*, a proposal prepared by the engineer Rafael Rivera, which estimates a profitability of 16 different agricultural products.

Muluá. However, this does not seem to be easy due to the financial cost of the long-term use of two horse stables there.

In summary, in the five months that the component has been working, there has been some progress in the organization and training of community groups, small productive projects have been started with women's groups, and proposals for other productive and/or business projects are being prepared. They have settled the foundations for the productive and/or business projects to be carried out in 2004 so they can improve the families' income in order for them do without child labor as a result of this increase. It is possible that the goal to increase the household income will be achieved for some families, but not for all.

The recommendations to assure the achievement of this objective are the following:

- Strengthen the economic alternatives component by hiring a person to support the startup of the productive and/or business projects; to do so, it would be necessary to make the necessary adjustments to the budget.
- Look for better coordination with the other project's components in relation to their support for this component: in education, strengthen teenagers' vocational training related to the productive and/or business projects; in health, promote family and community health as favorable conditions for these projects due to the potential effects on health that their implementation could have; and in awareness-raising and mobilization, support the dissemination of the projects and resource management.
- Continue the negotiations to secure the use of the land on the Brillantes Farm, knowing that it will be difficult to negotiate with the group that currently owns it, and being aware as well of its high financial cost.
- Get additional support resources from state institutions such as the ministries of Agriculture and Economy, the Universidad de San Carlos, and private institutions such as the Chamber of Commerce, the Universidad Rural, and others regarding access to lands and support with material resources, assistance, and loans.
- Clearly define the criteria needed to use the revolving fund, and establish mechanisms to recover the loans granted when the project ends.
- Continue supporting the Pomarrosal families in their resettlement, clearly limiting the support provided by the project, and emphasizing that it is the community that is mainly responsible for the management and resolution of the difficulties that have arisen (lack of personal legal documentation, legal assignment of lands to heirs, cost of legal land entitlement procedures, the spread of rumors that work against the moving process), and others that could arise in the future.

Objective 3: At the end of the project, the national and local authorities, the target communities, and the public in general would have increased their knowledge and awareness of the child labor problems, and would have been mobilized to monitor the efforts to eradicate child labor in this sector.

With the national authorities, particularly the ministries of Education and Labor, the project has achieved greater progress by informing them, raising their awareness, and mobilizing their support of the efforts made to eradicate child labor in gravel production. With the execution of the economic alternatives component, a closer working relationship has been achieved with other ministries, such as Agriculture, Energy and Mines, and other institutions such as CONRED and FOGUAVI.

In education, at the local level, with the Scholarship Department of the Provincial Directorate of Education and the education supervisors, there is a good relationship and support. School principals and teachers have collaborated by facilitating the project's activities, such as training workshops for teachers, scholarship granting, access to records and statistical information to undertake the monitoring of gravel-producing children's academic achievement, workshops and forums on the political agenda, and academic remediation. Some resistance has been found for the creation of the school boards comprised of parents.

With local authorities, the project has been in touch with the four mayors, and it has achieved some specific support for its activities, especially from the mayor of San Felipe, who has supported the activities of the Pomarrosal community for their resettlement. The local health authorities, including the Directorate of the Health Area and the Health Center of San Felipe, have supported and endorsed the training of the promoters, and have participated in the health fairs held in the communities.

The target communities have been progressively passing from an initial attitude of mistrust and skepticism, and even confusion of CEIPA with Habitat (the executing agency of the First Phase) to one of acceptance, acknowledgment and recognition of CEIPA and IPEC/ILO, and participation in the activities, especially those related to the economic alternatives component. The approach to the communities at the beginning of 2003 had the purpose of raising awareness among the families and children about the importance of education. All activities held with adults and working children are used to raise awareness about child labor. Mothers are more aware of the importance of education for their children as an alternative to get better jobs in the future, and support their enrollment in school. Fathers are more reluctant to allow their sons and daughters, especially teenagers, to stop working in gravel production, because of their contribution to the family income. However, they permit them to study, provided that they have some subsidized assistance and that school does not represent any added expense for them. Fathers emphasize that it is important that they learn some occupation, whether in gravel production or some other activity, because of its formative value. They state that it is better for them to work and not to be unoccupied and at a risk of joining the *maras* (juvenile gangs). Both mothers and fathers are very interested in finding alternatives to the gravel-production jobs that generate better income so that their children do not need to do that kind of work, which they find very hard. Children and teenagers have learned about their rights as well as about the international legislation related to child labor. Both groups expect to stop working in gravel production, to get an education, to have better jobs and income, and to live in better conditions than those in which they live at present. Children, but especially teenagers, are interested in organizing themselves and participating in the search for solutions to the problems that affect them and their community. The five workshops and forums held as part of the project "Children and Youngsters on the Political Agenda 2003" with candidates for election as mayors and deputies were an exercise that contributed to strengthening this tendency (See a more detailed description of this activity in the chapter "Potential Good Practices").

Regarding the general public, the national and local public has been informed through several press articles, radio programs, and TV shows and public information announcement spots, as well as by the participation of gravel-producing teenagers in the activities related to child-labor. At the local level, it was important to place children's and teenagers' rights on the political agenda for 2003, including the issue of child labor in gravel production through the forums that were also covered by the local media. The project has established relations with two cable TV stations, a radio station, and a newspaper. Although it has been mentioned that in the First Phase a network of social outreach communicators was organized to support the project, the project does not have any documentation regarding this aspect, which has limited its reconstruction.

The recommendations in relation to the awareness-raising and social mobilization component are the following:

- Strengthen the institutional relations at the national and local levels, especially with the new authorities that will assume power in 2004.
- Involve more representatives of the community organizations in the negotiations and lobbying with the institutions.
- Get the support of IPEC/ILO National Office and the Sub-Regional Office to lobby the national authorities.
- Keep the communication, awareness-raising, and motivating activities with parents and community organizations on the issue of child labor and children's rights.
- Design a strategy to monitor the mayors' and deputies' commitments which were made during the forums held previously.
- Create a social outreach communicators network to support the project's activities.

Within this objective, it was proposed that a community monitoring system on child labor be established, and that 20 teachers be recruited, trained, and given them a stipend for them to be able to participate in the academic reinforcement activities in the accelerated education program, and in the monitoring system. It was also proposed to that a stipend be given to four community leaders so as to allow them to monitor child labor. When the budget was approved, it was no longer considered necessary for teachers to assume the monitoring task. Thus, only the stipend for the community leaders was approved, but taking into account the division that existed at the community level at that time, the decision was reached to look for another way to undertake the monitoring task. What was done was to establish a database of gravel-producing children in 2002. It included data about their academic achievement with information provided by the teachers. Later, in 2003, a gravel-producing family census was held. The census emphasized issues related with health, housing, availability of basic services, and income. It was decided to hire three persons who worked in doing the census as Child Labor Monitoring Advocates. Since they are from this region, they know its situation and conditions well, have institutional contacts, and have the knowledge and skills to contribute to building capacity in the community to monitor the situation of child labor. The collaboration of teachers who are willing to support the monitoring process will be sought, but no stipend will be granted to them. In addition, the collaboration of adolescents organized in each municipality will also be sought for them to participate in the monitoring process as well.

In relation to the proposal to create a child labor monitoring system using software developed in Costa Rica, the coordinator of the child labor monitoring component believes that it is not adequate for the project's purposes since the project may well contribute information to the system, but this system will not provide information that the project requires for its execution.

The monitoring coordinator has presented a proposal for a Child Labor Monitoring System (SMTI) that is aimed at creating a provincial table or network for the prevention of child labor with the participation of several entities from state institutions and the civil sector. In practice, what he is proposing is to implement the awareness raising and social mobilization component related to Immediate Objective No. 3 of this project. This proposal includes a training plan for several entities who are involved in areas related to this problem about the causes, effects, and ways to prevent child labor in Retalhuleu, Guatemala.

The proposal includes the following strategies:

1. Develop and strengthen the organization, participation, management, and social auditing capacities of gravel-producing children and teenagers.

2. Raise the awareness of state and social institutions about the phenomenon of child labor and the role they should play to contribute to the reduction and prevention of child labor.
3. Develop and strengthen the municipal authorities' capacities to promote the development of gravel-producing children, teenagers, and their families.
4. Create and strengthen coordination spaces among entities from the civil sector and from state institutions for them to assume an active role in the reduction and prevention of child labor in the province of Retalhuleu.

At present, the nine training modules and case studies of the four municipalities are being created so as to be used as reference documents.

Upon reviewing the proposal for the module contents, it has been noted that emphasis is given to knowing and analyzing the national and international legal framework without taking into account other important issues, such as the analysis of the social, economic, political, and cultural situation of the country and of children and teenagers, nor does it emphasize child labor issues, especially those related to gravel production. Other issues are institutionality in general and state policies, especially at the municipal level, the preparation of projects to respond to the problems related to child labor, the promotion of organizations and social participation and social audits; these points have not yet been included, either.

To make the SMTI proposal viable, more detailed planning is needed. It should include all the methodological requirements for the formulation of a project, such as budgeting, and greater detail of the activities and people in charge.

It should be clarified that it is important for the Child Labor Monitoring System to gather information about the conditions of child labor in aspects such as schedules and work shifts, contribution to the household income, and other data that could be used to measure the variation over time in the number of children and adolescents who are working, in order to evaluate at the end of the project whether the objective to progressively eradicate child labor in gravel production in the Samalá River Basin in Retalhuleu, Guatemala, has been achieved or not.

It is recommended to:

- Develop the proposal of the Child Labor Monitoring System and to do so with the participation of the key actors involved.

Objective 4: At the end of the project, the educational system would have improved as a result of the permanent, ongoing effort to eradicate child labor in gravel production in Retalhuleu.

An indicator to measure the progress of this objective is the reduction of the direct and indirect costs of education for the target families. With the assignment of the 800 Scholarships for Peace of Q.300 each to three schools in 2002 and 2003, it has been possible to reduce schooling costs by \$38 per child/per year. The scholarship fund, a total of \$30,967.75 annually, is assigned from November of the current year to October of the following year, and schools distribute them monthly from February to October by providing a daily nutritious meal supplement, recreational and socio-cultural activities, and school supplies. These scholarships benefit gravel-producing children and others not involved in gravel production in order to prevent discrimination that could create conflicts. A limitation is that this scholarship fund has been assigned to only three of the 12 schools attended by gravel-producing children. Nevertheless, it is estimated that between 65% and 75% of gravel-producing children go to these schools. CEIPA, as administrator of the scholarship fund, has managed to distribute some school supplies directly

among gravel-producing children in the other schools, but they have not been able to provide them with the nutritious meal supplement. The Ministry of Education had committed to increasing the number of scholarships to the other schools in 2003, but later MINEDUC stated that it would be impossible to do so because of budgetary limitations. For parents, who sometimes have more than one school-aged child, the support proved with school supplies is very valuable and it is a determining factor in their decision to have their children attend school. In addition, they believe that the nutritional supplement provided is better than that provided by the government. On the other hand, teachers believe that the amount of school supplies provided should be increased, especially notebooks, because the government has failed in providing the expected school supplies. As a complementary measure to reduce the costs of education, some negotiations have been undertaken to exempt these children from paying the enrollment fees at the institutes.

The other indicator is the number of teachers trained who are implementing the new curriculum. The goal proposed was of 175 teachers. Up to November 2003, 154 teachers of 7 schools related to the project had been trained in teaching methodologies, child mistreatment, child labor, and total language techniques. Of this total, eleven teachers concluded a *Diplomado* (similar to an Associate Degree) in Teaching for Peace and Children's Rights. The overall progress toward compliance of the goal reaches 88%. The education technicians believe that 80% of the teachers are more aware now of the problems related to child labor, and are more willing to support the project's activities, as are the school principals and supervisors as well.

Regarding the progress made so far toward achieving Immediate Objective No. 4, it has been possible to keep the 800 Scholarships for Peace assigned for four consecutive years (2001 to 2004), but there was no success in the negotiations with MINEDUC to increase their number. The assignment of the scholarships has been an important factor in reducing schooling costs for parents, and an incentive for them to incorporate their children into the school system. This, in turn, has contributed to progress toward the development objective of contributing to the progressive eradication of child labor. At least during the time children are involved in educational activities, they are not working in gravel production, basically in the mornings from Monday to Friday during the school year from February to October, and during vacation period during the school remediation schedule, in November. Regarding the effect of the training given to teachers to improve their attention to gravel-producing children, the teachers and school principals interviewed, as well as the education technicians, believe it to be positive since there is now more awareness, commitment, and participation of the teachers, although they are still reluctant to create the school boards.

The recommendations in relation to this objective are to:

- Continue the negotiations with MINEDUC to increase the number of scholarships so as to include the other schools, and to encourage the participation of the community organizations in the lobbying process.
- Continue training teachers, in coordination with MINEDUC, in issues related to children's rights, child labor, and teaching methodologies.

2.4. Sustainability

Perspectives on the Sustainability of the Outcomes:

As a result of the general elections held on November 9, 2003, at the beginning of 2004, new local and national authorities will assume power, which may mean changes in the policies and priorities of the institutions with which the project has interactions. The risk is that if the commitments previously made are not honored, this could pose obstacles for the project's execution and its sustainability. Once it is known which authorities will occupy positions of power, one of the first tasks for the project is to establish contact with them in order to both follow up on the existing relations and to strengthen them. At the local level, a strategy has been in place since August 2003 by means of the forums with the candidates for the offices of mayors and deputies in the four municipalities covered by the project and in the province's capital. As a result of these forums, the candidates signed a letter stating their commitment toward children's and teenagers' rights as well as reducing child labor if they were to be elected to the position in public office. This letter of commitment will be the starting point for the follow up and negotiation with the local authorities in 2004.

A significant limitation for 2004 is that the General Income and Expenses Budget of the Nation will be the same as that for 2003, as the Congress did not approve a proposal to increase the budget. Nevertheless, the two presidential candidates have both committed themselves to increasing the investment in health and education, so the budget for these sectors may vary.

In education, the perspectives for the outcomes obtained to be sustainable, especially in elementary education with the Scholarships for Peace, are mixed. On the one hand, while it is positive that the support for this program has lasted four consecutive years, it has not been possible to bring about an increase in the number of scholarships. On the other hand, it is uncertain if the schools will continue to be benefited in 2005 after the projects' conclusion at the end of 2004. If the support is withdrawn, the negative effect may be that a large percentage of students may drop out. To have the authorities of the Ministry of Education comply with the constitutional obligation to provide free, compulsory, and secular education for students up to the sixth grade or for those 14 years old will require a longer-term effort in order to increase the budget assigned to education and progress in the educational reform.

The possibility of having SOSEP support the opening of 4 community homes is unlikely if the budget is the same as that of 2003. Yet, the existence of the agreement signed by IPEC/ILO and SOSEP in 2002 should be taken advantage in order to try to have this institution comply. Other options, such as the negotiation with MINEDUC to strengthen or increase the pre-school centers, may seem remote, but the effort should be made as it is part of its responsibility.

Regarding secondary, vocational, and accelerated education for teenagers, their sustainability will depend on the project's success in negotiating alternatives for scholarships for students from public or private institutions in order to help them finish their studies. It is also important to find vocational training options. There are possibilities for getting some support from MINEDUC's Bolsas de Estudio (scholarship program) and INTECAP's courses. However, in order to get some support from the private sector, it would be necessary for the project to make an additional effort to establish good relationships in that area. (For specific recommendations regarding secondary, vocational, and accelerated education, see pages 27-28). It is likely that a high percentage of teenagers may not continue studying if they have no economic support and the necessary academic reinforcement.

In health, outcome sustainability depends, on the one hand, on the Ministry of Public Health and Social Welfare having its budget substantially increased as promised by the candidates to the presidency, and, on the other, on having the community health promoters remain active. The degree of political will in the municipalities to invest in the communities' health improvement, and the community organizations' capacity to demand this improvement, will also be important.

With respect to economic alternatives, it is possible that by the end of 2004, many families would have been able to develop productive and/or business projects or would have been able to find employment alternatives that generate better income than working in gravel production, but it is hard to anticipate how long they will be able to keep them. The success of these projects depends to a great extent on the families' leaving their work in gravel production, and on their children not having to do work at this labor either.

In awareness-raising and social mobilization, it is expected that the Child Labor Monitoring System will have been created and will be in operation, and that the level of knowledge and commitment of the diverse social actors with regards to children's rights and child labor will have increased. But how this knowledge and commitment will translate into concrete initiatives for the prevention and eradication of child labor in gravel production remains to be seen.

Regarding the improvement of the educational system, the expectation is that the support of the Scholarships for Peace will remain, and that teachers' training will continue to progress in addition to the educational reform process and further professional training of teachers. If the support of the scholarships is removed, it is probable that many families will withdraw their children from the school system.

In summary, the sustainability perspectives for the outcomes thus far obtained are not very optimistic. Although some progress has been achieved, these outcomes have not yet been consolidated, particularly with regard to the capacity of the community organizations to negotiate the process of change with local and national institutions. There are also external factors, such as the political will and the budget limitations that could affect the sustainability of the outcomes.

The following sections analyze some key elements to take into account in order to achieve sustainability, and the conditions that the project should generate in order to guarantee such sustainability.

Key Elements for Sustainability

By the end of the project in November of 2004, the expectation is that the community organizations will be prepared enough to monitor, on their own, the process made in education, health, economic alternatives, and awareness-raising, and that they will be able to negotiate with and demand from the local, provincial, and national authorities their support for the communities' efforts. This requires the project to invest extensively in the training and formation of leaders to assume these responsibilities. At present, the level of the abilities developed in individuals is low: most people are illiterate, have not had any technical training, and their only labor experience is in gravel production. In addition, the level of development of the community organizations is uneven, and in some cases, such as that of the school boards, they have not even been fully integrated. Most of the community organizations are still only in the initial stages of their creation, beginning the selection of their directive bodies, promotion of community participation, analysis and identification of needs, and formulation of work plans. The execution of specific projects in the different components, and the progressive transfer of responsibilities to the community leaders, will be crucial to consolidate and strengthen the community organizations in 2004. It is likely that by the end of 2004, some progress will have been made regarding community organization and participation, but it will be hard to have them become self-reliant as they will still require support, guidance, and counseling, which could be provided in a follow-up stage.

The project has promoted the participation and organization of children and teenagers, and more emphasis has been placed on the latter. It is expected that adolescents will play an important role in monitoring the commitments assumed by the candidates elected as mayors and deputies. As with the adult organizations, it is required that the project invests time and resources in training and forming the leaders of these organizations, and in promoting their coordination with the adult organizations. CEIPTA will try to

promote the creation of children's and teenagers' councils on the basis of the experience obtained through the organization of similar councils in Juan Ostuncalco and Salcajá in Quetzaltenango. It is recommended that the project analyze whether they have the human and financial resources to promote the organization and participation of children and teenagers. Moreover, they should be careful that children's and teenagers' education is not affected in any way by this organization and participation.

The relationship with the new municipal authorities has to take a qualitative leap from requesting specific support for the project to setting the bases with which to formulate a municipal public policy for children and teenagers. This policy should include the definition of objectives, responsibilities, and the allotment of resources for the municipal budget to work against the problems that affect children in health, education, and child labor, including gravel production. Thus, the project proposes offering the corresponding assistance to the municipalities, and promoting the creation of the Municipal Commission for Children and Adolescents regulated by the Law for the Integral Protection of Childhood and Adolescence.

The support of the mass media (press, radio, television, and Internet) at the local and national levels, and even at the international level, is crucial to disseminate information about the problems of child labor, as well as making known the project's achievements, and the efforts made by the community organizations to raise awareness and mobilize the support of numerous actors, in order to guarantee the sustainability of the outcomes. The voice and direct participation of children's and teenagers' leaders are important elements in this communication. CEIPA will attempt to strengthen the relationship with the media and to plan public activities in 2004 so as to inform citizens about the problems of child labor. The strengthening and operation of the Child Labor Monitoring System (SMTI), with the participation of key actors, is important in order to continue working on the problems related to child labor.

In the last decade Guatemala has progressed in the dissemination of children's rights and the international legislation related to child labor, as well as with the formulation of plans, programs, and projects aimed at making these rights effective by involving a number of persons, organizations, and institutions, both public and private. The project should take advantage of this context to strengthen its relations and to obtain more resources and support that could be used for the follow-up and continuity of the efforts made.

Finally, the project has reached a good coordination and cooperation level with several institutions, which has in turn allowed it to have important human, financial, and material resources to achieve its outcomes. Nevertheless, the relationship with other institutions has been less productive. It is a challenge to maintain, consolidate, and expand these relationships, taking into account the change in the local and national authorities as a result of the general elections of 2003. From the point of view of sustainability, the challenge is for the community organizations to progressively assume and appropriate these institutional relations.

In summary, the following key elements have been identified as needed to achieve sustainability:

- The community's organized participation as well as the development of their capabilities to assume the diverse components and to negotiate new projects.
- Children's and teenagers' organizations as new social actors.
- Committed local authorities that translate their commitment in actions and resources in favor of the community's development.
- The support of the mass media to raise awareness and for social mobilization.

- The identification, knowledge, and commitment of numerous entities with respect to the issue of child labor and children’s rights.
- The strengthening of the inter-institutional coordination and cooperation.

Conditions Needed for Sustainability

Based on the relations established with several institutions, it has been possible to identify and clarify the role they play, as well as their support and commitment, particularly the Ministry of Education, the Ministry of Health, the Ministry of Labor, and other public entities. The project should aim throughout 2004 at strengthening the capacity of the community organizations to assume the role of interlocutors and negotiators with the various pertinent institutions, both at the local and national level. Therefore, the community organization representatives should become more involved in these processes. The support in lobbying with the national authorities provided by IPEC/ILO National Office will be very important in this sense.

In education it is fundamental for the project to train parents to get organized in the school boards and in community organizations in order for them to assume the management of the Scholarships for Peace, to request an increase in their number and coverage, and to demand compliance from MINEDUC so as to have it comply with its constitutional commitment. The project, with the participation of the community organizations, should lobby with the municipalities for them to take a more active role in the support of the educational process through the Education Commission, and with the assignment of resources to improve the schools’ infrastructure and to organize educational activities. The project and the community organizations have to define which role they will assume in the creation of the Community and Municipal Development Councils, the Municipal Commission for Childhood and Adolescence promoted by the Law for the Integral Protection of Childhood and Adolescence, as they are entities that could formulate municipal public policies in favor of children and adolescents. The main difficulty is in achieving the representative participation of the local organizations, develop their capacity to formulate proposal, and prevent the risk of using them as instruments for political party interests.

There is a need to get more support, both public and private, for the issues of pre-school and secondary education as well as the attention for children ages 0 to 6 from MINEDUC, SOSEP, SBS, INTECAP, CECYPSA, private high-school institutes, and the business sector of Retalhuleu.

To ensure sustainability in the area of health care, the Action Program has to consolidate and strengthen the group of health promoters by following up on their training; to promote by means of campaigns the community’s mobilization in favor of their health; obtain the needed institutional support and that of the local authorities so as to provide training and resources; encourage children’s and teenagers’ participation as health advocates and promoters; and lobby and present proposals for more investment from the municipalities and other institutions in the health and environmental recovery infrastructure.

In economic alternatives, the strategy to achieve sustainability includes the legalization of the status of community organizations with the legal counseling of CEFED; promoting their democratic and representative integration by electing their directive bodies; and developing profitable productive and/or business projects to replace children’s income from gravel production in order to eliminate the need for child labor. It is also important to take maximum advantage of the resources available in public and private institutions so as to develop viable and realistic productive projects that can be managed successfully by the families and community organizations, as well as to look for a higher integration of the project with the poverty reduction strategies applied at the municipal, provincial, and regional levels.

Regarding awareness-raising and social mobilization, it is necessary to create a social outreach communicators network that may support this task; develop the community organizations' capacities, including those comprised of children and teenagers, in order to have access to the media and outreach means; and strengthen the inter-institutional coordination and their intermediation with the state and the organized civil society. It is necessary for the project to give special attention to the creation of the Child Labor Monitoring System with the participation of the relevant actors.

In relation to the improvement of the educational system, the project should define a strategy for the community organizations to appropriate the management of the Scholarships for Peace and to negotiate to have granting these scholarships become part of a State policy. Regarding teachers' training, the permanence of the positive effects will depend to a great extent on the educational reform process and on the teachers' professionalization.

It is crucial to sign agreements between IPEC/ILO and the State institutions, within the configuration of official Framework Agreements. It would be better if they are backed by some kind of ministerial or governmental agreement, particularly with the new national, provincial, and municipal governmental authorities. It is also important to develop project proposals to negotiate their insertion in the formulation of the annual budgets for the next four years. The potential support from the private sector for the project's components needs to be explored in 2004.

The delay in the implementation in the economic alternatives component affects the sustainability of the outcomes reached in the other components. As long as families do not have adequate jobs with enough income to cover their basic needs, they will continue needing child labor. This affects their educational, recreational, and development possibilities as well as their physical and mental health. As long as the family income improves, there will be a reduction in the work schedules and the definite withdrawal of children and teenagers from their work in gravel production.

3. CONCLUSIONS

General Conclusion:

Regarding progress toward the Development Objective: "The project will contribute to the progressive eradication of child labor in gravel production in Retalhuleu, Guatemala," it can be stated that the achievement is satisfactory, as there are significant advances in the four immediate objectives of the project despite a considerable delay in the objective of economic alternatives:

- Through access to several educational options, a total of 370 children and teenagers were totally or partially removed from gravel production in 20035. This means 80% compliance with the goal of 390 that had been set and stated in the project. There have also been important health advances that have contributed to achieving this objective.
- Progress toward the improvement of the income of gravel-producing families is in the stage of setting the bases for the development of productive and/or business projects.
- In awareness-raising and social mobilization, there are multiple sectors that know about the problems related to child labor and that have assumed a commitment to support initiatives.
- Related to the improvement of the educational system, with the implementation of the Scholarships for Peace it has been possible to reduce the costs of educating children, and it has been possible to train a good number of teachers.

Specific Conclusions:

The conclusions are grouped according to the four large areas evaluated and in relation to the issues analyzed in each of the areas.

Relevance and Validity:

- 3.1 The project is relevant because it contributes to the reduction of child labor in gravel production through the application of its components. Its relevance is even greater given the coffee crisis and the increase in unemployment in the region.
- 3.2 The application of the Poverty Reduction Strategy at the municipal and provincial levels, as well as the Law for the Integral Protection of Children and Teenagers, are factors that may contribute to the sustainability of the project's outcomes.

⁵ Out of the 370 children that have benefited from the project, 342 were children between 5-14 years old and 28 were between 15-18 years old. These figures are based on project reports and field verification visits by the evaluation team. Even though it is impossible to state that all these children are not working at all (since families might still use them during periods of high demand or during crisis), it is fair to say that, as most of the work in gravel production is done during school hours (in the morning), the success of the project in enrolling and retaining children in the educational system is immediately translated into a dramatic reduction of the working hours.

- 3.3 The strategy proposed in the project is relevant for the various public institutions involved that are responsible for attending the problem of child labor. Nevertheless, some of these institutions do not have the needed political will, and/or they have budgetary limitations which are obstacles to their assuming full responsibility in this sense.
- 3.4 The information in the Baseline Study of 2001 and the lessons learned from the implementation of the First Phase were used to design the project, but not to implement the Second Phase, as the General Coordination and CEIPA believed that the information had gaps and was incomplete; therefore, the project had to gather the information it required.
- 3.5 The project's design has logical coherence in general terms, although some of the activities, outcomes, and indicators need to be revised.

Implementation:

- 3.6 There was a long time span of almost 20 months between the completion of the First Phase and the beginning of the Second Phase of the project, partly due to the bureaucratic approval process for the Action Program. This generated difficulties to start the Second Phase, such as the loss of credibility before the authorities and institutions, mistrust and skepticism among the population, delays in planning, and problems with CEIPA's budget, as well as a time discrepancy in the execution of the four components of the Action Program.
- 3.7 The project has managed to get important resources from several State institutions that support the achievement of the outcomes. There are several negotiations in progress whose outcomes are to be specified. Some of the negotiations have not been successful due to budget limitations within the institutions in question.
- 3.8 The participation of the community, parents, children, and adolescents has been encouraged as they play an important role in the implementation of the project, although it is necessary to organize them and develop their abilities and skills.
- 3.9 The execution of the project's diverse components by the staff hired by two different institutions (IPEC/ILO and CEIPA) has worked well in practice, although a better definition of functions, responsibilities, and procedures is required.
- 3.10 The administrative and programming procedures of IPEC/ILO Sub-Regional Coordination Office affect to some extent the project's implementation regarding the time and effort required to comply with them. The main reason for the delay in the disbursement of funds is CEIPA's delay in presenting the Technical Reports for their revision and approval.
- 3.11 It is necessary to encourage a wider exchange of experiences among the executing agencies of the several IPEC/ILO projects being implemented in Guatemala to enrich the work.
- 3.12 CEIPA's experience in the area of child labor and children's rights are its main strength. A weakness it has is its limited resources to hire the staff required for the project's execution. In relation to the partner organizations, their main strength is that they have the resources that can be channeled toward projects for poor families; their main weakness is the upcoming change in the authorities due to the general elections of 2003 which may impact the relations and commitments assumed negatively.

- 3.13 The project has not established direct links with other NGOs in Guatemala that work on the issue of child labor or children's rights, although CEIPA as an institution does have these links.
- 3.14 CEIPA's delay in submitting the Technical Reports to be issued every four months has an impact on the delay in disbursing the funds, and affects the execution of the activities.

Effectiveness and Efficiency:

- 3.15 By providing several educational options to children and teenagers, it has been possible to reduce the work schedules of a significant number of gravel-producing youngsters. In education, the main outcomes have taken place in elementary education. No specific actions have been achieved to assist the 0 to 3 year-olds, although some progress has been made in preschool education for children between 4 and 6 years old. Some advances have also taken place in educational opportunities for teenagers, but there are limitations regarding their vocational training.
- 3.16 In health, the main achievement has been the training of 22 health promoters from 12 communities, who will be the triggering factor for health community actions.
- 3.17 Regarding economic alternatives, despite the delay in starting its implementation, there has been progress in inter-institutional coordination, training of community groups, the implementation of small productive and/or business projects, and the proposal of several alternatives of productive and/or business projects that have set the foundations for promoting these kinds of projects, thus generating some income for the families.
- 3.18 In awareness-raising and mobilization, it has been possible to disseminate the issue of child labor by means of several types of mass media; it has also been possible to coordinate with several public institutions and to get their support. The most important achievement for 2003 was the placement of children's and teenagers' issues on the political agenda by means of the forums held with the political candidates, forums in which children and adolescents talked about their own problems and proposed solutions after having analyzed them in workshops with student representatives from several educational centers.
- 3.19 The project has proposed a child labor monitoring system, which requires more preparation and development due to its importance for the sustainability of the outcomes.
- 3.20 Regarding the objective dealing with the improvement of the educational system, teachers have been trained in several areas related to the issues, and the distribution of the Scholarships for Peace have reduced the cost of education for families.

Sustainability

- 3.21 The perspective of sustainability of the outcomes to be reached in the different components is variable and depends on the project's and the community organizations' capacity to lobby and negotiate with the new authorities of the partner institutions, as well as on their political will, taking into account any budget limitations that could arise.
- 3.22 The sustainability of the project's components depends on the following key elements:
- The participation of the community to take place in an organized fashion and the development of their capacities to appropriate the different components

- The organization of children and adolescents as new actors
 - The commitment of local authorities that then will translate into actions and resources in favor of the communities' development
 - The support of the mass media to raise awareness and for social mobilization
 - The identification, knowledge, and commitment of several actors with the issue of child labor and children's rights
 - The strengthening of existing inter-institutional coordination and cooperation
- 3.23 It is also necessary to create appropriate conditions for the sustainability of the outcomes. Thus, the project, together with the community organizations, has to define the strategies for the community organizations to appropriate the process, develop their capacities, and become more involved in building relations with public and private institutions, present proposals, negotiate, and get their support in order to contribute to the eradication of child labor in gravel production.
- 3.24 The delay in the implementation of the economic alternatives component affects the sustainability of the outcomes to be reached in the other components.

4. RECOMMENDATIONS

The body of the report includes specific recommendation about the several areas and issues evaluated. In this chapter, these recommendations are summarized, grouping them in terms of the strategies and lines of action that the project has to undertake in 2004 to achieve the immediate objectives and the development objective and to guarantee the sustainability of the outcomes.

Reduction of Child Labor through Access to Several Educational Options and Health Services, and the Improvement of the Educational System:

- 4.1 Analyze the viability of several options to aid children between 0 and 6 years old, and implement the option that is given priority.
- 4.2 In relation to the Scholarships for Peace, continue the negotiation to increase their total number with the participation of parents, and support the creation and training of the school boards and/or parents' associations to manage them.
- 4.3 Look for options for vocational training for teenagers ages 15-17, with the support of public and private institutions.
- 4.4 Get scholarships and other support for students in basic and general education so as to allow them to complete their studies.
- 4.5 Support the accelerated education program for teenagers who have not yet finished their elementary education.
- 4.6 Continue training teachers to provide better attention for the working children.
- 4.7 Guarantee better gender equity in access to education.
- 4.8 Promote a preventive approach in community health through the support given to the group of community health advocates in their actions promoting health education and disease prevention.
- 4.9 Negotiate with the municipal authorities and other institutions for a higher investment in health infrastructure and environmental sanitation.

Improvement of the Gravel-Producing Families' Income:

- 4.10 Set a 20% increase in the average monthly income of gravel-producing families as a goal, which would mean their going from wages of Q.516 to earning Q.620.
- 4.11 Strengthen the economic alternatives component by hiring a person to support the implementation of the productive and/or business projects.
- 4.12 Seek better coordination with the other project's components in function of their support for this component.
- 4.13 Get additional resources to support this component from public and private institutions, both national and international.
- 4.14 Clearly define the use of the revolving fund, and establish the mechanisms to recover the loans.

- 4.15 Continue supporting the families from Pomarrosal in their resettlement, clearly limiting the support to be provided by the project, and emphasizing that the community is responsible for the negotiations and solution of any difficulties that may arise.

Awareness-Raising and Social Mobilization to Eradicate Child Labor:

- 4.16 Strengthen the institutional relations at national and local levels, especially with the newly elected authorities who will assume office in 2004.
- 4.17 Involve more representatives of the community organizations in the negotiations and lobbying with the institutions.
- 4.18 Look for the support of IPEC/ILO National Office and Sub-Regional Office to lobby with the national authorities.
- 4.19 Maintain the communication, awareness-raising, and motivation among parents and community organizations regarding the issue of child labor and children's rights.
- 4.20 Design a strategy to follow up on the mayors' and deputies' commitments assumed in the forums held.
- 4.21 Create a social outreach communicators network to support the project's activities.

Create the Conditions for Sustainability:

- 4.22 The project has to plan a strategy to train the community organizations, give them support and guidance, strengthen their structure and operation, achieve their coordination as well as their legal and social recognition as representative of the community before the municipal and provincial authorities, and achieve their integration within entities such as the Community and Municipal Development Councils and the Municipal Commissions for Children and Adolescents.
- 4.23 Give systematic formation and training to the institutional staff of the project and of the partner institutions on children's rights, child labor, and other relevant issues for them to better do their jobs.
- 4.24 Strengthen and expand the inter-institutional relations, and the coordination and cooperation at the municipal, provincial, national, and even international levels, with the purpose of guaranteeing the sustainability of the processes once the project finishes.
- 4.25 Analyze with the donor the possibility of starting a follow up phase or an extension of the project for at least another year in order to consolidate the outcomes reached and guarantee their sustainability.

5. LESSONS LEARNED

A. Importance of Accurately Knowing the Facts and Reality

Exact and accurate data are fundamental for the success of any Action Program. In the case of this gravel project, on the opinion of the General Coordination and CEIPA, the lack of sufficient information about the first phase and some deficiencies in the baseline study, which lacked the necessary information about the gravel-producing children and their families, made it necessary for the project's staff to gather and analyze data from the beginning to make the information useful for planning, follow up, and monitoring purposes. The data of the national census or local surveys frequently do not produce the kind of accurate and important information needed for the implementation of a project. And, in general, the consultants do not easily obtain the trust of the target population; therefore, the outcomes are not always accurate. It is through constant contact with the population that it is possible to get to know their reality: what they think, feel, and do.

B. Fundamental Role of the State in the Prevention and Eradication of Child Labor

The State, through its various institutions, is responsible for the prevention and eradication of child labor. It is by the establishment of public policies to promote the country's economic, political, social, and cultural development that the poverty conditions affecting large sectors of the population may be overcome, as they are the determining factors in having children work. In this project's case, for instance, the Scholarships for Peace program should become a permanent policy so that the State, through the Ministry of Education, may comply with its constitutional obligation to guarantee that every child under 14 years old has access to elementary education; this must be done by supplying them with the needed school supplies and textbooks, a daily nutritional snack, and other necessary support.

C. The Importance of the Municipal Public Policies for Children and Teenagers

Getting specific support from the municipalities has a limited effect in making the outcomes sustainable in the long term, since this depends on the political will of the mayor and the municipal council, and on the capacity for creating impact on the part of the applicants. It is necessary to propose a strategy aimed at the formulation, implementation, monitoring, and evaluation of public policies at the municipal level for children and teenagers, in which the municipality and the existing institutions and organizations, including those comprised of children and adolescents, participate together in diagnosing youngsters' problems, defining priorities, formulating proposals for solutions, assigning responsibilities and resources, and implementing them. The forums held with the mayoral candidates in the 5 municipalities, and with the candidates for congress at the provincial level, are just the first step in raising their awareness and defining the commitments of these actors. Once they assume office, it is necessary for children's, teenagers' and community organizations to plan the follow up actions with the support of the project, and to prepare concrete proposals to negotiate with the mayors' offices.

D. The Strengthening of the Community's Participation in order to Achieve the Sustainability of the Processes

Promoting the organization and participation of the community has not been easy in a context characterized by poverty; the tendency to look for assistance; divisiveness due to family, political, and religious reasons; individualism; and the fear of organizations. Gaining the acceptance and trust of the community leaders and organizations has required persistence, patience, perseverance, and institutional credibility in promoting the organization of the community, as well as transparency, honesty, and clarity in not making promises that cannot be complied with. The achievement of the objectives proposed in the

project as well as the sustainability of the processes will depend to a great extent on the strengthening of the community organization, on the organization and participation of children's and teenagers' parents, and on their capacity to negotiate projects and create an impact on the local authorities. Thus, the project has to plan a strategy to train these groups, give them support and guidance, strengthen their structure and operation, gain their cooperation and bring about their social and legal recognition as entities that represent their communities before the municipal and provincial authorities, as well as their integration within coordinating instances such as the Community and Municipal Development Councils and the Municipal Commissions for Children and Adolescence.

E. Children and Teenagers as New Actors

In the mainstream culture, the general perception of children and teenagers is to see them as objects of attention, protection, and being subjected to adult domination. They are not conceived as social subjects capable of thinking, expressing an opinion, acting, and thus contributing to their own development and that of their families and communities. From the point of view of children's rights and based on CEIPA's experience in promoting children's participation and protagonist role, it is fundamental to open spaces for children's participation in several contexts: the family, the school, the community, the municipality. Their representative and inclusive organizations should be supported, and they should be trained in order for them to participate in an efficient way.

F. Inter-Institutional Coordination and Cooperation as Key Factors

The advances achieved by the project are largely due to the development of good relations with several public and private institutions, with which communication has been open to share work plans, ideas, and proposals, and to coordinate actions and cooperate with resources. The credibility of IPEC/ILO and CEIPA has been important to strengthen these relations, as well as to earn the trust of the institutions and to produce concrete outcomes to benefit the population.

6. POTENTIAL GOOD PRACTICES

This chapter briefly analyzes two potential good practices that have arisen from the implementation of the project and which can be of interest to other projects that are also looking to contribute to the eradication of child labor. The two experiences deal with the participation of children and teenagers in community and municipal level activities.

A. Children's Participation in a Campaign against Dengue

In August 2002, the authorities of the Ministry of Public Health issued a call to get support in order to face an emergency public health situation caused by an epidemic of dengue and hemorrhagic dengue. This epidemic affected the project's target population, causing the death of some children. The communities in which the gravel-producing families live and work are of high risk due to the heat and humid weather conditions that favor the proliferation of the mosquito that transmits the disease. Based on the fact that the project had established collaborative relations with the local health authorities and the school principals, the executing agency suggested that 4th, 5th, and 6th graders be trained to: 1) recognize the symptoms of the disease; 2) recommend emergency measures (hospitalization or a visit to the doctor); and 3) learn preventive measures and promote them in their own communities. In addition, parents, school authorities, and community leaders were also trained.

The activities held were the following:

1. Guidance provided to the training facilitators by the Ministry of Health
2. Coordination of activities with the health units in the communities
3. Formal request to get permission from the school supervisors and principals
4. Selection of the participating children (done by the teachers)
5. Preparation of didactic material and the techniques to be used
6. Educational activity with the children in three stages (carried out on the same day or on consecutive days):
 - Informative/formative session in which children share the knowledge they have on the topic and also where they then can get additional information
 - Home visits in the community to share their knowledge and promote preventive measures
 - Follow up visits to the homes, especially those in which cases were detected

The activity was coordinated with the public schools of 7 communities: Cantón Samalá, Brillantes, Siglo I, Siglo II, Pomarrosal, Finca San Luis, and Finca Filadelfia. A total of 292 children participated in the activity. They received initial training, made the home visits, and promoted the destruction of the breeding sites of the *Aedes Aegypti* mosquito that transmits both the classic and the hemorrhagic dengue strains.

A difficulty encountered in the process was the teachers' reluctance to support this activity, as it was necessary to use a full morning during class instruction time to complete it. The limitation was overcome when they were told that the educational contents met the requirements of the official curriculum, and that

the activity was endorsed by the school supervisors of each of the municipalities covered. There was also some skepticism on the teachers' and principals' part about children's capacity to do what had been planned.

This is a practice that can be applicable to any situation related with health or hygiene that can affect a community and its families. It is replicable in any place because it has a minimal financial cost and it works wherever there are children. Any project related to the eradication of child labor that has a health component may use this and other health-related practices.

Important elements to consider:

- The coordination with and cooperation of the local health and education authorities
- Not to underestimate children's capacity to learn and act
- Guaranteeing that the facilitators are dynamic, creative, and well prepared.

This practice contributed to:

- Educating children regarding health and hygiene
- Getting positive responses from the community and the teachers
- Improving the health and sanitation conditions in the communities

The experience showed children's potential when they are trained to become young health advocates and promoters of healthy practices at the community level, and demonstrated that they can work in a coordinated fashion with the group of adult advocates that had been previously trained. Children and teenagers can play an important role in promoting the health of families, the schools, and the communities as a whole.⁶

B. Forums with the Mayoral Candidates

CEIPA had the experience of promoting the civic training and participation of children and teenagers in the political-electoral agenda of 1999, in which several forums were held in the province of Quetzaltenango with the mayoral candidates of six municipalities. Based on this experience, CEIPA formulated a project called "Children and Youngsters on the Political-Electoral Agenda" to organize similar forums taking advantage of the general elections to be held in November 2003. This included a total 15 forums: 10 in Quetzaltenango and 5 in Retalhuleu. The description and analysis of the practice will refer only to the experience in Retalhuleu.

This practice was held as a complement to the awareness-raising and mobilization activities done by the project working with gravel-producing families and their children in Retalhuleu. Preparatory workshops and forums were held in the four municipalities included in the project: San Sebastián, Santa Cruz Muluá, San Martín, and San Felipe. The province capital of Retalhuleu was also included. In addition to the

⁶ For more information about the approach Children become directly involved in the health education process, see www.child-to-child.org

candidates for mayor, the candidates for deputy or assembly representative seats were also invited to the latter activity.

The main activities held were the following:

- Coordination with the Province Director and the Municipal Supervisor of Education
- Preparation of the workshops to be held with student representatives from the participating schools, including training of the project's teenagers as facilitators and representatives of gravel-producing children
- Invitation of representatives of each participating school, while guaranteeing gender equality
- Invitation of teachers to support the activities
- Realization of one-day workshops in each municipality
- Preparation of the document presenting the problem and children's proposals in each municipality
- Invitation of the mayoral candidates and candidates running for the office of deputy to participate in the forums
- Procurement of the facilities to hold the forums and management of logistic aspects
- Preparation of children, teenagers, and adults to direct the forums
- Advertising and invitations to local authorities, social organizations, and media to participate in the event
- Carrying out the forums, which lasted between two and three hours
- Documentation and systematization of the processes
- Procurement of complementary economic resources in Quetzaltenango by CEIPA for the political agenda project

The process started in July 2003, and the last of the five forums took place on October 10. A follow up phase is slated for after the swearing-in of the elected authorities that will assume power in January 2004.

Groups of teenagers who work in gravel production with the support of CEIPA organized the workshops with children and adolescents that represented the schools and institutes of the five municipalities. The participating teenagers in the project were trained to be facilitators in the workshops. A total of 230 children, representing 79 schools, participated in the workshops. They analyzed their problems, and formulated proposals for the local authorities that were then drafted into documents. CEIPA's and IPEC/ILO's staff and 12 teachers provided support for these workshops.

In the public forums with the candidates, the children and teenagers presented the outcomes of the workshops and requested that the candidates explain their responses to the demands formulated. They also asked them to sign a letter of commitment to solve the problems described. After the elections, local children and teenagers will follow up on the letters of commitment signed by the candidates. These children and adolescents defined the following as their main problems: poverty, lack of access to

education and health, lack of recreational facilities, labor exploitation, mistreatment, drug use, violence related to common crime, and noncompliance of the government's promises. The public forums were attended by hundreds of people. Although there was some coverage of the local media, there was not as much as was hoped, so it will be necessary to continue working on its impact.

An element worth pointing out in the analysis done by the children and teenagers is the section entitled "What can we do?" which lists several actions to be carried by different actors, including themselves. Briefly, the actions they propose taking as a sector are the following:

- Organize themselves and participate constructively
- Know and practice their rights and carry out their duties
- Train other youngsters to be actors of change and development in their communities
- Request their parents' help
- Value and take care of what their parents give them so it may be useful later on
- Be optimistic in the present and future as it is possible to improve and overcome their problems
- Study responsibly and graduate with excellence, and be better citizens
- Ask for help from the municipal and national authorities
- Demand that the authorities to comply with and defend their rights
- Look for institutions that can help them
- Demand that mayoral candidates commit themselves to complying with children's rights and their petitions

Some difficulties encountered were the following:

- Since this was a new activity in the municipalities where no other forums had been held, some were afraid that a confrontation of parties and candidate could take place, so they took measures to make sure that the forums would develop normally and without problems.
- In a couple of workshops some teachers participated negatively by distorting the discussions
- Most of the content in the final document of the workshops deals with the opinions expressed by the participating children and teenagers, with the exception of the Conclusions section, which was prepared by CEIPA's staff
- Although representatives from the media were invited to participate, greater direct and personal contacts were needed in order to get better coverage of the events
- A meeting with the participating children and adolescents was planned for after the elections of November 9, 2003, but it was not considered that schools are already on vacation at that time. Therefore, it will not be possible to hold this meeting until mid January 2004.

Key elements to take into account:

- Having full support from the education authorities at the province, municipal, and local levels to organize these activities
- Creating the conditions for children and adolescents to express their ideas and participate freely, and to respect their opinions
- The role of the project's staff and teachers should be that of facilitators and support. They should not impose their own criteria or influence what the children and teenagers think.

The workshops and forums have contributed to:

- Strengthening the participation and protagonist role of children and teenagers
- Developing a closer approach and coordination with the local educational authorities
- Including children's and teenagers' needs, demands, and proposals in the politico-electoral agenda
- Establishing a platform to follow up, negotiate, and lobby with the new municipal authorities as a base toward the formulation of municipal public policies for children and adolescents
- Training adults and organize their participation
- Motivating parents and teachers to support children's and teenagers' participation and empowerment by getting to know their capacity to analyze and develop their knowledge of their reality and to express their proposals

APPENDIX 2: Main issues, variables, dimensions, and indicators

ASPECTS	QUESTIONS	VARIABLES, DIMENSIONS AND INDICATORS
<p>1. Strategy Relevance and Design Validity</p>	<p>1.1 To what degree is the project strategy relevant, considering the conditions and factors that lead to the existence of child labor in gravel production in the area? Have the communities' men, women, and children participated in the definition of their needs? Has the project reached the most vulnerable children and families of the population?</p> <p>1.2 What were, if any, the most important needs identified during the implementation that are not being taking care of through this specific project? If unmet needs were identified, please include recommendations as to how the project's staff can obtain resources and build up associations to attend to those needs.</p> <p>1.3 To what extent has the project been integrated into national and local strategies to reduce poverty and to protect and educate children?</p>	<p>Project's strategy relevance:</p> <ul style="list-style-type: none"> • Analysis of causes and consequences of child labor • Proposals of pertinent solutions <p>Community's participation:</p> <ul style="list-style-type: none"> • Number and type of consultations made to the population • Incorporation of their proposal <p>Coverage of the most vulnerable:</p> <ul style="list-style-type: none"> • % of poor children and families covered <p>Identification of unmet needs</p> <ul style="list-style-type: none"> • Unmet needs identified by the population and by the staff <p>Integration of Poverty Reduction Strategies (ERP):</p> <ul style="list-style-type: none"> • Relationship with local ERP (provincial and municipal levels, with Municipal Council, Municipal and Provincial Development Councils) • Relationship with national ERP (Regional and National Development Councils) <p>Integration of strategies for children:</p> <ul style="list-style-type: none"> • Relationship with protection strategies

	<p>1.4 To what degree is the project’s strategy relevant to the roles and capacities of the public institutions involved at the local and national levels?</p> <p>1.5 How has the project been affected by the country’s economic situation, in particular the coffee crisis and the migration of people from the coffee regions to the area?</p> <p>1.6 How coherent is the internal logic of the project (logic framework, relationship among objectives, outcomes, and activities)?</p> <p>1.7 Please evaluate the quality and relevance of the baseline studied done (usefulness for the project’s design and/or implementation). How effective was it in terms of the selection of the intervention sector, the number of identified children and families, and the geographic region?</p> <p>1.8 To what degree were the lessons learned in the first phase incorporated in the design and implementation of the project?</p> <p>1.9 To what degree has the focus on the children’s rights and the international legislation related to child labor been applied in the project’s design and</p>	<ul style="list-style-type: none"> • Relationship with educational strategies <p>Relevance for the roles and capacities of local and national public institutions:</p> <ul style="list-style-type: none"> • Ministry of Labor • Ministry of Health • Ministry of Education • Ministry of Agriculture • Municipalities • Provincial Government <p>Effect of the economic situation:</p> <ul style="list-style-type: none"> • Effect of coffee crisis (unemployment, economic recession) • Effect of migration (increased migration to the area) <p>Coherence of the logic framework:</p> <ul style="list-style-type: none"> • Logical vertical and horizontal coherence <p>Quality of the baseline study and its relevance:</p> <ul style="list-style-type: none"> • Usefulness for the design • Usefulness for the implementation • Relevance for the definition of the target population and area <p>Incorporation of lessons learned from the first phase:</p> <ul style="list-style-type: none"> • in the design • in the implementation <p>Application of the focus on rights and</p>
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	<p>implementation? Has there been any change in the diverse social actors involved in relation to their knowledge, attitudes, and practices concerning children’s rights and the international legislation related to children labor?</p>	<p>legislation:</p> <ul style="list-style-type: none"> • in the design • in the implementation <p>Changes in knowledge, attitudes, and practices of involved actors:</p> <ul style="list-style-type: none"> • executing agencies’ staff • benefited population: children and adults • communities • social organizations • governmental institutions
<p>2. Project’s implementation</p>	<p>2.1 Please evaluate the implementation and efficiency of the project’s first stage, including the collected information for the baseline, staff recruitment, creation of committees to monitor child labor, and training of participants.</p> <p>2.2 What has been the level of commitment and support for the project from the government, different public institutions, NGOs, unions, and other organizations that work in child labor or childhood assistance? What effect has it had on the implementation of the project? How can the participation of the relevant organizations and institutions involved be improved?</p> <p>2.3 To what degree and how has the community, parents, and children participated in the implementation of the project? What effect does it have</p>	<p>Evaluation of the implementation and efficiency of the first phase:</p> <ul style="list-style-type: none"> • collection of information for baseline • staff recruitment • creation of committees to monitor child labor • participant’s training <p>Level of commitment and support from:</p> <ul style="list-style-type: none"> • Governmental institutions (Labor, Health, Education, others) • Public Institutions (PDH, MP, Judiciary Body, etc.) • NGOs (local, CIPRODENI, regional coordinators, follow-up group) • Other organizations (PENNAT, CALDH, UNICEF) <p>Effect on the project’s implementation</p> <ul style="list-style-type: none"> • Positive effect • Negative effect <p>Level and method of participation</p> <ul style="list-style-type: none"> • the community (base community organizations) • parents

	<p>on the implementation of the project and on the potential for the continuity of the efforts started with the project? How could the participation of the population be increased?</p> <p>2.4 How efficient have the management and the project’s implementation procedures been (organizational structure, administrative and operational distribution of functions, procedures, work plans, support from IPEC San Jose and IPEC’s headquarters, coordination and exchange of information with IPEC national and sub-regional offices, etc.)? In addition, please evaluate the efficiency of the coordination and information sharing with other existing efforts of ILO/IPEC in Guatemala. What impact do the administrative processes and the follow-up (IPEC headquarters and the sub-regional office in San José) have in regards to the efficiency of the project?</p> <p>2.5 What are the strengths and weaknesses of the partner organizations (especially the executing agency) in terms of human resources, learning capacity, knowledge, and work focus on child labor issues, gender affairs, etc.? How do the partners’ capabilities affect the implementation of the project?</p> <p>2.6 Please review and evaluate the coordination with other NGOs and IOs (international and national) that implement projects to assist children.</p>	<ul style="list-style-type: none"> • children (children and adolescents) <p>Effect on the project’s implementation:</p> <ul style="list-style-type: none"> • positive and negative effects <p>Potential effect in the project’s continuity</p> <ul style="list-style-type: none"> • positive and negative effects <p>Efficiency of the management model and implementation procedures:</p> <ul style="list-style-type: none"> • organizational structure • distribution of administrative and operational functions, procedures, work plans • IPEC San José and Headquarter’s support • coordination and information exchange with IPEC’s national, sub-regional and headquarter’s offices • coordination with other ILO/IPEC efforts in Guatemala <p>Impact on the project’s efficiency:</p> <ul style="list-style-type: none"> • administrative processes (authorizations, transfers) • monitoring (reports, audits, visits) <p>Strengths and Weaknesses of: - the executing agency: CEIPA</p> <p>of the partner organizations:</p> <ul style="list-style-type: none"> • Ministries of Education, Health and Labor <p>Effect on the project’s implementation</p> <p>Coordination with other NGOs and IOs:</p> <ul style="list-style-type: none"> • national • international <p>Coordination Effect:</p>
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	<p>Please mention how this coordination has helped or obstructed the project, and evaluate if the partner organizations will continue the efforts started under this project.</p> <p>2.7 What has been the impact of the time gap between the end of Phase 1 and the beginning of Phase 2?</p> <p>2.8 To what degree have the monitoring and evaluation tools, including the plans to monitor the project, been developed and used to determine the impact of the project?</p>	<ul style="list-style-type: none"> • favorable • unfavorable • efforts continuity <p>Impact of the time gap between Phase 1 and Phase 2:</p> <ul style="list-style-type: none"> • positive • negative <p>Development and utilization of tools:</p> <ul style="list-style-type: none"> • monitoring (program reports and budget execution, beneficiaries’ feedback mechanisms, etc.) • evaluation (internal evaluation, participant’s evaluation)
<p>3. Effectiveness and efficiency</p>	<p>3.1 Are the outcomes being met as they were planned? Are the immediate objectives of the project’s components being reached, or will they probably be reached at the end of the intervention? Is the target population being reached? Are there specific groups of boys, girls, men, and women being excluded from the intervention benefits?</p> <p>3.2 What is the role and weight of the different components of the project in relation to the process of eradication and prevention of child labor?</p>	<p>Achievement of outcomes:</p> <ul style="list-style-type: none"> • Difference between expected and accomplished outcomes • Progress level in the accomplishment of immediate objectives by component <p>Coverage of target population:</p> <ul style="list-style-type: none"> • Children: ages 0-12 • Adolescents: 13-18 • Women • Men • Families <p>Specific groups excluded</p> <p>Role and weight of the components of the project in the eradication and prevention of child labor (activities and budget):</p> <ul style="list-style-type: none"> • education • health • income generation • awareness-raising and social mobilization

	<p>3.3 Is the project’s strategy sensitive to culture and gender variables?</p> <p>3.4 To what degree do the changes regarding the planned budget, affect or could affect the accomplishment of the outcomes?</p> <p>3.5 In general, does the project have enough time and resources to reach the expected outcomes?</p> <p><u>Education:</u></p> <p>3.6 What are the most relevant outcomes and activities within the education component? Are there any non-relevant elements or elements that are obstacles in this component?</p> <p>3.7 To what extent have teachers and education personnel improved their capacity to take care of the needs of child laborers and children at risk?</p> <p>3.8 Please evaluate the process by which the project tries to fulfill the educational needs of preschool children. What alternatives are there for preschool children other than formal education centers?</p> <p>3.9 Please evaluate the process b which the needs of the children in primary education age are met.</p>	<ul style="list-style-type: none"> • child labor monitoring <p>Strategy’ sensibility to variables:</p> <ul style="list-style-type: none"> • culture (intercultural perspective) • gender (gender equity perspective) <p>Effect of the budget change on the accomplishment of the outcomes:</p> <ul style="list-style-type: none"> • budget changes • present and future effects <p>Expected outcomes:</p> <ul style="list-style-type: none"> • time required (weeks, months, dates) • resources required (human, financial, material) <ul style="list-style-type: none"> • Most relevant outcomes • Most relevant activities • % of progress in the accomplishment of the immediate objective • Non-relevant elements or obstacles <p>Improvement of teachers’ and education personnel’s (principals, administrative staff, supervisors) training:</p> <ul style="list-style-type: none"> • Attention to child laborers • Attention to children at risk <p>Attention to preschool children:</p> <ul style="list-style-type: none"> • attention process • outcomes accomplished • attention alternatives <p>Attention to primary education children:</p> <ul style="list-style-type: none"> • attention process • outcomes accomplished
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	<p>3.10 Please evaluate the process by which the needs of the students of secondary education are being met? How could this aspect of the program be more sustainable?</p> <p>3.11 To what degree is the project fulfilling the specific needs of female students and how is it contributing to increase their enrolment and attendance?</p> <p>3.12 To what degree has the project increased the involvement of parents to improve the quality of school services?</p> <p>3.13 Evaluate if the parents' educational needs are being met (literacy, training, etc.)</p> <p><u>Health:</u></p> <p>3.14 What are the most relevant outcomes and activities within the health component? Are there any non-relevant elements or elements that are obstacles in this component?</p> <p>3.15 To what degree has the local health system improved as a result of the project's activities? How can the efficiency of the local health system be improved?</p> <p><u>Income Generation:</u></p> <p>3.16 Taking into account the delay in the implementation of the income</p>	<ul style="list-style-type: none"> • lessons learned <p>Attention to secondary education students:</p> <ul style="list-style-type: none"> • attention process • outcomes accomplished • Sustained reinforcement (economic, social, technical) <p>Attention to female students' needs:</p> <ul style="list-style-type: none"> • preschool, primary, and secondary levels • increase % in enrolment and attendance in relation to 2002 school year <p>Increase in parents' involvement:</p> <ul style="list-style-type: none"> • % of parents participating in school meetings with teachers • claims of parents <p>Number of parents receiving educational attention</p> <p>Kind of training received</p> <ul style="list-style-type: none"> • most relevant outcomes • most relevant activities • progress % in the accomplishment of the immediate objective • Non-relevant elements or obstacles <ul style="list-style-type: none"> • Coverage increase • Improvement in the quality of care • Higher emphasis on prevention activities: health education <p>Proposed strategy:</p> <ul style="list-style-type: none"> • feasibility (degree of attainment)
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	<p>generation component, is the proposed strategy feasible and realistic? Are there other alternative strategies that must be considered?</p> <p><u>Awareness-Raising and Social Mobilization:</u></p> <p>3.17 What are the most relevant outcomes and activities? Are there non-relevant elements or elements that are obstacles in this component?</p> <p>3.18 Has the project impacted, altered or changed the awareness-raising and the social mobilization efforts that were on the move before the project’s implementation?</p> <p>3.19 Please evaluate the relevance and the outcomes of the training workshops for the participants involved and the executing partners.</p> <p>3.20 Up to what extent has the degree the commitment of community members, teachers, and parents changed during the course of the project? Is there any evidence that can attribute this change to the project’s efforts to increase awareness?</p> <p><u>Child labor Monitoring:</u></p> <p>3.21 What progress has been made in relation to the creation of a child labor monitoring system? In what way is it feasible and realistic to expect the system to be working in a sustained fashion at the conclusion of the project?</p> <p>3.22 Please evaluate the quality and usefulness of the information gathered through the child labor monitoring system. To what extent will the monitoring system help the decision-making process in the involved institutions?</p>	<ul style="list-style-type: none"> • realistic (degree in which it responds to real needs) <p>Alternative income generation strategies</p> <ul style="list-style-type: none"> • most relevant outcomes • most relevant activities • progress % in the accomplishment of the immediate objective • non-relevant elements or obstacles <p>Effect on change on:</p> <ul style="list-style-type: none"> • awareness-raising efforts • social mobilization efforts <p>Training of participants and partners:</p> <ul style="list-style-type: none"> • training relevance (practical usefulness) • goals achieved (increase of their capacity to care for child laborers’ needs) <p>Changes in the level of commitment:</p> <ul style="list-style-type: none"> • of community members, teachers and parents (level of participation in activities to support the project’s components) • evidences: previous and present level of support <p>Child labor monitoring system:</p> <ul style="list-style-type: none"> • degree of progress • degree of feasibility and possibility of being sustained • quality of the information (validity, reliability, on time) • usefulness (use, decision-making value)
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		<ul style="list-style-type: none"> • support to decision making in the involved institutions
<p>4. Sustainability and unexpected effects</p>	<p>4.1 What are the perspectives in relation to the sustainability of the outcomes that have been reached or that will be reached through this project? What are the most important elements necessary to sustain the project?</p> <p>4.2 To what extent have the necessary conditions for sustainability been identified at the families', communities', local and national institutions' level? To what extent does the project take measures to create these conditions? Please review the progress towards the promotion of the local appropriation of the project and the effect of this progress to promote the long-term sustainability of the activities started with the project.</p> <p>4.3 Has the project defined the institutions that will take charge of the functions and responsibilities of the different components? Has it developed a strategy to increase their capacities and empowerment? To what extent do the identified institutions have the potential to assume the functions and responsibilities of the different components involved in the project? What is the relationship between those organizations and the project at this moment in the project's implementation?</p> <p>4.4 What has been the progress of the resource mobilization to support present efforts, to carry out future prevention activities, and to eliminate child labor in gravel production?</p>	<p>Sustainability perspective:</p> <ul style="list-style-type: none"> • economic sustainability • social sustainability • technical sustainability • institutional sustainability <p>Identification of necessary conditions for sustainability:</p> <ul style="list-style-type: none"> • at the family level • at the community level • at the local institutions • at the national institutions <p>Plans to create those conditions</p> <p>Progress in the local appropriation of the project (community leaders and organizations progressively take charge of the management of the project)</p> <p>Identification of the institutions that will assume the functions and responsibilities of the different components:</p> <ul style="list-style-type: none"> • education • health • income generation • awareness-raising and social mobilization • child labor monitoring <p>Strategies to increase their capacities and empowerment</p> <p>Degree of institutional involvement in the project (participation in activities, plan formulation, agreements)</p> <p>Mobilization of support resources:</p>

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	<p>4.5 Please evaluate the effects of the delays on the project’s implementation, especially the income generation component, on the project’s sustainability.</p> <p>4.6 Please identify and evaluate any unexpected positive or negative outcome of the project’s implementation.</p>	<ul style="list-style-type: none"> • human • material • financial <p>Effects of implementation delays</p> <p>Effect of the delay in the income generation component</p> <p>Positive unexpected outcomes</p> <p>Negative unexpected outcomes</p>
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