

FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR

# Independent Final Evaluation of EDUCARE: Combating Exploitive Child Labor Through Education in Guyana

Partners of the Americas

Cooperative Agreement Number: E-9-K-5-0050



# 2009

**M** INTERNATIONAL INC.  
MACRO

This page left intentionally blank.

**FUNDED BY THE UNITED STATES  
DEPARTMENT OF LABOR**

# **Independent Final Evaluation of EDUCARE: Combating Exploitive Child Labor Through Education in Guyana**

Partners of the Americas  
Cooperative Agreement Number: E-9-K-5-0050

# 2009

This page left intentionally blank.

## ACKNOWLEDGEMENTS

---

This report describes in detail the final evaluation, conducted during January 2009, of the EDUCARE: Combating Exploitive Child Labor Through Education project in Guyana. The report was prepared by Macro International Inc., according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the EDUCARE project in Guyana was conducted and documented by Anthony Dewees, an independent evaluator in collaboration with USDOL/OCFT staff, the EDUCARE project team, and stakeholders in Guyana. Macro International Inc. would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, Partners of the Americas and its partners, and U.S. Department of Labor.



*Funding for this evaluation was provided by the United States Department of Labor under Task Order number DOLB089K28215. Points of view or opinions in this evaluation report do not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

This page left intentionally blank.

# TABLE OF CONTENTS

---

**ACKNOWLEDGEMENTS ..... iii**

**LIST OF ACRONYMS ..... vii**

**EXECUTIVE SUMMARY ..... ix**

**I PROJECT DESCRIPTION AND CONTEXT ..... 1**

**II EVALUATION OBJECTIVES ..... 5**

**III EVALUATION METHODOLOGY ..... 7**

    Key Informant Interviews ..... 7

    Group Interviews ..... 7

**IV FINDINGS AND CONCLUSIONS ..... 9**

    The Project’s Fit into Overall Government Efforts To Combat Child Labor ..... 9

    The Relevance and Appropriateness of Project Outcomes ..... 11

    Educational Quality as a Program Strategy ..... 13

    EDUCARE’s Alignment with the Four EI Goals ..... 15

    Addressing Family and Community Factors in Child Labor ..... 18

    Sustainability and Impact ..... 18

    Financial Constraints and Project Implementation ..... 19

**V LESSONS LEARNED AND RECOMMENDATIONS ..... 21**

    Summary of Lessons Learned ..... 21

**ANNEXES**

- Annex A: List of Interviews and Meetings/Site Visits
- Annex B: Stakeholder Workshop Presentation/Agenda
- Annex C: Stakeholder Workshop Participants
- Annex D: EDUCARE Match Fund Rate Narrative
- Annex E: Terms of Reference

This page left intentionally blank.

## LIST OF ACRONYMS

---

BCCP	Basic Competency Certificate Programme
EI	Education Initiative
GoG	Government of Guyana
ILO	International Labour Organization
MICS	Multiple Indicator Cluster Survey
MoE	Ministry of Education
MoLHSSS	Ministry of Labor, Human Services, and Social Security
NCERD	National Council for Educational Research and Development
NDC	Neighborhood Democratic Council
NGO	Nongovernmental Organization
NSCCL	National Steering Committee on Child Labor
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
POA	Partners of the Americas
PTA	Parent-Teacher Association
SAP	School Attendance Program
SWO	School Welfare Officer
TREP	Teenage Reengagement Program
UNICEF	United Nations Children’s Fund
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labor

This page left intentionally blank.

# EXECUTIVE SUMMARY

---

## PROJECT DESCRIPTION

In 2005, Partners of the Americas secured a 3.5-year (42-month) cooperative agreement worth US\$2 million from U.S. Department of Labor (USDOL) to implement the EDUCARE project in Guyana. EDUCARE is one of a number of Education Initiative (EI) projects supported globally by USDOL. EI projects are funded through the Office of Child Labor, Forced Labor, and Human Trafficking within the Department's Bureau of International Labor Affairs.

The EDUCARE Guyana project targets 951 children for withdrawal and 2,093 children for prevention from the worst forms of child labor (WFCL) in 18 sites, including logging and sawmilling, fishing, hazardous farming, factory work, mining, and freight handling. EDUCARE's objectives are to—

1. Raise awareness about child labor issues in targeted communities, involving opinion-makers, the media, and the public in general.
2. Strengthen policy and institutions by coordinating efforts to address child labor issues.
3. Strengthen educational systems by developing programs to improve school attendance for at-risk children and dropouts.

In October 2008, the output descriptors for Output 2 (Objective 2) were modified as follows:

- 2.1. School welfare officers have requisite skills to engage youth who are at risk of dropping out of school.
- 2.2. School welfare officers are better able to engage with parents whose children have low levels of attendance and are at risk of dropping out.
- 2.3. Parents and local stakeholders are better able to engage in school attendance and child labor initiatives as a result of increased awareness on the issues.

The EDUCARE strategy to meet the project objectives comprised three primary components:

1. A research task that would provide a more comprehensive description of the extent and dynamics of child labor in Guyana than was currently available.
2. Development of awareness-raising activities and strengthening of institutional responses to child labor through active participation in and technical support to the National Steering Committee on Child Labor (NSCCL).
3. Direct support of community educational interventions for school-age children and adolescent dropouts (School Attendance Program [SAP], Teenage Reengagement Program [TREP]).

By the end of the project, 16 SAPs and 19 TREPs will have been supported through grants to local organizations (often church-affiliated groups). Most programs operated for one academic year, with a few of the programs receiving funding for two years. SAPs offer nutritional support combined with an afterschool club that provides opportunities for additional tuition and structured recreational activities for participating children. Qualified teachers (most often from other nearby schools) are supplied a subsidy to provide the extra tuition, and local grantees arrange for the preparation of school feeding and snacks for children during the afterschool club; grantees also track participation of targeted children and follow up with the school and parents as needed. The intention of the program is to improve daily attendance and retention in school by supporting material needs (school feeding) and addressing academic barriers that also affect the likelihood that a child will remain in school and out of the labor market.

TREPs also provide a meal but have a principal focus on vocational skills training for adolescents who have been out of the regular school system for some time. The particular mix of vocational programs offered by the different providers varies based on access to qualified instructors and, to some extent, on the judgment of the local grantees with respect to local opportunities for employment. In addition, all of the TREPs provide opportunities to improve literacy and numeracy skills. Most TREPs also include some type of counseling or formal classes intended to deal with adolescent development challenges. As is the case with SAPs, a local grantee administers the program and is responsible for monitoring program attendance and completion.<sup>1</sup>

The TREPs have multiple goals. For some participants, the short-term training provided through the program enables young people to develop an attachment to the labor market on more favorable terms (work that is not considered WFCL). For other young people, the initial short-term training combined with support for improving literacy and numeracy enable reengagement with the formal training and education system.

## **FINDINGS**

The EDUCARE project has made tangible contributions to current government (and other stakeholder) planning of responses to the issue of child labor in Guyana. EDUCARE provided key technical and logistical support to the Ministry of Education (MoE) Stay in School Campaign. With additional financial support from the United Nations Children's Fund (UNICEF), EDUCARE facilitated regional-level workshops on child labor and school attendance in all regions of Guyana, as well as follow-up "grassroots" workshops in six selected communities. These workshops sensitized regional government authorities and other local participants with child labor issues and provided an opportunity to disseminate and discuss the EDUCARE research findings. In addition, EDUCARE provided training on child labor to MoE school welfare officers.

---

<sup>1</sup> This brief summary describes the SAP model as it was implemented at the end of the EDUCARE project. The original model focused on the provision of nutritional and material support without the academic support offered by the school clubs. Ongoing evaluation of results by EDUCARE staff revealed that programs focused exclusively on material support were not having the desired impact on school attendance, and subsequent grantee proposals were required to offer both the material support and the afterschool clubs.

By the time of the project's final evaluation, the EDUCARE-sponsored research on child labor was being actively used for planning by MoE; UNICEF; the child protection desk within the Ministry of Labor, Human Services, and Social Security (MoLHSSS); and nongovernmental organizations (NGOs). These organizations had recently added a specific reference to child labor in the country plan negotiated with the government. Despite initial reservations about how the research task was carried out, MoLHSSS has subsequently referred to the final report findings and has signaled its interest in building on the lessons emerging from the research. In addition, the research has also been made available to the International Labour Organization (ILO) to support implementation of an institutional strengthening project in the area of child labor within MoLHSSS, and the U.S. Embassy also makes use of the research for reporting purposes.

The results of the local direct service initiatives have been positive. SAP participants increased attendance rates from 36% before participation in the project to 68% during and after participation. About 75% of the youth entering a TREP complete the program. The local initiatives have demonstrated important lessons concerning educational interventions to withdraw or prevent children from entering labor. At the time of the final evaluation, EDUCARE was on track to meet or exceed its goal of 3,044 withdrawn or prevented children and youth.<sup>2</sup>

The SAP has demonstrated that an extended school day with additional academic support and opportunities for structured recreation (afterschool clubs) are more effective than material support alone (primarily school feeding). The SAP has also highlighted the critical role that local churches, NGOs, and parent-teacher associations (PTAs) must play in working with households and in the ongoing monitoring and support of school attendance. Interviews with TREP participants and their parents suggest that reincorporating marginalized young people into a training or educational environment requires a comprehensive program that provides academic and psychosocial support rather than an exclusive focus on vocational skills. Through training and ongoing support for improving program management and reporting capacity of grantees, EDUCARE has created new community-level resources capable of managing educational initiatives designed to combat child labor.

A significant challenge for EDUCARE was the simultaneous pursuit of awareness raising, institutional strengthening, and direct service project objectives. This challenge was made more complex with the difficulties resulting from the poor relationship with MoLHSSS. The inability to implement project activities through the NSCCL and the significant investment required to strengthen management and reporting capabilities of local grantees added unanticipated costs to the original project design. The early recognition that effective actions to reduce the risk of child labor would require a significantly greater emphasis on working with families and community development also represented investments not contemplated in the original design. EDUCARE did respond to these challenges by strengthening the capacity of local groups and modifying its core staff and activity plan to place greater emphasis on working with families and communities. However, only US\$45,000 of additional financial resources were secured to supplement the original project budget.

---

<sup>2</sup> The EDUCARE project targets 2,093 children prevented from engaging in labor and 951 children withdrawn from labor.

These contributions have materialized through strategies somewhat different than those presented in the original project proposal. Contributions have come as a result of the relationships forged with government and grantees at the regional and community level and through the agility of EDUCARE staff in capitalizing on various opportunities, such as linking child labor concerns to ongoing government and development partner initiatives in areas focused on the needs and rights of children.

Inaccurate media accounts of preliminary results from the research task damaged the relationship between EDUCARE and MoLHSS. Subsequently, other circumstances beyond EDUCARE's control adversely affected the functioning of the NSCCL; by the time of the final evaluation, that committee was no longer meeting on a regular basis. It became impossible for EDUCARE to meet project objectives through its original strategy of supporting the NSCCL work plan. These challenges were at least partially overcome by EDUCARE's agility in forming effective links with MoE and UNICEF to raise awareness of child labor, improve knowledge about child labor, and strengthen institutional responses against child labor.

## **LESSONS LEARNED AND RECOMMENDATIONS**

### **Summary of Lessons Learned**

- Regardless of the national setting, issues of child labor are likely to be sensitive. This is especially the case with respect to research or other activities that attempt to quantify the problem or highlight particular types of child labor. Research tasks supported by EIs can fill a critical knowledge gap in estimating the magnitude of child labor and identifying the conditions that produce child labor in a given community. However, time-consuming investments in building confidence among stakeholders and a consensus on the methodology and the uses of research are required if the research products are to be fully endorsed and utilized to support interventions to reduce the risk of child labor. In the case of EDUCARE, the need to meet immediate quantitative targets in a timebound program required the simultaneous development of direct services to children and youth and the implementation of a research task. The inability to devote more time and resources to the consensus building for the research task may have contributed to subsequent misunderstandings regarding the research results.
- Experience in the SAPs indicated that combining school feeding with an extended school day—offering additional tuition and opportunities for structured recreation—was more effective in improving school attendance than school feeding alone. Given that adults rather than young children make school attendance decisions at the primary level, school-based programs that address the needs of parents are likely to be more effective in improving school attendance.
- According to interviews with TREP participants and their parents during the final evaluation, the protected and supportive environment of TREP, the nature of the relationships between participants and teachers, and the relationships between the participants were all cited as being of equal or greater importance than the particular vocational skills offered. While many participants and parents offered anecdotes about

applying the new vocational skills in the neighborhood and with family, they were just as likely to enthusiastically describe positive changes in attitudes, such as improved confidence and maturity. The majority of the participants interviewed indicated that the TREP experience had provided a basis for attempting to reenter the education and training system, with a significant minority indicating that they would also attempt to continue with literacy and numeracy programs and sit for national qualification examinations. Only a minority of the participants declared that their intention was to go directly from TREP into the labor market. The experiences of these young people suggest that many out-of-school young people in Guyana can be integrated into further education and training schemes if structures are in place to provide support that responds to the complex needs of adolescents—especially those from poor communities and from households in crisis.

- Most of the teachers interviewed in SAP schools—as well as teachers who provided instruction in the SAP afterschool clubs—suggested that local grantees (most often church groups or other NGOs) provided invaluable contributions to the running of the program. Primary schools already have a complex set of challenges, and many teachers not only teach but are actively engaged in service training, upgrading their qualifications, and implementing new programs of instruction. Adding the tasks associated with implementing the SAP (identifying participants, working with households, follow-up monitoring and evaluation, managing school feeding, etc.) would likely overburden the school staff and adversely affect the quality of the SAP as well as the regular primary school program.

For the TREPs visited, there was ample evidence of the strength of the relationship between the participating youth and the local managing grantee. As many of the participants come from the communities where the grantees operate, there was a recognition that the lives of the young people extended beyond the confines and hours of the program, and there was a more nuanced understanding of the challenges these young people confront. Larger government institutions tend to focus more narrowly on the technical aspects of vocational programs rather than the more comprehensive adolescent development approach, which seems to be necessary for the significant number of young people who have left the education and training system. While the formal vocational approach may meet the needs of many youth, there are currently few initiatives in Guyana that provide the kind of support that seems to be necessary for the most marginalized young people.

For both programs (SAP and TREP), local grantees are filling a role that may not be possible for a government institution to assume. While government institutions have processes in place to ensure the contracting of staff with appropriate technical qualifications, the local grantees tend to have knowledge about the communities and the households of the children and youth at risk; local grantees also tend to have established networks that can be drawn upon for informal support. The ideal program would incorporate these two distinct types of expertise.

- 1. Effective support for strengthening national efforts to eliminate child labor may be accomplished best by a separate initiative for research and institutional strengthening combined with a subsequent demonstration project for educational initiatives.***

Child labor can be a sensitive issue for many governments—even governments with high levels of participation in education and low levels of child labor. While the assessment of the magnitude of child labor and the analysis of the underlying economic and social dynamics is indispensable to developing an effective response, it does require even the best performing governments to acknowledge some level of child labor. This can result in a general resistance or at least unease with the idea of a comprehensive study. The research component of EDUCARE was clearly intended to support the development of a systematic and sustainable approach to child labor in Guyana. As this task became problematic and adversely affected EDUCARE’s ability to work effectively at the national policy and planning level, EDUCARE continued the development of the local initiatives for children and youth, forging partnerships with MoE and UNICEF to provide awareness raising and institutional strengthening at the regional level. These activities were accepted despite the ongoing difficulties of working at the national level, as they supported already existing government policy on school attendance and provided support to local officials for executing their mandates. While this was an appropriate response to the situation, it resulted in fairly weak links between the government policy and planning processes and the local initiatives (SAP and TREP). These weak links threaten the sustainability of EDUCARE’s achievements in working with children and youth.

This appears to be a risk that many projects will run into when they attempt to address child labor at the policy and institutional level and are required to simultaneously provide direct interventions focused on children (quantitative targets for withdrawn and prevented) within a relatively short timebound period. The frequently complex and time-consuming task of influencing high-level policy and planning processes could, as in the case of EDUCARE, result in the development of local direct service projects that are not well integrated into policy and planning processes and, therefore, become unsustainable when the project period ends.

- 2. The local EDUCARE projects (SAP and TREP) demonstrated effective strategies for reducing the risk of child labor through providing educational opportunities. The lessons from these initiatives should be more aggressively marketed to the Government of Guyana.***

Both SAP and TREP provided support to children and youth who might otherwise have received little support in the current system in Guyana. For primary-age children, a government architecture to ensure compliance with compulsory school attendance does exist, but the focus is addressing the most egregious attendance issues from the standpoint of compliance. From the analysis of the UNICEF 2006 Guyana Multiple Indicator Cluster Survey, only about 67% of primary children were able to make a successful transition from primary to secondary school. The remaining third who are not successful includes many children with both poor attendance and poor performance. The SAP model results demonstrate that material support like uniforms and feeding are a necessary but insufficient response to improving school attendance and performance. Real gains in student attendance did not materialize until the afterschool clubs were added to the school feeding.

- 3. Government efforts to expand support for children at risk of leaving school for work or for youth who have left school to enter into the labor force prematurely or into inappropriate work should incorporate nongovernmental groups in a meaningful manner.***

The Government of Guyana is cognizant of the need to improve education and training opportunities. Significant curricular reforms are being implemented, and the number of vocational training places is being expanded. However, as described in the report, both SAP and TREP demonstrate that local groups are much better positioned to provide some necessary and supportive elements especially critical for the success of children and youth at risk.

## **Recommendations**

- 1. Effective support for strengthening national efforts to eliminate child labor may be accomplished best by a separate initiative for research and institutional strengthening combined with a subsequent demonstration project for educational initiatives.***

One possible means to strengthen national efforts to eliminate child labor is for USDOL and other stakeholders to develop in collaboration a Research and Institutional Development Framework for Combating Child Labor. This common framework would provide an operational structure for realizing the existing international conventions and would enable entities like ILO, UNICEF, the U.S. Agency for International Development, and other bilateral aid agencies to present to governments a common platform for moving forward on combating child labor. The framework would include a general methodological outline for assessment and a set of principles and practices regarding the required capacity of relevant national institutions (ministries, subnational government entities, etc.). Initial steps in implementing the framework—such as the execution of the assessment—could be supported by the partner in the best position to do so in a particular country.

Having this framework in place would ensure that the direct service components of EI projects would enjoy an institutional link enhancing their sustainability. In cases where an EI project was best positioned to work with the government in operationalizing the common framework, funding the EI in two phases—with the direct intervention component implemented in a second phase of the project—would enhance sustainability.

- 2. The local EDUCARE projects (SAP and TREP) demonstrated effective strategies for reducing the risk of child labor through providing educational opportunities. The lessons from these initiatives should be more aggressively marketed to the Government of Guyana.***

In addition to the components of material assistance and school clubs, another component of the model that contributes to its success is the important role of a local group (NGOs, churches, PTAs, etc.) to coordinate the program. A significant “boots on the ground” presence is required in each community to perform such tasks as identifying participants, meeting parents to encourage participation, coordinating the preparation of school meals, and following up on children who stop coming to the afterschool clubs. Most teachers and administrators already have a full schedule and many do not live in, or will never become as familiar with, the community as these local collaborating partners. Institutionalizing the

SAP model of school feeding combined with afterschool clubs would be significantly less effective without also incorporating a means for providing the limited financial support necessary for the local groups to undertake these important support and management tasks.

TREP demonstrated that young people who were unsuccessful in secondary school can improve their functional academic skills, learn new vocational skills, and strengthen their life skills when they have access to a more protected environment with more individual attention and more emphasis on building positive relationships with adults and other students. As is the case with the SAP, some of these characteristics result from the active participation of local groups who coordinate or support the programs. The local groups situated in the communities where these young people live have the ability to work with the parents when necessary and to address the complex factors that keep these young persons from participating in further training and education. The expansion of government training schemes places for out-of-school youth will be much more effective if these critical elements from the TREP environment and financial support for the participation of local coordinating groups are formally included in this expansion effort.

Local officials as well as some national-level government officials and NGOs are familiar with the successes of the SAP and TREP. However, EDUCARE's difficulties in working at the senior policy and decisionmaking level left these successful initiatives not well articulated with regard to national-level planning (both government and international NGOs). What is required is to consolidate these lessons and to market them to decisionmakers in a high-profile setting, such as a national forum on education to combat child labor. This forum or some other high-profile marketing strategy can capitalize on the effective advocacy of the coordinators, parents, and—in the case of TREP—the program participants.

***3. Government efforts to expand support for children at risk of leaving school for work or for youth who have left school to enter the labor force prematurely or into inappropriate work should incorporate nongovernmental groups in a meaningful manner.***

Local groups would require relatively small investments to provide this critical support for ensuring that Government of Guyana programs were successful in fulfilling their mandate. The government should establish a simple, transparent mechanism for providing modest financial support to local groups to work in conjunction with state-provided initiatives for improving school attendance and completion, and for reducing the risk of child labor.

# I PROJECT DESCRIPTION AND CONTEXT

---

In 2005, Partners of the Americas (POA) secured a 3.5-year (42-month) cooperative agreement worth US\$2 million from the U.S. Department of Labor (USDOL) to implement the EDUCARE project in Guyana. The EDUCARE project is one of a number of Education Initiative (EI) projects supported globally by USDOL. EI projects are funded through the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) within the Department's Bureau of International Labor Affairs. As one component of USDOL's efforts to eliminate child labor, US\$182 million has been allocated for support of EI projects that address child labor through the promotion of educational opportunities. EI projects are intended to prevent children who are at risk for child labor from abandoning school and to reincorporate children engaged in child labor back into appropriate educational and training environments. The four goals of EI projects<sup>3</sup> are to—

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

The EDUCARE project targets 951 children for withdrawal and 2,093 children for prevention from the worst forms of child labor (WFCL) in 18 sites, including logging and sawmilling, fishing, hazardous farming, factory work, mining, and freight handling. EDUCARE's objectives are to—

1. Raise awareness about child labor issues in targeted communities, involving opinion-makers, the media, and the public in general.
2. Strengthen policy and institutions by coordinating efforts to address child labor issues.
3. Strengthen educational systems by developing programs to improve school attendance for at-risk children and dropouts.

In October 2008, the output descriptors for Output 2 (Objective 2) were modified as follows:

- 2.1. School welfare officers (SWOs) have requisite skills to engage youth who are at risk of dropping out of school.
- 2.2. SWOs are better able to engage with parents whose children have low levels of attendance and are at risk of dropping out.

---

<sup>3</sup> In 2007, after the start of EDUCARE implementation, an additional goal for EI projects—ensuring long-term sustainability of these efforts—was added by USDOL.

2.3. Parents and local stakeholders are better able to engage in school attendance and child labor initiatives as a result of increased awareness on the issues.

Upon receiving the award, EDUCARE set out to execute a strategy that addressed the project objectives. One key activity in efforts to raise awareness and strengthen institutional responses to child labor was a research task that would provide a more comprehensive description of the extent and dynamics of child labor in Guyana than was currently available. EDUCARE also began active participation in the National Steering Committee on Child Labor (NSCCL) that functioned under the auspices of the Ministry of Labor, Human Services, and Social Security (MoLHSS). NSCCL was envisioned as the principal partner for implementing the project's awareness-raising and institutional strengthening activities.

In addition, EDUCARE went about identifying local partners for the development and implementation of local projects for strengthening educational responses and preventing or withdrawing children from child labor. The local projects—School Attendance Programs (SAPs) for primary-age children and Teenage Reengagement Programs (TREPs) for out-of-school adolescents—were established in communities. In an attempt to support improved school attendance, SAPs combine nutritional support with afterschool clubs that provide supplementary instruction as well as opportunities for structured recreation.

By the end of the project, 16 SAPs and 19 TREPs will have been in operation for one academic year, with a few of the programs receiving funding for two years. SAPs offer nutritional support combined with an afterschool club that provides opportunities for additional tuition and structured recreational activities for participating children. Qualified teachers (most often from other nearby schools) are provided a subsidy to provide the extra tuition, and local grantees arrange for the preparation of the school feeding and snacks for children during the afterschool club; grantees also track participation of targeted children and follow up with the school and parents as needed. The intention of the program is to improve daily attendance and retention in school by supporting material needs (school feeding) and addressing academic barriers that also affect the likelihood that a child will remain in school and out of the labor market.

TREPs also provide a meal but have a principal focus on vocational skills training for adolescents who have been out of the regular school system for some time. The particular mix of vocational programs offered by the different providers varies based on the access to qualified instructors and, to some extent, on the judgment of the local grantees with respect to local opportunities for employment. In addition, all of the TREPs provide opportunities to improve literacy and numeracy skills. Most TREPs also include some type of counseling or formal classes intended to deal with adolescent development challenges. As is the case with SAPs, a local grantee administers the program and is responsible for monitoring program attendance and completion.<sup>4</sup>

---

<sup>4</sup> This brief summary describes the SAP model as it was implemented at the end of the EDUCARE project. The original model focused on the provision of nutritional and other material support without the academic support offered by the school clubs. Ongoing evaluation of results by EDUCARE staff revealed that programs focused exclusively on material support were not having the desired impact on school attendance, and subsequent grantee proposals were required to offer both the material support and the afterschool clubs.

The TREPs have multiple goals. For some participants, the short-term training provided through the program enables young people to develop an attachment to the labor market on more favorable terms (work that is not considered WFCL). For other young people, the initial short-term training combined with support for improving literacy and numeracy enable reengagement with the formal training and education system.

The local providers included church groups, parent-teacher associations (PTAs), and other local nongovernmental organizations (NGOs).<sup>5</sup> Significant time was required of EDUCARE staff to strengthen the management and reporting capacity of many of the groups. Programs were not established in the more inaccessible areas of Guyana but focused on coastal regions where 90% or more of the population resides. This choice reflected considerations of the high cost of reaching children and young people in those more remote areas.

The research task involved the cooperation of the Ministry of Education (MoE), who permitted EDUCARE to gather from schools the names of children who had 75% or lower attendance. MoE also allowed teachers and other education sector officials to participate in the gathering of information about those children. More than 5,000 children and youth were interviewed for the research.

As the research data were being compiled, an inaccurate newspaper headline concerning preliminary results provoked a controversy in Guyana and seriously damaged the relationship between the EDUCARE project and senior leadership in MoLHSSS. Subsequently, other political and administrative issues resulted in the marginalization of NSCCL, and by the time of the final evaluation the committee was no longer meeting. This meant that the NSCCL work plan that was supported by EDUCARE was no longer to be implemented. These factors resulted in the reworking of output indicators concerning institutional strengthening, and EDUCARE managed to shift its focus for awareness raising and institutional strengthening to MoE and to regional governments.

The project did continue to support local partners offering the SAPs and TREPs, and it will meet its quantitative targets for children prevented or withdrawn from child labor. EDUCARE was also able to forge a working relationship with MoE and provided training on child labor issues for the SWOs. With financial support from the United Nations Children's Fund (UNICEF), EDUCARE also collaborated with MoE on the Stay in School campaign.

---

<sup>5</sup> In some few cases, the provider was a government institution offering the TREP during weekend or after school hours when the institutions would otherwise be idle.

This page left intentionally blank.

## II EVALUATION OBJECTIVES

---

The *goals* of the evaluation process are to—

1. Help individual organizations identify areas of good performance and areas where project implementation can be improved.
2. Assist OCFT to learn more about what is or is not working in terms of the overall conceptualization and design of EI projects within the broad OCFT technical cooperation program framework.
3. Assess the degree to which objectives relevant to the country-specific situation they address have been achieved.
4. Assess progress in terms of children's working and educational status (i.e., withdrawal and prevention from WFCL; enrollment, retention, and completion of educational programs).

In addition to these overarching goals, the following project-specific goals have been developed by OCFT in consultation with POA staff:

- How does the conceptualization of child labor as linked to specific kinds of labor or, alternatively, as labor that reduces participation in education affect program design and implementation and what does this say for future initiatives in Guyana?
- Are there differences in program outcomes linked to the type of implementation partners (schools, NGOs, churches), the different models applied by those partners or the types of children/youth targeted and what do those differences suggest for future initiatives to reduce child labor?
- How does the distribution of authorities across the various government entities in Guyana (primarily Ministries) impact on the development of a response to child labor issues in Guyana.

This page left intentionally blank.

### **III EVALUATION METHODOLOGY**

---

Consistent with the goals of the USDOL evaluation of EI-supported projects, the final evaluation combined—

1. A review of relevant program documents (e.g., logical framework, program descriptions, work plans, targets, program monitoring plans).
2. An analysis of program outcomes captured through project monitoring systems (e.g., participation/completion rates, children withdrawn/prevented from WFCL).
3. Key informant interviews. These key informants will include relevant Government of Guyana (GoG) entities like MoLHSSS and MoE as well as representatives from national and international NGOs who focus on child and youth welfare issues.
4. Group interviews with project site managers, participants, and parents/caregivers.
5. Focus groups with project staff directly involved with working with children, youth, and families.

#### **KEY INFORMANT INTERVIEWS**

Key informant interviews took place primarily in Georgetown. The list of informants<sup>6</sup> included—

- Policy decisionmakers in the relevant GoG ministries.
- Senior leadership of grantee (EDUCARE), program managers, and country representation from international NGOs with interest in the areas of children and youth.

The key informant interviews were intended to provide insight into EDUCARE initiatives to raise awareness of child labor issues and of the opportunities and obstacles for developing effective large-scale responses in Guyana.

#### **GROUP INTERVIEWS**

Group interviews took place with project site coordinators, children (participants), and parents. The group interviews focused on the delivery and impact of the EDUCARE-supported initiatives. The interviewees were asked to provide information on adequacy/relevancy of program design, obstacles and difficulties in implementation, and factors influencing the impact of the projects on children and youth.

---

<sup>6</sup> See Annex A for list.

The EDUCARE central project staff worked with the evaluator to determine a reasonable and representative sample of program staff and participants for the group interviews (groups representing various sites where geography permits). At sites, group interviews were held with staff and separate group interviews were held with program participants and/or parents. The interviews provided firsthand information on the implementation and outcome of the EDUCARE initiatives.

In all group interviews and focus groups, the grantee (EDUCARE) provided logistical support but did not participate in those activities. (Senior grantee leadership is included in “key informant” interviews). Confidentiality is respected in all group interviews and focus groups.

A half-day stakeholder workshop was held at the conclusion of the in-country mission. The workshop included a brief discussion of preliminary observations and provided an opportunity for clarification and reaction on the part of stakeholders.<sup>7</sup>

---

<sup>7</sup> A copy of the workshop presentation is included in Annex B.

## **IV FINDINGS AND CONCLUSIONS**

---

### **THE PROJECT'S FIT INTO OVERALL GOVERNMENT EFFORTS TO COMBAT CHILD LABOR**

The EDUCARE project has made tangible contributions to current government (and other stakeholder) planning of responses to the issue of child labor in Guyana. EDUCARE has played an important role in promoting awareness of child labor and school attendance issues through providing technical and logistical support to an MoE campaign on school attendance (the Stay in School Campaign). With financial support from UNICEF, EDUCARE produced five 30-second public service announcements and facilitated the design and distribution of print materials supporting the campaign. EDUCARE also provided logistical and financial support for the World Day Against Child Labor activities held in various parts of Guyana, which served as the launch of the Stay in School Campaign.

With financial support from UNICEF, EDUCARE has organized and facilitated workshops on school attendance and child labor for regional democratic councils (regional government). Participation in these workshops includes regional government officials, some participation of neighborhood democratic council (NDC) membership (local government), important nongovernmental actors, and individuals with children at risk for child labor. By the end of the project, regional workshops will have been held in all regions of Guyana. One of the outcomes of the regional workshops is a plan for local-level or “grassroots” workshops (in selected NDCs). EDUCARE will have facilitated six local-level workshops by the end of the project. The primary objective of the regional and grassroots workshops is to raise awareness of the consequences of child labor and to promote greater cooperation between regional/local government and community stakeholders in understanding and identifying child labor and in promoting school attendance.

Recognizing the need to improve school attendance, the MoE is increasing the number of SWOs and has initiated an 18-month training program for the newly contracted officers. The eventual goal is to have approximately one officer for every 10 to 12 schools in a region. These officers have the primary responsibility for promoting school attendance and for intervening in cases where compulsory attendance requirements are being violated. EDUCARE has provided training and sensitization on child labor issues to SWOs. These officers are invited to participate in the regional and grassroots workshops, and in meetings and activities of the community-level projects (SAP and TREP).

These contributions have materialized through strategies somewhat different than those presented in the original project proposal. Contributions have come as a result of the relationships forged with government and grantees at the regional and community level and through the agility of EDUCARE staff in capitalizing on various opportunities, such as linking child labor concerns to ongoing government and development partner initiatives in areas focused on the needs and rights of children.

Inaccurate media reports concerning the EDUCARE-supported research resulted in negative publicity for the project and difficulties with the relationship between the project and the senior leadership of MoLHSSS. However, by the time of the final evaluation, the research was being actively used and cited by both MoE and the Child Protection Unit within MoLHSSS. Subsequent to initial misgivings about the manner in which the research task was carried out, MoLHSSS has recently begun to refer to the final research report and has indicated an interest in incorporating the lessons learned into future GoG actions.

Other international groups such as UNICEF and the International Labour Organization (ILO) were also utilizing the final research report as background information for program planning in the area of child protection, orphans and vulnerable children, and child labor. The report also serves as an important reference for the U.S. Embassy reporting requirements. The UNICEF-financed and EDUCARE-facilitated regional and grassroots workshops on child labor provided an opportunity for regional and local stakeholders to engage with the research findings and apply them to discussions about possible strategies to address child labor.

The research task and the identification of beneficiaries for direct support provided participating government officials and local community groups with firsthand knowledge of both the magnitude of child labor and how local conditions contributed to low school attendance and the risk of child labor in specific communities. A consistent comment from local providers (primarily churches and local NGOs) expressed surprise at the number of out-of-school youth and children of compulsory school age whom they encountered through the research task and in subsequent work in identifying additional beneficiaries. Many grantees echoed the comment of one of the coordinators that “EDUCARE opened our eyes to the number of school dropouts in the region.” Comments from grantees also reflected the success of EDUCARE’s efforts to sensitize local groups to the distinctions between acceptable child and youth participation in household chores and child labor.

The experience of working with grantees to deliver local programs also yielded knowledge about effective support for promoting school attendance and reducing the risks for child labor. For example, EDUCARE analysis of program monitoring data in the SAP demonstrated that school feeding alone did not have a significant impact on daily attendance for children withdrawn from or at risk of child labor. Those grantees offering afterschool clubs that provide extended school days, additional academic support, and opportunities for structured recreation and sports activities appeared to be much more effective in improving daily attendance and retention in school as measured by reporting from grantees.

There was a consensus among providers, participating youth, and parents of participating youth in the TREP that the provision of a marketable skill is a necessary but insufficient condition for reincorporating out-of-school youth into the education and training system. In interviews with more than 40 TREP participants as well as parents of participants and community-level providers, the following reasons were cited regarding why these young people who had been unsuccessful in secondary schools had high levels of attendance and completed the TREPs: the nature of the programs as protected environments, the individual attention provided to the youth, the more supportive relationships with teachers and peers, and the strong bond between the young people and the adults teaching and managing the program.

The difficulties caused by the inaccurate media account of the child labor research hampered the ability of EDUCARE to work effectively at the policy level. However, Guyana has in place legislation addressing compulsory school attendance, labor regulations setting age norms for participation in paid work,<sup>8</sup> and MoE and MoLHSSS officials with child protection and school attendance responsibilities in their job descriptions working at the regional level. As EDUCARE project objectives were consistent with current government mandates, EDUCARE support at the regional level—in terms of regional workshops and training of regional-level officials—was broadly accepted as supporting current government policy. The capacity development activities and other meetings necessary to launch local direct service programs (SAPs and TREPs) also routinely included participation by regional officials. In the few cases where it was possible to interview regional officials, they appeared knowledgeable about the projects (SAPs and TREPs) and about child labor issues in the region.

Perhaps the most potentially valuable contribution of EDUCARE to overall government policy and programs to combat child labor are the lessons learned from the local SAP and TREP projects. Those lessons—described in more detail in other parts of this evaluation—could contribute to ensuring that government policies and programs address the needs of children and youth who are involved in or at risk of child labor. While the programs—and to some degree the lessons learned—are known to government officials and to influential NGOs, a concerted effort to systematically market these experiences to senior decisionmakers is required.

Both MoLHSSS and MoE are currently expanding their support for this group of children and youth. Within MoLHSSS, a new Child Protection Desk is in place and looking to expand its reach into the regions, and ILO has provided funding for a Child Labor Desk within MoLHSSS and is currently developing a plan for institutional strengthening. MoE is at present expanding the number of SWOs and rolling out a new secondary certificate (Basic Competency Certificate Programme [BCCP]) focused on basic skills and general vocational readiness. The lessons from the SAPs and TREPs could provide valuable insights into how to structure these initiatives to best address the needs of children and youth engaged in or at risk of child labor.

## **THE RELEVANCE AND APPROPRIATENESS OF PROJECT OUTCOMES**

At the time of the final evaluation EDUCARE was on track to meet or exceed its program targets of 2,093 prevented children and 951 withdrawn children. A preliminary analysis<sup>9</sup> of project results at the time of the fieldwork for the final evaluation indicated that average attendance for the targeted children in the SAP was 36% preceding the program and 68% during or at completion of the program. For TREP participants, about 75% of the young people remained in the programs until completion.

---

<sup>8</sup> The Employment of Young People and Children (Amendment) and Protection of Children Bill, both pending final approval by cabinet and the Education Act.

<sup>9</sup> This analysis was performed on the basis of raw data provided by EDUCARE. The calculations utilize the most current information available at the time of the field work. A number of programs were still being implemented at the time of the visit and the data from those programs is current but not yet final.

As described above, EDUCARE has also managed to raise awareness and influence the thinking on the issue of child labor in Guyana. Reflecting midterm modifications to project outcomes, EDUCARE has supported strengthening of government institutions through capacity building for SWOs and through organizing and facilitating the regional and grassroots (NDC-level) workshops.

The challenges confronted by the program involved the simultaneous implementation of a research task, direct support to at least 3,044 qualifying children and youth, and the awareness raising and institutional strengthening project components. Further complicating matters was the relative scarcity of local-level groups with the capacity or experience required to provide or manage the SAPs or TREPs—a challenge that may have been underestimated in the original project proposal.

With the fixed technical and budgetary requirements for completing the research task and for providing direct services for the targeted number of children and youth, there were insufficient resources to fully address other issues that emerged during the implementation of the project. For example, the need to engage with families and communities as part of the SAPs and TREPs was recognized early, and the EDUCARE core staff was modified to incorporate a new staff member to take the lead in this area. However, the need to report on targets for the number of children prevented or withdrawn through direct services still determined project budgetary priorities. With additional financial resources from UNICEF, some regional and a limited number of grassroots workshops were held. While these workshops were well organized and useful, it is doubtful that—without ongoing follow-up activities—this relatively small investment will produce a lasting effect on how communities mobilize to promote school attendance and address the issue of child labor.

With the scarcity of well-established grantees to manage and/or provide the SAPs and TREPs, EDUCARE was required to rely in some cases on groups who were formed for the purpose of providing a SAP or TREP or with groups who had little experience with the type of children and young persons targeted for the support. While these new groups—often affiliated with churches—are important and recognized actors in their communities, many did not have experience or expertise with the kinds of family and community development work ideal for supporting a SAP or TREP. Training was provided by EDUCARE and viewed favorably by the grantees, but the need to ensure sufficient resources to meet numerical targets meant that EDUCARE's community development effort was not commensurate with the magnitude of the challenge.

The scarcity of potential grantees also meant that a good deal of EDUCARE staff time, in terms of workshops and visits by core staff, was required to provide support to the financial and results information gathering and reporting. This work should be recognized as a successful outcome of EDUCARE, and a number of local groups are now in a much better position to manage programs dealing with child labor, school attendance, and youth who have left school. However, the time needed to support those management and reporting functions was time that could not be dedicated to strengthening the community development capacity of local groups, nor could the time be used for providing additional inputs into strengthening the quality of vocational and literacy/numeracy instruction.

On balance, the targets were realistic and appropriate. The unanticipated inability to implement the awareness-raising and institutional strengthening component of the project through NSCCL was a serious challenge. This challenge was at least partially overcome by working with other national and international partners (MoE and UNICEF). The quantitative targets of withdrawn or prevented children will be met, and as a result of the project new local providers have been strengthened.

A good deal of the project's difficulties in implementing the original proposal for awareness raising and institutional strengthening was due to misunderstandings that emerged surrounding the research task. Responsibility for how those events transpired cannot be ascribed to EDUCARE, but it is important to recognize that child labor is a complex issue, and working in this area always carries with it the kinds of risks encountered by EDUCARE. These risks of course apply universally—not just to Guyana.

## **EDUCATIONAL QUALITY AS A PROGRAM STRATEGY**

For the second phase of the SAP, all programs provided afterschool clubs in addition to the school feeding. The clubs demonstrated recognition that material support alone is unlikely to sufficiently reduce the risk of child labor and that academic achievement is a significant determinant in how long a child remains in school. Teachers in the afterschool clubs were, for the most part, trained teachers—often teachers who work in other schools and travel to the SAP school site. EDUCARE, in its agreement with SAP grantees, targeted a 15-to-1 ratio for the afterschool clubs to ensure more individual attention than is typically provided in the regular classroom.

During the final evaluation, it was not possible to observe an afterschool SAP in progress.<sup>10</sup> Many of the SAP teachers mentioned that they were regularly participating in MoE ongoing in-service training that focuses on delivery of the new curriculum syllabus. EDUCARE supported the National Centre for Educational Resource Development (NCERD) to deliver two-day workshops for about 140 SAP teachers and volunteers. This training focused on methods and materials for incorporating basic phonics, continuous learning assessment, and active learning.

For TREPs, there were two kinds of scenarios. In some cases, TREPs were delivered by government institutions or nongovernmental groups already delivering vocational skills programs. In other cases, local groups expanded their small existing programs into vocational skills instruction by identifying individuals with relevant training and work experience (e.g., electricians, masons, cosmetologists). EDUCARE required grantees to also include literacy and numeracy support and, in most cases, some other kind of counseling or adolescent development sessions were also held. EDUCARE provided support for workshops on the competency-based assessment system for vocational skills being implemented in government secondary schools that provide the BCCP. This has been provided for more than 100 TREP

---

<sup>10</sup> In one case, heavy rains the previous day resulted in school being cancelled. In another, a PTA meeting had moved the afterschool club to an adjacent church where teachers did little more than supervise snack distribution. In a third case, the visit was timed to arrive close to the end of the school day, only to find that the school had moved the “afterschool” club to midday, as so many children were failing to return to school after lunch.

teachers and facilitators. TREP providers also were introduced to the Merundoi teenage sexuality materials and CDs of all episodes, and CD players were provided to all TREPs participating in the workshop.

Clearly, the addition of nutritional support for primary students and the afterschool clubs represent investments in educational quality, and the preliminary results demonstrate that attendance rates did improve. Despite the improvement in attendance rates, the size of the investment and the timeframe of the projects (never more than two academic years) are unlikely to have a lasting impact on achievement. With about one-third of sixth-grade children not making the transition to secondary school,<sup>11</sup> just a few hours a week of extra instruction over one—and in some cases two—academic years are unlikely to make a difference in achievement for the significant numbers of children who already are lagging behind their peers.

While the SAP grantees were to provide a target of one teacher to every 15 students, the interviews indicated that, in some sites, teachers rotated days and, from the perspective of the teachers, they often still carried with them the notion of a “class” of 30 students or so. After EDUCARE established a process that encouraged programs to make requests to access additional project funds for educational materials, few grantees made such requests. This also suggests that the afterschool clubs may not have provided the kinds of alternatives and enriched environment intended by the project that are required to support children who were performing poorly.

Improving quality is an elusive task even when national systems are able to make large investments. Methods and attitudes about teaching and learning are notoriously difficult to change, and effective change can carry a high cost. With changes in school attendance being the primary measurement for reporting of EDUCARE project outcomes, it is not surprising that limited funds may not have had a significant effect on academic achievement other than that coming from improved attendance. EDUCARE demonstrated recognition of the importance of improving academic performance by attempting to measure changes in achievement through yearly final marks pre- and post-intervention for SAP participants. However, the proposed method suffers from serious validity problems,<sup>12</sup> and a reliable assessment of achievement gains would have required EDUCARE to develop a costly and complicated assessment of its own.

---

<sup>11</sup> 2006 Guyana Multiple Indicator Cluster Survey (MICS), UNICEF.

<sup>12</sup> Pre- and post-participation annual marks in Guyana cannot be used to assess improvement. The annual marks represent an assessment of performance on a different set of expectations for each grade. There is no work that the evaluator is aware of to validate the reliability of marks across grade levels in Guyana. So, for example, you may have a case where the assessment in a subsequent grade is actually less difficult than that in the previous grade, and the majority of students would demonstrate “improvement” by having higher marks. It is probably more likely that the difficulty in the subsequent year’s marks is greater resulting in a high percentage of students “not improving,” if measured by nominal differences in their marks. The only means of utilizing final marks as a means of assessing whether or not SAP participants had improved academic achievement would have been to collect marks for all students in the school (participants and nonparticipants) and to construct more complex measures that assessed program participants’ changes in marks relative to nonparticipants’ changes in marks.

For TREP participants, there was an additional aspect of quality that warrants emphasis. Most of the TREPs did not have the same level of resources for equipment and qualified instructors as those available in the formal government institutions that provide vocational training for youth.<sup>13</sup> While EDUCARE did invest in promoting the government competency-based assessment methods in TREPs, there is no means of assessing the technical quality of the TREP instruction in relation to what is offered in formal institutions. Nonetheless, a common response from the few TREP parents who were interviewed was that their children were regularly applying the new skills they learned (e.g., electrical installation and cosmetology) for friends and family in the community.

What was more noteworthy from the quality perspective with regards to TREP was the consistency of comments from both participants and parents concerning the success of the programs in creating a climate that offered protection, guidance, support, and recognition for young people who felt abandoned in the regular school system. The students themselves called attention to the quality of the relationships with the teachers, the coordinators, and their peers as being quite different to those in their formal school experience. Most of the young people were eager to learn an immediately useful skill, but the overwhelming majority also enthusiastically supported the literacy/numeracy classes and the adolescent development and/or counseling services when they were available—not one student interviewed supported the idea of an exclusive focus on the vocational skills. A large proportion of the TREP participants interviewed asserted that they would now seek entry into the formal government-run training programs, and some were considering sitting for some Caribbean Secondary Education Certificates. While the possession of a certificate from TREP was considered a means to facilitate entrance into the formal vocational programs, the improved confidence and self-esteem resulting from the program must be considered the most important outcome for many of the participants, at least the short term.

This particular quality aspect of TREP has important implications for GoG's efforts to provide a meaningful secondary school outcome for youth who are not prepared to successfully sit for certificates. The government's new BCCP—a program that is designed to offer a basic vocationally oriented secondary school outcome—is likely to prove more successful in attracting and retaining students if it is able to incorporate these TREP qualities. These qualities might be thought of as characteristics typically emphasized in secondary-level “alternative education” initiatives rather a program with an exclusive focus on vocational skills.

## **EDUCARE'S ALIGNMENT WITH THE FOUR EI GOALS**

Despite the loss of the possibility to implement activities through NSCCL and the lack of a close relationship with MoLHSS, EDUCARE was able to advance the issue of child labor consistent with all four EI goals. EDUCARE contributed to raising awareness of child labor and school attendance through all of the program activities (including through grantee programs at the local level). Coordination with MoE and UNICEF on the Stay in School Campaign focused a national spotlight on school attendance and child labor. As a government-led (MoE-led) activity, the

---

<sup>13</sup> EDUCARE did provide financial resources for equipment and materials, but these investments were not equivalent to the materials and equipment available in the government-run training institutions.

messages were replicated throughout the country with activities and publicity in each region. The campaign was followed up with the regional and grassroots workshops facilitated through EDUCARE. These workshops provided an opportunity for regional and grassroots (local government, communities) to engage with how the issues of child labor and education played out in their community and to begin to conceive of possible responses.

The research task—despite the resulting difficulties—also contributed to raising awareness of child labor through the activities of training the researchers and through the interview process at the community level. The research is currently used by the MoE as well as some of the international organizations for planning initiatives to address child labor.

The EDUCARE project demonstrated strategies for strengthening the ability of the formal system to retain children in school (SAP) and for providing transitional alternatives for out-of-school youth (TREP). The SAP model combines material support (primarily school feeding) with an afterschool club intended to improve literacy and numeracy skills more directly. This strategy may be realized in a few cases in other communities not participating in the SAP by combining the Education for All Fast Track Initiative feeding program with extra teaching on the part of teachers. However, this comprehensive model is not being applied on the scale necessary for addressing low primary attendance and the fact that so few primary school children in poorer communities achieve the grade 6 results necessary for accessing a secondary school place. A key element in the ability of EDUCARE to offer this comprehensive approach (including the determination of participant eligibility and follow-up and tracking of results) was the participation of local organizations (usually church groups or PTAs) in coordinating the school-level activities. While the EDUCARE model does not represent a new component for the education system, the demonstration that community-based groups are a critical link in promoting school attendance and performance is an innovation that should be integrated into the formal education system.

The TREPs provided insights into an effective means of reaching the significant numbers of young people who have not previously had ready access to education and training opportunities in Guyana. These included young people without the basic literacy/numeracy skills required to pass entrance exams for formal vocational training places or individuals with adequate skills who had experienced individual or familial traumas that drove them from secondary or government training programs. In some cases, these were young people so distanced from the education and training system that they had effectively stopped looking for alternatives. Through EDUCARE, a number of local groups—and in a few cases government institutions—gained experience working with this group of young persons and gained an understanding of the kind of comprehensive support required to incorporate them into the system in meaningful numbers.

From talking with participants and from the relatively high rate of completion of TREPs, it seemed apparent that many of these young people could succeed with the kind of support provided by the TREPs. As the government is currently rethinking and expanding the training system and the need to capture more of these marginalized young people, there is recognition that what is required is not just expansion but also improvement. The obstacles to this are the lack of both financial and human resources. The most important support that can be provided from the EDUCARE experience to this expansion of opportunities is the demonstration that

attracting and retaining this group of young people depends on meeting a complex set of needs rather than exclusive focus on vocational outcomes.

The original project document outlined a strategy of combining senior-level awareness raising and institutional strengthening with local-level demonstration projects of educational strategies to prevent or withdraw children. A number of circumstances internal to GoG made it impossible to execute the awareness raising and institutional strengthening as originally conceived. EDUCARE was able to make ongoing adjustments to the strategy and did contribute to making national institutions more aware of child labor issues and strengthen national capacity to address child labor issues. One of these adjustments was to work with government institutions at the subnational level (regions). Through regional government participation in the UNICEF-supported workshops as well as encouraging participation of regional officials in activities of local EDUCARE-supported projects, regional officers (of education and social services) are more aware of the distinction between appropriate child work and child labor, factors that affect school attendance in communities in the region and the number of children and youth currently outside of the education and training system.

The question of sustainability depends on whether the experiences from the EDUCARE initiatives can be incorporated into government efforts to expand opportunities for more children and young people and to improve the quality of the formal education and skills training systems. If primary schools continue to produce such a high percentage of children who cannot meet basic standards as measured by the national exam at grade 6—or if secondary schools effectively lose the majority of the students from genuine participation in the system after failing results on the grade 9 national exams—then even well-designed alternatives will be overwhelmed by demand. At current levels of enrollment and transition,<sup>14</sup> about 56% of children will be out of the system by the age of 18 or 19. In 2005, the school age cohort (5–19) population was about 250,000.<sup>15</sup> Losing 56% of that cohort means about 140,000 children and young people will have cumulatively left the formal system education system before reaching the end of secondary schooling. While Guyana does have institutions that provide vocational skills training for those who have left school, they tend to be oversubscribed; training places for those without complete secondary schooling have less than 10,000 at the most.<sup>16</sup> With the continuing exodus from the system in such high numbers, the government will need to develop innovations that improve retention of children and youth in the formal system and expand the number of high-quality alternatives that offer the comprehensive support necessary to attract and retain these young people.

---

<sup>14</sup> The 2006 MICS indicated that about 97% of all children in Guyana entered school. The MICS also estimated the transition rate from primary to secondary school was about 67%. The Minister of Education was quoted as saying the completion rate for secondary school was about 68%. This yields a percentage of non-completers of 56%.

<sup>15</sup> Guyana Bureau of Statistics, Medium Variant Population Projection for 2005.

<sup>16</sup> Estimate of the total number of places (full- and part-time) in Guyana Industrial Training Centre, Carnegie School of Home Economics, Georgetown Tech Institute, New Amsterdam TI, Linden TI, Essequibo TI, Upper Corentyne Skills Training Centre, Sophia Training Centre, Kuru Kuru Training Centre, Ministry of Labour—Board of Industrial Training Job Training Placements.

## **ADDRESSING FAMILY AND COMMUNITY FACTORS IN CHILD LABOR**

EDUCARE modified its core staff to include a trained social worker to support grantees in their efforts to work with families and communities. The previously mentioned regional and grassroots workshops were one of the strategies for helping grantees work with parents and communities, as was the training provided to SWOs on recognizing the manifestations of child labor in school attendance problems.

During site visits near the end of the project, it was a universal observation from grantees that working with families was still their most difficult task. While almost all programs had a small group of parents who made active contributions to the program and were interested in the parent activities, the families who most needed support were the least likely to participate. One set of parents observed that a better strategy for attracting the participation of households was to focus on activities providing direct benefits to the parents themselves. These activities could include various income-generation projects like crafts, food preparation and preservation, and information sessions on material support available from government or other entities. Once parents were actively participating in the program, it would be possible to integrate other types of support like parenting, communicating with adolescents, nutrition, adolescent behavior/sexuality, and others.

As discussed, EDUCARE was able to access additional financial resources (from UNICEF) to strengthen the family component of the project, and the activities were well thought out and well received. However, the relatively small investment over such a short period is unlikely to produce lasting change.

## **SUSTAINABILITY AND IMPACT**

EDUCARE's original project design linked awareness raising and strengthening of institutional responses for combating child labor with the development of models of direct interventions. As described in more detail in other sections of the evaluation, the local initiatives (SAP and TREP) demonstrated positive impact for both the school-age (SAP) and adolescent (TREP) participants. EDUCARE also responded to the challenges it faced in working at the senior policy and decisionmaking level by capitalizing on opportunities to link child labor concerns to ongoing government and development partner initiatives in areas focused on the needs and rights of children. Through partnerships with MoE and UNICEF, EDUCARE was able to provide investments in strengthening institutional responses to child labor through the regional workshops and through training of SWOs.

By project end, it is unclear how sustainable these efforts will be. The SAP strategy of material support (feeding)—combined with extended school days and additional academic instruction—do not feature in the MoE strategic plan<sup>17</sup> for improving primary education.<sup>18</sup> The MoE strategic

---

<sup>17</sup> Guyana Ministry of Education, Strategic Plan 2008–12: Meeting the Quality Imperative, June 2008.

<sup>18</sup> There is reference to working with community-based organizations on psychosocial support and in targeting the milk and biscuit program for vulnerable children but no consideration of actions that provide ongoing extended school days with additional academic support and structured recreation as was provided by the SAP.

plan does include the development of the BCCP and the expansion of Technical and Vocational Education and Training places, but no explicit provision is made for the more comprehensive support demonstrated by TREP as necessary to attract and retain greater numbers of those young people who do not currently participate in any form of training or education.

The MoE strategic plan also includes language on increasing the number of PTAs and the strengthening of PTAs. A new post (PTA coordinator) has recently been filled at the MoE, but there is no immediately apparent provision of resources to PTAs that would enable them to support activities similar to those of the SAP. The number of SWOs is being expanded, but they will still be few compared with the number of children at risk for child labor. It is not clear whether the capacity development for officers provided by EDUCARE is consistent with the institutional priorities of the school welfare function as it is implemented by MoE. This lack of a strong link between the EDUCARE initiatives and government policy and plans also means that local providers (grantees) who have successfully implemented valuable SAPs and TREPs do not have a ready institutional channel to facilitate the resources that are required to sustain their local programs.

The questions about the sustainability of EDUCARE initiatives arise from the difficulties in working effectively at the senior policy and decisionmaking level at the inception of the project. As described earlier, this should not be viewed as a failure on the part of EDUCARE as much as it was an underestimation of the sensitivity of the child labor issue and the time that is required to develop the necessary partnerships to ensure that effective practices become imbedded in specific government plans and policies. The experience of EDUCARE in Guyana suggests that, in some cases, it may be wise to allow sufficient time for developing the relationships that will support sustainability before embarking on local-level direct service initiatives for children and youth.

## **FINANCIAL CONSTRAINTS AND PROJECT IMPLEMENTATION**

In the midterm evaluation, it was observed that the financial resources available to EDUCARE did not seem adequate for the scope of the project. That observation was made before EDUCARE had begun to implement many of the new activities targeting families and before the possibility of working within the NSCCL had evaporated—two factors which exacerbated the need for financial resources. In the midterm evaluation, there was discussion of the approximately US\$2 million in matching funds committed by POA for the EDUCARE project and whether the project was constrained in meeting its objectives due to the failure to access these matching funds.

The budget narrative for the original EDUCARE project describes the estimation of the funding match. Most of that match is estimated on the basis of in-kind contributions, including an estimate for the costs accruing to participants of SAPs and TREPs. EDUCARE has operated faithfully within this framework, and final calculations of the matching funds total will be relatively close to the US\$2 million commitment.<sup>19</sup> Additional financial resources of US\$45,000

---

<sup>19</sup> See Annex D.

were provided through UNICEF. These additional resources enabled EDUCARE to undertake the regional and grassroots workshops.

The original budget for the project assumed that direct services would be provided for the 3,044 children and youth; it also assumed that awareness-raising and institutional strengthening activities would be undertaken in collaboration with MoLHSS, primarily through NSCCL. After implementation had begun, it became clear that effective local projects (SAP and TREP) would require much more effort to involve families and communities. This, combined with the need to strengthen and support basic management and reporting capacity of local partners, increased the anticipated costs for the delivery of SAPs and TREPs.<sup>20</sup> The eventual marginalization of NSCCL also significantly hampered EDUCARE's strategy for awareness raising and institutional strengthening in full collaboration with GoG and left EDUCARE with the need to shoulder more of the logistical and financial burden for those project objectives. Fortunately, through forging effective partnerships with MoE and UNICEF, EDUCARE was able to play a key role in raising awareness of the issue of child labor and in strengthening government responses.

That being said, the project financial resources were not adequate to meet both the direct delivery commitments and the objectives for awareness raising and institutional strengthening in the Guyana context as it developed over the life of the project. The fact that the project had inadequate resources, however, is separate from the issue of the matching funds, as EDUCARE can document faithful adherence to the original estimation of the funding match.

---

<sup>20</sup> Another factor in the cost of SAP and TREP delivery is the difficulty in travelling to many parts of even the coastal areas of Guyana.

## V LESSONS LEARNED AND RECOMMENDATIONS

---

### SUMMARY OF LESSONS LEARNED

- Regardless of the national setting, issues of child labor are quite likely to be sensitive. This is especially the case with respect to research or other activities that attempt to quantify the problem or highlight particular types of child labor. Research tasks supported by EI initiatives can fill a critical knowledge gap in estimating the magnitude of child labor and identifying the conditions that produce child labor in a given community. However, if the research products are to be fully endorsed and utilized to support interventions to reduce the risk of child labor, time-consuming investments are required in building confidence among stakeholders and building consensus on the methodology and the uses of research. In the case of EDUCARE, the need to meet immediate quantitative targets in a timebound program required the simultaneous development of direct services to children and youth and the implementation of a research task. The inability to devote more time and resources to the consensus building for the research task may have contributed to subsequent misunderstandings regarding the research results.
- Experience in the SAPs indicated that combining school feeding with an extended school day offering additional tuition and opportunities for structured recreation was more effective in improving school attendance than school feeding alone. Given that adults rather than younger children make school attendance decisions at the primary level, school-based programs that address the needs of parents are likely to be more effective in improving school attendance.
- Most of the teachers interviewed in SAP schools—as well as teachers who provided instruction in the SAP afterschool clubs—suggested that local grantees (most often church groups or other NGOs) provided invaluable contributions to the running of the program. Primary schools already have a complex set of challenges to confront, and many teachers not only teach but are actively engaged in service training, upgrading their qualifications, and implementing a new program of instruction. Adding the tasks associated with implementing the SAP (identifying participants, working with households, follow-up monitoring and evaluation, managing school feeding, etc.) would likely overburden the school staff and adversely affect the quality of the SAP as well as the regular primary school program.
- In interviews with TREP participants and their parents during the final evaluation, the protected and supportive environment of the TREP, the nature of the relationships between participants and teachers, and the relationships between the participants was cited as being of equal or greater importance than the particular vocational skills offered. While many participants and parents offered anecdotes about applying the new vocational skills in the neighborhood and with family, they were just as likely to enthusiastically describe positive changes in attitudes and improved confidence and maturity. The majority of the participants interviewed indicated that the TREP experience

had provided a basis for attempting to reenter the education and training system—with a significant minority indicating that they would also attempt to continue with literacy and numeracy programs and to sit for national qualification examinations. Only a minority of the participants declared that their intention was to go directly from the TREP into the labor market. The experiences of these young people suggest that many out-of-school young people in Guyana can be integrated into further education and training schemes if structures are in place to provide support that responds to the complex needs of adolescents—especially those from poor communities and from households in crisis.

For the TREPs visited, there was ample evidence of the strength of the relationship between the participating youth and the local managing grantee. As many of the participants come from the communities where the grantees operate, there was a recognition that the lives of the young people extended beyond the confines and hours of the program and a more nuanced understanding of the challenges these young people confront. Larger government institutions tend to more narrowly focus on the technical aspects of vocational programs rather than the more comprehensive adolescent development approach that seems to be necessary for the significant number of young people who have left the education and training system. While the formal vocational approach may meet the needs of many youth, there are currently few initiatives in Guyana that provide the kind of support that seems to be necessary for the most marginalized young people.

For both programs (SAP and TREP), local grantees are filling a role that may not be possible for a government institution to assume. While government institutions have processes in place to ensure the contracting of staff with appropriate technical qualifications, the local grantees tend to have knowledge about the communities and the households of the children and youth at risk as well as established networks that can be drawn upon for informal support. The ideal program would incorporate these two distinct types of expertise.

***1. Effective support for strengthening national efforts to eliminate child labor may best be accomplished by a separate initiative for research and institutional strengthening, combined with a subsequent demonstration project for educational initiatives.***

Child labor can be a sensitive issue for many governments—even governments with superior levels of participation in education and low incidence of child labor. While the assessment of the magnitude of child labor and the analysis of the underlying economic and social dynamics is indispensable to developing an effective response, it does require even the best performing governments to acknowledge some level of child labor. This can result in a general resistance or at least unease with the idea of a comprehensive study in a country.

Given these understandable sensitivities, the misleading and inaccurate newspaper headlines mischaracterizing and politicizing the preliminary research findings that appeared in the local press in Guyana adversely affected EDUCARE's relationship with some senior-level decisionmakers; the headlines also affected the ability to work effectively at the national policy and planning level. EDUCARE continued the development of the local initiatives for children and youth and forged partnerships with MoE and UNICEF to provide awareness raising and institutional strengthening at the regional level. These activities were accepted despite the ongoing difficulties of working at the national level, as they supported already

existing government policy on school attendance and provided support to local officials for executing their existing mandates. While this was an appropriate response to the situation, it resulted in fairly weak links between the government policy and planning processes and the local initiatives (SAP and TREP). These weak links threaten the sustainability of EDUCARE's achievements in working with children and youth.

This appears to be a risk that many projects will run into when they attempt to address child labor at the policy and institutional level and are required to simultaneously provide direct interventions focused on children (quantitative targets for withdrawn and prevented) within a relatively short timebound period. The frequently complex and time-consuming task of influencing high-level policy and planning processes could, as in the case of EDUCARE, result in the development of local direct service projects that are not well integrated into policy and planning processes and become unsustainable when the project period ends.

One possible means to address this issue is for USDOL and other stakeholders to develop in collaboration a Research and Institutional Development Framework for Combating Child Labor. This common framework would provide an operational structure for realizing the existing international conventions and enable entities like the ILO, UNICEF, the U.S. Agency for International Development, and other bilateral aid agencies to present to governments a common platform for moving forward on combating child labor. The framework would include a general methodological outline for assessment (or research) and a set of principles and practices regarding the required capacity of relevant national institutions. Initial steps in implementing the framework—such as the execution of the assessment—could be supported by the partner in the best position to do so in a particular country.

Having this framework in place would ensure that the direct service components of EI projects would enjoy an institutional link enhancing their sustainability and reduce the risk that the assessment/research process undermines the confidence of national institutions. In cases where an EI project was best positioned to work with the government in operationalizing the common framework, funding the EI in two phases with the direct intervention component implemented in a second phase of the project would enhance sustainability.

**2. *The local EDUCARE projects (SAP and TREP) demonstrated effective strategies for reducing the risk of child labor through providing educational opportunities. The lessons from these initiatives should be more aggressively marketed to the Government of Guyana.***

Both the SAP and TREP provided support to children and youth who otherwise might have received little support in the current system in Guyana. For primary age children, government architecture to ensure compliance with compulsory school attendance does exist, but the focus is addressing the most egregious attendance issues from the standpoint of compliance. From the analysis of the Multiple Indicator Cluster Survey, only about 67% of primary children were able to make a successful transition from primary to secondary school. This one-third of children who are not successful includes many children with both poor attendance and poor performance. The SAP model results demonstrate that material support

like uniforms and feeding are a necessary but insufficient response to improving school attendance and performance. Real gains in student attendance did not materialize until the afterschool clubs were added to the school feeding.

Another component of the model that contributes to its success is the important role of a local group (NGOs, churches, PTAs, etc.) to coordinate the program. For example, identifying participants, meeting parents to encourage participation, coordinating the preparation of school meals, and following up on children who stop coming to the afterschool clubs requires a significant “boots on the ground” presence in each community. Most teachers and administrators already have a full schedule and many do not live in or will ever become as familiar with a community as these local collaborating partners. Institutionalizing the SAP model of school feeding combined with afterschool clubs would be significantly less effective without also incorporating a means for providing the limited financial support necessary for the local groups to undertake these important support and management tasks.

The TREP demonstrated that young people who were unsuccessful in secondary school can improve their functional academic skills, learn new vocational skills, and strengthen their life skills when they have access to a more protected environment with more individual attention and more emphasis on building positive relationships with adults and other students. As is the case with the SAP, some of these characteristics result from the active participation of local groups who coordinate or support the programs. The local groups situated in the communities where these young people live have the ability to work with the parents when necessary and to address the complex factors that keep these young persons from participating in further training and education. The expansion of government training scheme places for out-of-school youth will be much more effective if these critical elements from the TREP environment and financial support for the participation of local coordinating groups are formally included in this expansion effort.

Local officials as well as some national-level government officials and NGOs are familiar with the successes of SAPs and TREPs. However, EDUCARE’s difficulties in working at the senior policy and decisionmaking level left these successful initiatives not well articulated with national-level planning (both government and international NGOs). What is required is to consolidate these lessons and to market them to decisionmakers in a high-profile setting, such as a national forum on education to combat child labor. This forum or some other high-profile marketing strategy can capitalize on the effective advocacy of the coordinators, parents, and—in the case of TREP—the program participants.

**3. *Government efforts to expand support for children at risk of leaving school for work or for youth who have left school to enter the labor force prematurely or into inappropriate work should incorporate nongovernmental groups in a meaningful manner.***

GoG is cognizant of the need to improve education and training opportunities. Significant curricular reforms are being implemented, and the number of vocational training places is being expanded. However, as described in the report, both SAPs and TREPs demonstrate that local groups are much better positioned to provide some necessary and supportive elements especially critical for the success of children and youth at risk for child labor.

These groups would require relatively small investments to provide this critical support for ensuring that GoG programs were successful in fulfilling their mandate. GoG should establish a simple transparent mechanism for providing modest financial support to local groups to work in conjunction with state-provided initiatives for improving school attendance and completion and reducing the risk of child labor.

This page left intentionally blank.

---

# **ANNEXES**

---

This page left intentionally blank.

This page left intentionally blank.

# ANNEX B: STAKEHOLDER WORKSHOP PRESENTATION/ AGENDA

---

## **EDUCARE Final Evaluation**

### **Stakeholder Consultation and Feedback**

*30 January Georgetown*

#### **Purpose of the final evaluation:**

Draw on experiences with EDUCARE to provide insights and guidance for possible future efforts to reduce the risks of child labor through promoting education.

#### **For:**

**Government of Guyana, national and international  
development partners**

**US Department of Labor**

### **Types of questions to answer**

*(just a sample)*

What types of interventions were most effective?

What were the obstacles to success and what were the necessary investments and actions?

Where did implementing partners find support (technical/financial) that they needed?

Who is in the best position to deliver support to children and young persons involved in or at risk for child labor

How should we measure success in the future, how should we target children and young persons?

### **Today's meeting**

1. Report and review basic EDUCARE outcomes
2. Stakeholder reaction, discussion and refinement of evaluation findings
  - Small working groups
  - Plenary feedback discussion
3. Final comments - evaluator
4. Final comments and closing

Interested stakeholders will have the opportunity to react to the draft evaluation before it becomes final

**Project Outcomes:**

**SAP:**

2155 primary school children participated in the SAP program

Average attendance for participating children improved from 36% before the program to 68% during and at program completion.

The average improvement in attendance was 38% (40% for girls and 37% for boys)

About 32% of participating children did not improve their attendance

Many teachers assert that literacy and numeracy skills are improving but we don't have a measure that allows before/after comparisons.

16 primary schools with equipment and experience managing a school feeding program and organizing after school clubs (and links to community organizations and/or strengthened PTAs)

**Project Outcomes:**

**TREP:**

A number of "new" providers with experience working with out of school young people.

More than 900 young persons with new employability skills, improved literacy/numeracy and better life skills

Programs retained more than 75% of entrants until completion

The vast majority of young people interviewed want to continue some kind of training or education.

**Project Outcomes:**

**Other:**

Increased public awareness of the relationship between school attendance, child protection and child labor (Stay in School campaign, Regional/Grassroots School Attendance and Child Labor workshops)

Improving links between RDCs, NDCs and community resources for reducing the risks and consequences of child labor (through the regional/grassroots workshops)

Basic information about child labor and school attendance is being disseminated (Descriptive Analysis of Recent Findings, MICS)

**Findings:**

In interviews TREP participants seemed to value the “protected” environment, the positive relationships with teachers and other students, more individual attention and recognition of competence as much if not more than the particular skills training.

Does this statement need to be clarified? (If so, how?)

What does this say about how stakeholders in Guyana should design new interventions?

**Findings:**

One teacher said she was concerned that the EDUCARE program was dealing with the “shoots and not the roots” of early school drop outs. Families have a lot to do with how long a child or adolescent remains in school. The children having the most difficulty remaining in school and performing well are often members of families struggling to survive. Those families have very little time available for participating in programs for their children.

Does this statement need to be clarified? (If so how?)

What does this say about how stakeholders in Guyana should design new interventions?

**Findings:**

Attendance generally improved for children in the SAP program. However it is unclear how much permanent improvement in children’s literacy and numeracy was achieved in the short time period of the program.

Does this statement need to be clarified? (If so how?)

What does this say about how stakeholders in Guyana should design new interventions?

**Findings:**

About 97% of all children enter primary school. About 67% of all children who enter primary school make the transition to secondary school. About 68% of those who make the transition to secondary school complete secondary school. This means that 56% of children are out of school before they are 18 or 19 years of age.

Does this statement need to be clarified? (If so how?)

What does this say about how stakeholders in Guyana should design new interventions?

This page left intentionally blank.

## ANNEX D: EDUCARE MATCH FUND RATE NARRATIVE

---



PARTNERS *of the* AMERICAS  
EDUCARE (Guyana) Inc



263 Earl's Avenue

Telephone: + 592 2257781/3/4

Subryanville,

Fax: + 592 2257799

Georgetown,

Email: [educare1@networksgy.com](mailto:educare1@networksgy.com)

Guyana, South America.

Website: [www.partners.net](http://www.partners.net)

---

### **Match Fund Rate Narrative and Justification**

#### *1. SALARY – Peace Corps Volunteer*

EDUCARE since mid 2007 has been in receipt of the full time services of at least 1 Peace Corps Volunteer at any one time. So far EDUCARE has had 3 individuals working with EDUCARE – primarily working on design work for publicity materials.

PCV costs are covered by the Federal Government, but the Peace Corps time is then volunteered to their host organisation. EDUCARE records each hour that a PCV provides a service, through time sheets etc., and this is then calculated against an agreed rate.

EDUCARE has also received the services of other Peace Corps Volunteers attached to other sites who have provided specific training services.

Rate:- EDUCARE uses the agreed Partners of the Americas US resident volunteer count rate of US\$35.22 per hour for PCV contribution.

#### *2. IMPLEMENTATION – Raising Awareness – Media*

A primary objective of EDUCARE is to develop a body of knowledge about child labour in Guyana, and disseminate that information, as well as educating the general public about school attendance, child welfare and child labour issues.

In pursuit of this, one of EDUCARE's strategies has been to ensure that the press is regularly invited to EDUCARE events, offer the print and TV media opportunities to update themselves on EDUCARE activities and all other efforts that promote child welfare/protection and will lead to a greater awareness of the problems and extent of child labour.

EDUCARE has thus monitored its efforts in trying to gain as much free press time as possible thus ensuring a wide access to this important body of information and thus we have tracked all articles about EDUCARE, child labour and child welfare and consider these as match, as they provide valuable education to the public at no cost to the project and thus the donor.

Rate:- EDUCARE uses the following rates to cost each square inch of print media exposure on the issue of child labour.

- a. Inside Regular Article at G\$800 per sq.inch.
- b. Editorial at G\$1000 per sq.inch
- c. Front page picture/article G\$1000 per sq inch.

These rates are based on commercial advertising rates at National Newspapers – (parent company of the Guyana Chronicle), National Media and Publishing Company (Kaitour News) and Guyana Publications (Stabroek News) who all quote between G\$600 and G\$1000 depending on colour, and location and whether it is weekend or week day publication..

### *3. IMPLEMENTATION – Stakeholder undertaking questionnaires and surveys as a donation to EDUCARE*

During the research phase, EDUCARE engaged some 180 researchers to undertake child profile questionnaires, public attitude survey and child attitude survey. For this service they were remunerated between G\$1000-G\$1500 for each piece of work. Towards the end of the research a small number of additional surveys were also undertaken, and a small number of researchers agreed to undertake this work without remuneration.

Rate:- EDUCARE has valued all contributions at G\$1000 per item, inline with the rates that were paid when the researchers did receive compensation.

### *4. IMPLEMENTATION – Attendance by Guyana Residents to Training programmes*

EDUCARE has organised various public and professional training events throughout the programme, including a series of workshops with assistance from UNICEF. EDUCARE has recorded the attendance of each individual at each of these events, whether they be training for researchers, TREP and SAP providers (subcontractors), sensitisation meetings, parent education programmes. In many cases these participants are otherwise employed and the commitment and the contribution their employer is making by releasing them for this training is deemed a significant contribution to the combating of child labour in Guyana.

Also included is attendance by Government of Guyana staff and other key stakeholders in forums including the National Steering Committee on Child Labour, which acted as valuable resource to EDUCARE in the first 2 years, by providing advice and a communication conduit with numerous GOG entities.

Rate:- EDUCARE uses the agreed Partners of the Americas non-US resident volunteer count rate of US\$5.54 per hour for local stakeholder participation.

*5. IMPLEMENTATION – Provision of Basic Meeting Venue*

Many of the training sessions and meetings that EDUCARE organises take place in venues at NO cost to USDOL or the project. The donor, in most cases community centres, schools and education offices provide the space, the utility expense, the cleaning and preparation costs, without any request for a payment from EDUCARE.

EDUCARE has thus recorded, along with the attendance list, the venue and the time given for the use of that venue.

Rate:- EDUCARE received quotes from Young Women’s Christian Association for use of their auditorium for a day, G\$10,000 or US\$51. If the meeting is only an hour, then it is pro rata’d at US\$6.3 per hour.

*6. IMPLEMENTATION – Provision of Equipment for Training.*

EDUCARE has regularly borrowed a Multi-Media Projector from various sources, most especially the Government Technical Institute in Georgetown.

Rate:- EDUCARE uses a rate of G\$35,000 per day (US\$176) based on a quote for a loan of an MMD from Acme Photo & Electronics.

*7. IMPLEMENTATION – Teenage Re-Engagement Programme Beneficiary Participation*

EDUCARE has recorded the contribution made by the 14-17 year olds who participate in the TREP skill straining programmes. The contribution includes loss of earnings, travel to the training centre, the family contributing a snack while the beneficiary is at the training, and other incidental costs that they may incur as a result of participation in the programme.

Rate:- EDUCARE allocated a rate of US\$5 for each full day that a participant attends a TREP programme. This rate was submitted as part of Partners of the Americas budget narrative submitted to USDOL during the tender process. The participation rate is based on the number of days that the subcontractor delivered services, against the number of day on which the beneficiary actually attended the programme. The number of days is then used, with a US5 rate, to calculate that beneficiary’s contribution.

*8. IMPLEMENTATION – School Attendance Programme Beneficiary Participation.*

EDUCARE has recorded the contribution made by the families of the 5-11 year olds who are attending the SAP programmes. This rate was submitted as part of Partners of the Americas budget narrative submitted to USDOL during the tender process. The contribution includes the potential loss of earnings, extra travel costs associated with participation in the after school clubs and the uniform costs.

Rate:- EDUCARE allocated a rate of US\$5 for each day that the child attends school while receiving EDUCARE services. The participation rate is based on school records, subcontractor records and compared to the actual days that the child could have attended school (public holidays, other school closure etc are removed). The number of days is then used with a rate of US\$5 to calculate the beneficiary's contribution.

#### *9. IMPLEMENTATION – SAP Delivery – Subcontractor Cost Share*

As part of the subcontract process, each subcontractor was asked to identify how they were to contribute to the programme. As part of the negotiation, these figures were refined as far as possible. Different subcontractors provided different rates for the provision of teaching space, and EDUCARE has subsequently endeavoured to rationalise the rates and the way that their contribution is valued.

- a. USE of Catering Space – In all cases the subcontractor provided the space from where the school feeding programme was managed free of charge. Rate: - G\$3,125 per hour, and for each day that the school feeding programme, assuming 3 hours food preparation, serving and cleaning per day. The rate is based on G\$25,000 per day for the use of a skill training room, pro rata'd into hours.
- b. USE of Basic Teaching Space – In all cases the subcontractor has provided the teaching space for the after school clubs. This will include extra cleaning, use of furniture, fans and light and extra wear and tear on the building fabric. Rate:- G\$1,250 per hour of ASC delivered (matched against contract) by the subcontractor. This rate is G\$10,000 pro rata'd down to 1 hour, based on 8 hour day. G\$10,000 is the daily rate set by the YWCA for the use of their auditorium.
- c. Child Beneficiary Monitoring – During the delivery of services, each contractor would be required to make a series of visits to home. These visits would include the initial recruitment visit to explain the programme to the parent, monitoring visit in case of unexplained absence, general oversight visits. The costs incurred by the contractor would include adhoc local bus transport and their time. Rate:- EDUCARE has rated this at either G\$100 (US\$0.50c) or G\$200 (US\$1) per child per month of service delivery.

#### *10. IMPLEMENTATION – TREP Delivery – Subcontractor Cost Share*

As part of the subcontract process, each subcontractor was asked to identify how they are to contribute to the programme. As part of the negotiation, these figures were refined as far as possible. Different subcontractors provided different rates for the provision of teaching space, and EDUCARE has subsequently endeavoured to rationalise the rates and the way that their contribution is valued.

- a. USE of Skills Training Space – In all cases the subcontractor provides the skills training space for the delivery of the skills training component of the TREP programme. Rate:- Based on quotes from Roadside Baptist Skills Training Centre, EDUCARE has used a

daily rate of G\$25,000 for valuing the skills training infrastructure, pro rata'd to G\$3,125 per hour (based on an 8 hour day). For each hour of delivery of skill straining programme, so the value of the contribution is calculated.

- b. Use of IT Laboratories – In some cases the subcontractor is providing the computing facilities free of charge, in others EDUCARE has contributed some of the IT hardware. In either case EDUCARE is valuing some or all the contribution. Rate:- Based on the G\$40,000 (US\$202) per day rate quoted by YWCA and the Roadside Baptist Skill Training Centre, a rate of G\$5000 per hour is used to value the use of the IT lab. Based on the number of hours that each beneficiary is due to receive in IT training, this is then used to calculate the value of the IT lab over the duration of the project.
- c. USE of Basic Teaching Space – In all cases the subcontractor has provided the teaching space for the general literacy, numeracy and counselling service. Rate:- G\$1,250 per hour of basic classroom activities delivered (matched against contract) by the subcontractor. This rate is G\$10,000 pro rata'd down to 1 hour, based on 8 hour day. G\$10,000 is the daily rate set by the YWCA for the use of their auditorium.
- d. Child Beneficiary Monitoring – During the delivery of services, each contractor would be required to make a series of visits to home. These visits would include the initial recruitment visit to explain the programme to the parent, monitoring visit in case of unexplained absence, general oversight visits. The costs incurred by the contractor would include adhoc local bus transport and their time. Rate:- EDUCARE has rated this at either G\$100 (US\$0.50) or G\$200 (US\$1) per child per month of service delivery.

This page left intentionally blank.

# ANNEX E: TERMS OF REFERENCE

---

## TERMS OF REFERENCE

for

Independent Final Evaluation of

Guyana/EDUCARE

Cooperative Agreement Number:	E-9-K-5-0050
Financing Agency:	U.S. Department of Labor
Type of Evaluation:	Independent Final Evaluation
Field Work Dates:	January 18-January 30, 2009
Preparation Date of TOR:	December, 2008
Total Project Funds from USDOL Based on Cooperative Agreement:	US \$ 2,000,000
Vendor for Evaluation Contract:	Macro International Inc. Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## I. BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. Government policy on international child labor; administering and overseeing grant and contracts to organizations engaged in efforts to eliminate child labor; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$595 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 75 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded Education Initiative projects seek to achieve four major goals:

1. Raise awareness of the importance of education for all children and mobilize a wide array of actors to improve and expand education infrastructures;

2. Strengthen formal and transitional education systems that encourage working children and those at risk of working to attend school;
3. Strengthen national institutions and policies on education and child labor; and
4. Ensure the long-term sustainability of these efforts.

USDOL is mandated to report to Congress the number of children withdrawn and prevented by the EI projects. As the EI program has developed, an increasing emphasis has been placed on this goal and ensuring that the data collected by EI grantees is accurate and reported according to USDOL definitions of “withdrawn” and “prevented”. Future EI projects will have an increasing focus on research and data collected on the issue of child labor, with particular emphasis on the quality of baseline data collected by grantees.

The approach used in the USDOL EI projects, to increase access to basic education, is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor in geographic areas or economic sectors with a high incidence of exploitive child labor. In the appropriations to USDOL for international child labor technical cooperation, Congress directed some of the funds towards two specific programs:

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

Since 1995, Congress has earmarked some \$330 million to support the International Labor Organization’s International Program on the Elimination of Child Labor (ILO/IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO/IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include “direct action” components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies used by IPEC projects is to increase children’s access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assist in building a sustainable base for long-term elimination of exploitive child labor.

### **Child Labor Education Initiative**

Between 2001 and 2006, Congress directed international child labor technical cooperation funding to the Child Labor Education Initiative, which focused on the elimination of the worst forms of child labor through the provision of basic education. EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The EI is based on the notion that the elimination of exploitive child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable

alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Timebound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country. Funds under the EI are competitively bid, and support cooperative agreements with international, nonprofit, for-profit and faith-based entities.

In addition to these two initiatives, in 2007, USDOL allocated \$60 million for child labor elimination projects not earmarked to ILO/IPEC or the EI program. As is the case with the EI, these funds were awarded through a competitive process. Finally, USDOL has supported \$2.5 million for awareness-raising and research activities not associated with the ILO/IPEC program or the EI.

### **EDUCARE**

On September 30, 2005, Partners of the Americas received a 3.5-year (42 months) Cooperative Agreement worth \$2 million from USDOL to implement an EI project in Guyana aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the four goals of the USDOL's Child Labor EI as outlined above. The Partners of the Americas was awarded the EI project through a competitive bid process. As stipulated in the Cooperative Agreement, project document, and subsequent project revisions, the project targets 951 children for withdrawal and 2,093 children for prevention from the worst forms of child labor in 18 sites, including logging and sawmilling, fishing, hazardous farming, factory work, mining, and freight handling. Its main objectives are:

1. Raise awareness about child labor issues in targeted communities, involving opinion-makers, the media, and the public in general.
2. Strengthen policy and institutions by coordinating efforts to address child labor issues.
3. Strengthen educational systems by developing programs to improve school attendance for at-risk children and drop-outs.

In October 2008 the output descriptors for Output 2 (objective 2) were modified as follows:

- 2.1. School Welfare Officers have requisite skills to engage youth who are at risk of dropping out of school
- 2.2. School Welfare Officers are better able to engage with parents who children have low levels of attendance and are at risk of dropping out
- 2.3. Parents and local stakeholders better able to engage in school attendance and child labor initiatives as a result of increased awareness on the issues

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

The **scope** of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with Partners of the Americas. The evaluation should assess the achievements of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project document. The evaluation should consider all activities that have been implemented over the life of the project, addressing issues of project design, implementation, lessons learned, reliability and recommendations for future projects.

All EI projects, which are funded through cooperative agreements, are subject to mid-term and final evaluations. The EI project in Guyana went into implementation in September 30, 2005 and is due for final evaluation in 2009. The **goals** of the evaluation process are to:

1. Help individual organizations identify areas of good performance and areas where project implementation can be improved;
2. Assist OCFT to learn more about what is or is not working in terms of the overall conceptualization and design of EI projects within the broad OCFT technical cooperation program framework;
3. Assess the degree to which objectives relevant to the country-specific situation they address have been achieved; and
4. Assess progress in terms of children's working and educational status (i.e. withdrawal and prevention from the worst forms of child labor; enrollment, retention, completion of educational programs).

In addition to these overarching goals, the following project-specific goals have been developed by OCFT in consultation with Partners of the Americas staff:

- How does the conceptualization of child labor as linked to specific kinds of labor or, alternatively, as labor that reduces participation in education affect program design and implementation and what does this say for future initiatives in Guyana.
- Are there differences in program outcomes linked to the type of implementation partners (schools, NGOs, churches), the different models applied by those partners or the types of children/youth targeted and what do those differences suggest for future initiatives to reduce child labor?
- How does the distribution of authorities across the various government entities in Guyana (primarily Ministries) impact on the development of a response to child labor issues in Guyana.

For the purpose of conducting this evaluation, Macro International Inc. will provide a highly skilled, independent evaluator to conduct this evaluation to: a) determine if projects are achieving their stated objectives and explain why or why not, b) assess the impact of the projects in term of sustained improvements achieved, c) provide recommendations on how to improve

project performance, and d) identify lessons learned to inform future USDOL projects. In addition, the contractor will provide recommendations to refine project-monitoring systems to ensure that project objectives and the measurement of results-based common indicators are being achieved across EI projects. The findings of the evaluations should assist USDOL to improve project oversight and to take corrective measures where necessary.

The contractor/evaluator will work with the staff of USDOL's OCFT and relevant Partners of the Americas staff to evaluate the projects in question. The OCFT management and project staff will use the evaluation results to inform the relevance of the approach and strategy that are being followed. The evaluation results should also be used by Partners of the Americas, EDUCARE, and Subcontractors to enhance effectiveness in the implementation. Therefore, the evaluation should provide credible and reliable information in order to suggest how the project could enhance its impact during the remaining time of implementation, ensuring the sustainability of the benefits that have been or will be generated.

Specific questions that the evaluation should seek to answer are below, according to five categories of issue:

### **Program Design Issues**

1. How has the project's design fit into overall government programs to combat child labor and provide education for all?
2. Were the project purpose and outputs realistic?
3. Has educational quality been pursued as part of the project strategy?
4. Does the project design seem to be adequately supporting the four EI goals? If not, which ones are not being supported and why not?

### **Implementation Issues**

1. If quality education has been part of the project strategy, how has it been measured and what has been its impact, if any, on project common indicators (withdrawal and prevention)?
2. Have the School Attendance Programs (SAP) and the Teenage Re-Engagement Programs (TREP) been successful in preventing and eradicating child labor? If so, explain how.
3. Do project staff and subcontractors understand DOL definitions of withdrawal and prevention? Is the project able to accurately measure results in terms of DOL common indicators (withdrawal and prevention)?
4. The mid-term evaluation identified the lack of parent education as one of the major weakness of the project. Please explain how the project has addressed this.
5. Is the project on track in terms of meeting its stated purpose and outputs in the project document? If not, what are to be the factors contributing to delays?

6. Besides improving school attendance, have SPA programs helped children overcome learning difficulties?
7. How have TREP programs helped children to develop new skills that can be transferred to the job market?
8. How was training teachers and school welfare workers helped the project to accomplish its objectives?
9. What other major design/implementation issues should be brought to the attention of the implementing organization and DOL?

### **Awareness Raising**

1. What has the project's overall external communication strategy been?
2. Has the project been successful in terms of its awareness-raising efforts and promoting community mobilization at the local, regional, and national levels? In what ways?
3. How has the complex relationship with the Ministry of Labor impacted the project's awareness-raising efforts?
4. How has the project worked with the Ministries of Education and Health, along with key stakeholders, to raise awareness of child labor issues?

### **Partnership and Coordination Issues**

1. Since the mid-term evaluation, what have been the major challenges and opportunities, if any, of implementing coordination with the host-country government, particularly the Ministries of Education, Health, and Labor, as well as other government agencies active in addressing related children's issues?
2. What have been some of the challenges and issues in working with community organizations in the targeted sites?
3. What lesson can be drawn from implementing the project in different communities?
4. How has the project, along with its subcontractors, disseminated the baseline findings?
5. What role has the project played with regard to the National Steering Committee (NSC)? What have the NSC accomplishments been? In the future, what can be done to strengthen NSC activities?

### **Management and Budget Issues**

1. What management challenges (technical and financial) has the project faced and how has the project addressed them?
2. Has the project provided capacity building to subcontractors, specifically in managing a contract and meeting its requirements?
3. How successful have projects been in leveraging non-project resources?
4. After the mid-term evaluation, how have the POA's matching funds (\$2,016,206) been disbursed? Have the disbursements met the project's needs?

### **Sustainability and Impact**

1. What steps have been taken to promote the sustainability and continuation of education strategies for combating child labor beyond the life of the project?
2. Was the project's initial strategy for sustainability adequate and appropriate?
3. What appears to be the project's impact to date, if any, on a) individual beneficiaries (children, parents, teachers, etc.); b) partner organizations (local NGOs, community groups, schools, etc.); and c) government and policy structures in terms of system-wide change on education and child labor issues?
4. Has the project's impact varied within the targeted communities? If so, explain how and why.
5. What lessons has the project learned to date about its accomplishments and weaknesses in terms of sustainability of interventions?
6. How has the project promoted exchange of information and best practices among SAP and TREP providers, and how has it helped them develop sustainability plans?
7. How have relations with the Ministers of Health, Labor, and Education impacted the sustainability of the project?
8. How has the project ensured that teachers and school welfare workers will continue raising awareness on child labor issues after project completion?
9. Are there any best practices that can be taken away from the project? If so, which can be highlighted? Have you disseminated them to ensure that other initiatives, subcontractors or organizations benefit from them?
10. What could the project provide to the new ILO initiative for it to be successful?

Note: ILAB/OCFT encourages the evaluator to include any relevant observations/comments found during his/her field work that can enhance the evaluation and benefit the grantee, USDOL, and future projects.

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

Consistent with the goals of the USDOL evaluation of EI supported projects the final evaluation will combine:

1. A review of relevant program documents (log frame, program descriptions, workplans, targets, program monitoring plans, etc.)
2. An analysis of program outcomes captured through project monitoring systems (i.e. participation/completion rates, children withdrawn/prevented from WFCL, etc.)
3. Key informant interviews. These key informants will include relevant GoG entities like Ministry of Labor, Ministry of Education, and the Ministry of Human Services and Social Security as well as representatives from national and international NGOs who focus on child and youth welfare issues.
4. Group interviews with project site managers, child and youth program participants and parents/caregivers of participating children and youth.
5. Focus groups with project staff directly involved with working with children, youth and families.
6. In selected sites focus groups with children/youth participating in the program and children/youth who have abandoned the project or targeted children/youth who chose not to participate.

#### **Document Review**

The evaluator will review all documents provided by USDOL. These include, but are not limited to:

- Project document and project revisions
- Cooperative Agreement
- Solicitation of Grant Applications (under which Cooperative Agreement was awarded)
- Management Procedures and Guidelines
- Progress reports
- Technical reports

- PMP
- Workplan
- Project files, as appropriate

## Fieldwork

The evaluator will interview a number of stakeholders. In general, these include but are not limited to:

- Partners of the Americas Headquarters and Project Office
- Educare Project Staff
- ILAB/OCFT Staff
- Government officials from the Ministries of Education, Health, and Labor and the Bureau of Statistics
- Local government officials of Georgetown, Bartica, Linden, and other targeted sites
- Representatives from regional education departments
- U.S. Embassy in Guyana
- UNICEF representative
- IPEC official
- Professor at the University of Guyana
- Subcontractors that have participated during the life of the project (representative sample)
- Project stakeholders
- Beneficiaries

Below are the lists of the current and previous subcontractors of the project.

### List of Current Subcontractors

Site	Subcontractor	Expected date of completion
Georgetown	Mercy Wings YMCA	July 2009 July 2009
2	CV Nunes Primary	February 2009

Site	Subcontractor	Expected date of completion
4	Arundel Congregational Bernice Mansell Foundation Glory Light Academy	February 2009 January/February 2009 January/February 2009
6	Allness Seventh Day Adventist Church and Allness and McGowan Primary Schools Fort Ordinance Parents Teachers Association New Amsterdam Practical Instruction Centre Roadside Baptist Skills Training Centre New Amsterdam Primary School Parents Teachers Association	February 2009 February 2009 January 2009 January 2009 February 2009
7	Adult Education Association Bartica	March 2009
10	Denise's Institute of Catering	February 2009

**List of subcontractors from September 2005 to July 2008**

Site	Subcontractor	Date of completion
Georgetown	Children of Hope Global Perspective Enterprise Primary School	July 2008 July 2008 July 2008
2	Cotton Field Secondary Essequibo Alliance	July 2008 Contract handed-over to CV Nunes
3	Sushine Women & Youth Group  Zeelugt Primary Seven Day Adventist Church at Malgred Tout Primary	SAP contract ended in July 2007 and TREP contract ended in March 2008  December 2007 January 2008
4	Ambassador of Christ Golden Grove Concerned Residents Group West Berbice Women's Group	July 2008 July 2008 July 2008
5	Belladrum Primary Parents Teachers Association West Berbice Women's Group	July 2008 July 2008
6	Adult Education Berbice	October 2007
7	St. Antony Primary	May 2007
10	Linden's Technical Institute	July 2008

### ***Key Informant Interviews***

Key informant interviews will primarily take place in Georgetown. A preliminary list of key informants includes:

- Policy decision makers in the relevant divisions of the Ministries of Labor, Education and Human Services and Social Security
- Senior leadership of grantee (EDUCARE), and program managers and country representation from international organizations and NGOs with interest in the areas of children and youth. Potential informants include: ILO/IPEC, UNICEF, UNDP, Save the Children, and others. (An initial list was provided by EDUCARE staff).

The key informant interviews are intended to provide insight into EDUCARE initiatives to raise awareness of child labor issues and the opportunities and obstacles for developing effective large scale responses in Guyana.

### ***Group Interviews***

Group interviews will take place with project site managers, children/youth program participants and parents/caregivers of children/youth participating in the program. The group interviews will focus on the delivery and impact of the EDUCARE supported initiatives. The interviewees will be asked to provide information on: adequacy/relevancy of program design, obstacles and difficulties in implementation, and factors influencing the impact of the projects on children and youth.

The EDUCARE central project staff will work with the evaluator to determine a reasonable and representative sample of program staff and participants for the group interviews (groups representing various sites where geography permits). This sample of programs to be visited will provide a representative sample of the types of programs (SAP and TREP), type of implementing partner (school, community group, church, etc.) and will be representative of the different dynamics of child labor in Guyana (labor versus out of school, vending versus fishing, etc.) within the logistical and time limitations of the field visits.

The intention is to have between 2 and 5 sets of interviews (approx 90 minutes with separate groups for staff and for participant/parents/caregivers). The group interviews are expected to provide first hand information on the implementation and outcome of the EDUCARE initiatives.

### ***Focus Groups***

In addition to group interviews that focus on experiences implementing the EDUCARE supported initiatives, between 2 and 4 focus groups will be convened to elicit more general perspectives on the dynamics of child labor and school participation in Guyana as well as potential responses for mitigation. These focus groups will involve parents/caregivers of primary age children, youth participants in the EDUCARE initiative as well as children/youth/households who have abandoned the program or who were identified as potential participants but

chose not to participate or were not offered support. These focus groups will use appreciative inquiry methods to elicit perspectives and findings. The grantee will provide support in the development of representative focus group selection.

In all group interviews and focus groups the grantee will provide logistical support but EDUCARE key personnel will not participate in those activities. Confidentiality will be respected in all group interviews and focus groups.

A one-half day stakeholder workshop will be held at the conclusion of the in country mission. The workshop will include a brief discussion of preliminary observation and provide an opportunity for clarification and reaction on the part of stakeholders.

***Confidentiality***

The evaluation mission will observe utmost confidentiality related to information and feedback elicited during the individual and group interviews. In order to ensure freedom of expression and to mitigate any bias during the data collection process, implementing partner staff will not be present during stakeholder interviews.

***Timetable and Work Plan***

The tentative timetable is as follows.

<b>Tasks</b>	<b>Dates</b>
Desk Review of Project Materials and Interviews with OCFT staff	November/December
International Travel	January 18
Field Work	January 19-January 29
Brief Initial Conclusions to Project Stakeholders	January 30
International Travel	January 31
Draft Report submitted to Macro	February 13
Draft Report submitted to USDOL	February 18
Draft Released to Stakeholders	February 20
Comments Due from USDOL and Stakeholders	March 4
Revised Report submitted to Macro	March 18
Revised report submitted to USDOL	March 20

**IV. EXPECTED OUTPUTS/DELIVERABLES**

The evaluator will submit to ILAB/OCFT **an evaluation report** that incorporates the results of the Tasks (outlined in Section III) in the format prescribed by ILAB/OCFT, which includes at minimum the following sections:

- a. Table of Contents

- b. Executive Summary, providing an overview of the evaluation and summary of main findings and recommendations
- c. List of Acronyms
- d. Evaluation Objectives
- e. Methodology of Evaluation
- f. Findings
- g. Lessons Learned and Good Practices
- h. Conclusions
- i. Recommendations
- j. Annexes, including list of interviews/meetings, site visits, documents reviewed, stakeholder workshop agenda and participants, summary TOR, etc.

The total length of the report should be a maximum of 40 pages, excluding annexes. The organizational format for the presentation of findings, lessons learned, conclusions, recommendations etc. is at the discretion of the evaluator.

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

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR. **The first draft of each report is due to Macro after return from an evaluation mission on February 13, 2009, as indicated in the above timetable, and a final draft is due on March 18, 2009, after receipt of comments from ILAB/OCFT. All reports including drafts will be written in English.**

## V. INPUTS

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

*Independent Final Evaluation of EDUCARE:  
Guyana*

Macro International Inc. or its subcontractors should contact Anabella Bruch at (202) 637-6212 or [abruch@partners.net](mailto:abruch@partners.net) to initiate contact with field staff. The primary point of contact for the project in Guyana is Ed Denham. Mr. Denham can be contacted at (+592) 225-7784 or [educare1@networksgy.com](mailto:educare1@networksgy.com).