FUNDED BY THE UNITED STATES DEPARTMENT OF LABOR

Independent Final Evaluation of the Combating Exploitive Child Labor in Peru Project: *Prepárate para la Vida*

International Youth Foundation
Cooperative Agreement Number: E-9-K-6-0113

2010

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ACKNOWLEDGEMENTS

This report describes in detail the final evaluation, conducted during July 2010, of the *Prepárate para la Vida* (Get Ready for Life) project in Peru. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of the *Prepárate para la Vida* project in Peru was conducted and documented by Maria Elena Garcia, an independent evaluator in collaboration with USDOL/OCFT staff, the *Prepárate para la Vida* project team, and stakeholders in Peru. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, International Youth Foundation and its partners, and U.S. Department of Labor.

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LIST OF ABBREVIATIONS

CEDRO	*Centro de Información y Educación para la Prevención del Abuso de Drogas* (Center for Information and Education for the Prevention of Drug Abuse)
CETPRO	*Centros de Educación Técnico Productiva*
CHSA	*Capital Humano Social Alternativo* (Human and Social Capital-Alternative)
CP	*Construyendo Peru* (GOP's temporary employment program)
CPETI	*Comité Directivo Nacional para la Prevención y Erradicación del Trabajo Infantil* (National Committee for Prevention and Elimination of Child Labor)
DEMUNAs	*Defensorías Municipales del Niño y Adolescente* (Municipal Office for the Protection of Children and Adolescents)
EI	Education Initiative
Fe y A	*Fe y Alegría*
GOP	Government of Peru
ILAB	Bureau of International Labor Affairs
ILO-IPEC	International Labour Organization's International Programme for Elimination of Child Labour
IRFA	Instituto Radiofónico *Fe y Alegría*
IYF	International Youth Foundation
M&E	Monitoring and Evaluation
MANTHOC	*Movimiento de Adolescentes y Niños Trabajadores Hijos de Obreros Cristianos*
MIMDES	Ministry of Women and Social Development
MOE	Ministry of Education
MOL	Ministry of Labor
NGO	Nongovernmental Organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
TOR	Terms of Reference
UGEL	*Unidades de Gestion Educativa Local*
USAID	U.S. Agency for International Development
USDOL	U.S. Department of Labor
WFCL	Worst Forms of Child Labor

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MAP OF PERU AND PROJECT SITES

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EXECUTIVE SUMMARY

On September 30, 2006, International Youth Foundation (IYF) received a 4-year Cooperative Agreement worth $5.09 million from U.S. Department of Labor (USDOL) to implement an Education Initiative (EI) project in Peru, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. IYF was awarded the project through a competitive bid process.

As stipulated in the Cooperative Agreement, the project targeted 5,250 children ages 11 to 17 years for withdrawal and 5,250 children for prevention from exploitive child labor. The project provides educational programs to enable progress towards completion of secondary school or vocational certification, and focuses on informal urban work in Callao, Iquitos, Lima, and Trujillo including sectors such as street and market vending, micro-drug trafficking, and commercial sexual exploitation of children. IYF subcontracted three organizations in Peru to help attain project goals: *Centro de Información y Educación para la Prevención del Abuso de Drogas* (Center for Information and Education for the Prevention of Drug Abuse [CEDRO]), *Capital Humano Social Alternativo* (Human and Social Capital-Alternative [CHSA]), and *Fe y Alegría* (*Fe y A*).

The project confronts a challenging national context. Poor children in Peru often face difficult odds. Though the Peruvian economy has shown some encouraging signs of growth, gains in GDP have not always translated into gains in equity. A recent World Bank study (2010) developed an index of "human opportunities" for children in the region; that is the measure of the access that children have to basic services like education, water, and basic health services. Peru compares very unfavorably with most of its neighbors, occupying 15th place out of 19 countries. Out of the countries studied, only El Salvador, Guatemala, Honduras, and Nicaragua have lower rates of access to basic services.

In Peru, children perform various kinds of labor in the informal sector. For example, many children work as street vendors and street performers, beggars, bus assistants, shoe shiners, artisans, car washers, or scavengers in garbage dumps. A disproportionate number of girls also work in domestic service in third-party homes, and are vulnerable to physical and sexual abuse. Some children, especially girls from the poorest areas of the country, are victims of trafficking for commercial sexual exploitation, forced labor and domestic service.[1]

The Peruvian government has ratified International Labour Organization (ILO) Conventions 182 and 138, and is an ILO-IPEC (International Labour Organization—International Programme for the Elimination of Child Labour) participating country. The law sets the minimum age for employment at 14 years, but includes higher minimum age provisions for children in certain industries, such as agriculture, mining, and fishing. Children under age 18 who are working are required to register their work with labor authorities and must be issued a permit from the Ministry of Labor (MOL), although such requirements mean little to the large number of workers and employers in the informal sector. Nevertheless, there are restrictions on the number of hours

[1] USDOL, "2008 Findings on the Worst Forms of Child Labor," Peru Country Report, p. 302.

per day and per week that children can work; the law also prohibits work at night for children. The Government of Peru has published a list of hazardous work activities from which minors are prohibited, including selling alcohol, engaging in sexually exploitive situations, handling garbage and animal remains, or lifting heavy weights. Statutes prohibit and provide penalties for the trafficking of persons.[2]

The MOL's Office of Labor Protection for Minors is entrusted with the responsibility of investigating illegal child labor practices. The Office of the Ombudsman for Children and Adolescents keeps track of child labor law violations and maintains a reporting and tracking system. The Ministry of Education has taken increasing measures to incorporate education about the dangers of child labor into its human rights curriculum. However, child labor awareness has yet to be integrated into the national curriculum. Such awareness-raising efforts are especially important given the prevalence of cultural norms and beliefs that legitimize child labor as a normal part of childhood.

The *Prepárate* Project has been working in this larger context. The goal of the project is to improve access to and the quality of education as a means to combat child labor in Peru. Project objectives include raising awareness of the impact of exploitive labor on children; gaining access to children working in exploitive conditions, and supporting these children with educational opportunities to withdraw them from exploitive labor; improving the quality of teaching and learning in formal schools; and building government capacity to combat child labor at the national level. The project works toward these goals through direct educational services such as accelerated education, referral centers, and *Fe y A*'s "education for work" workshops; teacher training sessions; awareness-raising workshops with parents, school directors, and other community members; continuous home visits; psychological services for beneficiaries and their parents; and providing help to attain documentation for undocumented children and youth.

A midterm evaluation was conducted in November and December 2008 by John F. Helwig, an independent international consultant. It found that the *Prepárate* Project had been successful in raising awareness among key stakeholders and in retaining youth in school. However, the evaluation also revealed significant problems with the management of IYF's three separate subcontractors as well as design flaws in the monitoring of the program and the measurement of its outcomes. The project also originally proposed the creation of a Consultative Committee, which had not been formed, thus hampering the project's policy and advocacy outcomes. Additionally, the evaluator noted that although the project mainly targeted out-of-school youth, over 90% of school-aged youth did attend school in the selected areas, rendering the out-of-school youth program somewhat unnecessary.

[2] USDOL, "2008 Findings," pp. 302–303.

The key recommendations from the midterm evaluation were as follows:

- The project should form and activate a Consultative Committee, comprising principle representatives from the grantee and its subcontractors; government entities, such as the MOL, the Ministry of Education (MOE), and the Ministry of Women and Social Development, and the *Comité Directivo Nacional para la Prevención y Erradicación del Trabajo Infantil* (National Committee for Prevention and Elimination of Child Labor [CPETI]).

- The project director should convene with the top-level representatives of the three subcontractors on a regular basis to discuss progress and problems, data gathering, and plans for future actions.

- The grantee should take the necessary steps to define and organize common concepts, so that they can clearly report on the enrollment, retention, and completion of the targeted youth.

- Children who are classified as "completers" should be monitored through the duration of the project. Plans for tracking and recording children's progress should be developed and incorporated into subcontractor's annual work plans.

Since the midterm evaluation, the project has implemented some, but not all, of these recommendations. Most of the work done has focused on revising and refining monitoring instruments and working closely with project teams to ensure a common understanding of terms and expectations.

The final project evaluation, conducted by anthropologist María Elena García, was commissioned by USDOL as an independent process and conducted under contract to ICF Macro. The evaluation assesses the progress of the project toward reaching its targets and objectives as outlined in the cooperative agreement and project documents. Specifically, the evaluation examines project design, implementation, management, lessons learned, and replicability, and provides recommendations for current and future projects. The evaluation also provides USDOL, IYF, CEDRO, CHSA, *Fe y A*, and other project stakeholders with an assessment of the strengths and weaknesses of project implementation. By way of the stakeholder meeting, the evaluation offered some concrete recommendations for final adjustments as the project came to an end. Identifying lessons learned and good practices, this report also explores the contributions of the *Prepárate* Project, which may be helpful in the expansion of the project's benefits and the development of future projects.

It is clear that this project has made an important contribution to the lives of thousands of children and has reenergized the national conversation over child labor. The professionalism and commitment of all project teams was admirable and worthy of recognition. Nevertheless, there are some inescapable conclusions about the limits of the *Prepárate* Project.

First, the construction of the project could have benefitted from the inclusion of subcontractors with more experience working in the field of child labor. Although all projects encounter moments of readjustment and recalibration, this project seems to have had more than its share,

perhaps because of the relative lack of experience in this area, in addition to some difficulties in coordination.

Second, there was clear room for improvement in the various levels of communication between Baltimore, Lima, Washington, DC, and the multiple field sites. Although all parties—from the funder to the grantee and subcontractors— assume a certain amount of responsibility for communicating effectively, perhaps a greater responsibility lies with the grantee, who is positioned at that critical juncture between many parties. The project director in particular has a certain responsibility for articulating a common vision and structure for the project. The fact that beneficiaries identified the project with a particular subcontractor in their respective zone (the *Fe y A* Project, the CHSA Project, and the CEDRO Project) is one clear sign that the overall *Prepárate* project missed an opportunity to become more than the sum of its parts.

Finally, the lack of an exit plan is perhaps the most lamentable missed opportunity. Although the subcontractors, the new Congressional Commission, and the various regional CPETIs each provide the hope of a renewed effort to eradicate the worst forms of child labor (WFCL) in Peru, it is unfortunate that such little planning went into sowing the seeds of sustainability for the project goals.

Important steps can and should be taken to ensure that the work done by IYF and its subcontractors can enrich future efforts, as the recommendations below suggest.

RECOMMENDATIONS

The following recommendations are offered in the hope of building on the good work performed by project personnel with beneficiaries and other stakeholders.

1. **Take advantage of the human and social capital generated by the project.** As the project has contributed to the training of teachers and others who can do much to raise awareness about child labor, and provide alternatives to it, elements are in place for the formation of a network of educators that can be part of future efforts. A measure as simple as elaborating a list of trained teachers, which can be provided to the (MOE) and disseminated widely to others, can have important multiplier effects. Teachers who have participated in this project can be part of future training efforts to train new generations of teachers. The family members and community leaders who saw their children benefit from these programs can also help to continue to spread the message and work with other programs. Finally, a much-needed network of psychologists can be started by creating a list of those who worked with this project on issues of child labor.

2. **Move from community participation to community ownership.** Although community members participated in project activities to varying degrees, there is an important difference between including community members and creating a sense of community ownership of the project. To the extent that community leaders occupy positions within the project that are important to decisionmaking and implementation, the project will be seen less as an outside intervention and more as an organic collaboration that remains close to community concerns and priorities. This is crucial to the sustainability of project goals.

3. **Improve project coordination and cohesion.** Projects that work with various subcontractors and in multiple sites invariably face coordination challenges. Although there were certain areas in which effective communication occurred, many interviews suggest that there were also missed opportunities to coordinate awareness-raising work and enhance community involvement. Greater efforts to synchronize activities and share experiences among project staff and community leaders would have enhanced project impact, effectiveness, and sustainability.

4. **Use of remaining funds.** As many of the national-level projects were never completed, there are resources that could be used for one last set of events or meetings that might bring together some of the teachers, children, and families from the various zones.

5. ***Telefónica* Project.** As *Telefónica* is currently searching for work partners in Iquitos, the project should do what it can to help position CHSA to take advantage of this opportunity.

6. **Increase work with families.** As parents, mothers in particular, are often very involved in new educational programs, activities should be designed specifically for them.

7. **Coordinate USDOL and Peruvian academic calendars.** Congressional mandates make this a difficult suggestion to implement. However, the lack of synchronicity between USDOL calendars and the various educational calendars of Latin America represent a serious logistical problem. Perhaps projects could be expanded to 4.5 years, allowing some flexibility in initiating and concluding program activities.

8. **Work with smaller numbers of beneficiaries.** Considering it is a tremendous achievement that the project reached 10,500 children, working with smaller numbers of beneficiaries may help alleviate the tensions that emerge between focusing on meeting numerical goals and focusing on the quality and intensity of service to each individual beneficiary.

9. **Psychological services should be more fully integrated into project design.** Given the nature of the work conducted with beneficiaries and families, psychological and counseling services are in constant demand by parents, teachers, and others. Projects should include psychological services and training as a key project strategy for removing and preventing children from entering the WFCL.

10. **Work with teachers, but not only as teachers.** Teacher training is a crucial component of EI projects. However, projects might also conduct awareness-raising work with teachers who recognize them as parents and local leaders, not just in their capacity as teachers.

11. **Raising awareness at the national level.** It is important to raise awareness at the national level, particularly by coordinating the efforts of all members of the project, and working collaboratively toward a national awareness campaign using different media sources.

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I EVALUATION OBJECTIVES AND METHODOLOGY

1.1 EVALUATION PURPOSE

The final evaluation of the *Prepárate* Project in Peru was commissioned by the U.S. Department of Labor (USDOL) as an independent process and conducted under contract with ICF Macro. The final evaluation is specified as a requirement in the project document and cooperative agreement between USDOL and the grantee. The project, executed by International Youth Foundation (IYF) and subcontracted to *Centro de Información y Educación para la Prevención del Abuso de Drogas* (CEDRO), *Capital Humano Social Alternativo* (CHSA), and *Fe y Alegría* (*Fe y A*), went into implementation on September 30, 2006, and is scheduled for completion on September 29, 2010. Fieldwork for the final evaluation took place from July 4 to July 19, 2010.

This evaluation provides USDOL, IYF, CEDRO, CHSA, *Fe y A*, and other project stakeholders with an assessment of the strengths and weaknesses of project implementation. Via the stakeholder meeting, the evaluation offered some concrete recommendations for final adjustments as the project came to an end. Identifying lessons learned and good practices, this report also explores the contributions of this project which may be helpful in the expansion of the project's benefits and the development of future projects.

1.2 EVALUATION SCOPE AND OBJECTIVES

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

Specifically, the evaluation examines issues of project design, implementation, management, lessons learned, replicability, and it provides recommendations for current and future projects. The purpose of the evaluation is to:

1. Assess whether the project has met its objectives and identify the challenges encountered.

2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.

3. Assess the intended and unintended outcomes and impacts of the project.

4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors, including the positive innovations, which the project introduced.

5. Assess whether project activities can be deemed sustainable at the local and national levels and among implementing organizations.

This evaluation also explores models of intervention that will serve to inform future child labor projects and policies in Peru and elsewhere. It performs as an important accountability function for USDOL and IYF, and recommendations focus on lessons learned and good practices from which future projects can glean in developing strategies to combat exploitive child labor.

The questions to be addressed are organized in five categories: relevance, effectiveness, efficiency, impact, and sustainability. These categories are defined as follows:

- *Relevance.* Consideration of the relevance of the project design to the context of child labor and to the cultural, economic, and political context in the country; the relevance of the strategies and internal logic; and the extent to which it is suited to the priorities and policies of the host country government and USDOL.

- *Effectiveness.* The extent to which the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives.

- *Efficiency.* Analysis as to whether the strategies employed by the project are efficient in terms of resources used (inputs) compared with its qualitative and quantitative impact (outputs).

- *Impact.* Assessment of the positive and negative changes—intended and unintended, direct and indirect—as well as any changes in the social and economic environment in the country.

- *Sustainability.* Assessment of whether the project has taken steps to ensure that approaches and benefits continue after completion of the project, including sources of funding and partnerships with other organizations.

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

1.3 EVALUATION METHODOLOGY

1.3.1 Evaluation Team

The evaluation was carried out by one international evaluator: anthropologist María Elena García. In consultation with ICF Macro and the project staff, García formulated the methodology for the evaluation. During her time in Peru, García was responsible for (1) conducting interviews and facilitating other data collection processes; (2) preparing an analysis of the evaluation material gathered; and (3) presenting feedback on the initial findings of the evaluation to the national stakeholder meeting.

1.3.2 Evaluation Approach

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

1. Methods of data collection and stakeholder perspectives were triangulated for as many evaluation questions as possible.

2. Efforts were made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the International Labour Organization's International Programme for Elimination of Child Labour (ILO-IPEC) guidelines on research with children on the worst forms of child labor (http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026) and UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

3. Gender and cultural sensitivity were integrated in the evaluation approach.

4. Consultations incorporated a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries. These allowed additional questions to be posed that are not included in the terms of reference, while also ensuring that key information requirements were met.

5. As far as possible, a consistent approach was followed at each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

1.3.3 Evaluation Preparation

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

The evaluator conducted field visits in all four of the zones in which the project works (Callao, Iquitos, Lima, and Trujillo). Although time constraints made it impossible to visit all project sites in each zone, efforts were made to select schools, referral centers, and homes in each zone that varied in terms of the duration of the project, services provided, age and gender of beneficiaries, rural or urban context, and the perceived success of project activities.

Additionally, the evaluator met with regional education and labor authorities (in Iquitos and Trujillo), and with officials from the Ministry of Labor (MOL), the Ministry of Education (MOE), ILO-IPEC, and the *Comité Directivo Nacional para la Prevención y Erradicación del Trabajo Infantil* (National Committee for Prevention and Elimination of Child Labor [CPETI]) in Lima. She also met with personnel from NGOs working closely with the project, such as *Telefónica's ProNiño* program, *Marcha Global Contra el Trabajo Infantil* (Global March Against Child Labor), and *Red por un Mundo Sin Trabajo Infantil* (Network for a World Without Child Labor).

1.3.4 Schedule

Desk review of project documents[3] began in June 2010 and continued through August 2010. The fieldwork was conducted from July 4–19, 2010.

1.3.5 Interviews with Stakeholders

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

The first two days of the evaluation were spent meeting with and interviewing project teams. Day one was spent with IYF and CEDRO; day two with CHSA (Lima) and *Fe y A*. During the remainder of the evaluator's time in the field, she conducted field visits to all four zones and interviewed as many stakeholders as possible.

Interviews were conducted with IYF, CEDRO, CHSA, and *Fe y A* Project teams, school directors/principals, teachers working with the project and providing project services, parents (and other relatives) of children participating in the project, direct beneficiaries (children participating in all educational services), volunteers working with the project, local authorities, representatives from MOL, MOE, ILO-IPEC, and nongovernmental organizations (NGOs) working with the project, and members of the national and regional CPETI. The evaluator asked to meet with a USAID representative, a representative from the Ministry of Women and Social Development (MIMDES), and with local community leaders working with the project, but IYF staff was unable to facilitate these meetings. A list of persons consulted in the evaluation is given in Annex E.

Additionally, the evaluator observed classroom dynamics, activities at the referral centers (*Centros de Referencia*) in all zones, as well as the infrastructure and environment of educational sites.

[3] A list of documents reviewed can be found in Annex C.

1.3.6 Stakeholder Workshop

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

The meeting was attended by approximately 40 people, including representatives from MOL, MOE, CPETI, school directors, teachers, beneficiaries and their parents, the four technical teams (IYF, CEDRO, CHSA, and *Fe y A*), and IYF project manager (Kate Raftery). Katie Cook, USDOL project manager participated by phone. During the meeting, the evaluator presented preliminary findings followed by an open discussion, which included interventions by stakeholders and project teams.

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

1.3.7 Analysis and Conclusions

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

1.4 LIMITATIONS

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

1.5 STRUCTURE OF THE REPORT

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

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II PROJECT BACKGROUND

2.1 CONTEXT AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office in the Bureau of International Labor Affairs (ILAB), an agency of USDOL. OCFT, among other activities, conducts research on international child labor; supports U.S. government policy on international child labor; administers and oversees cooperative agreements with organizations working to eliminate child labor around the world; and raises awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over $780 million to USDOL for international efforts to combat exploitive child labor, supporting activities in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects work toward achieving five major goals:

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

2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school.

3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.

4. Supporting research and the collection of reliable data on child labor.

5. Ensuring the long-term sustainability of these efforts.

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

Since 2001, the U.S. Congress has provided some $269 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of educational opportunities. These projects are implemented by a wide range of international and non-governmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

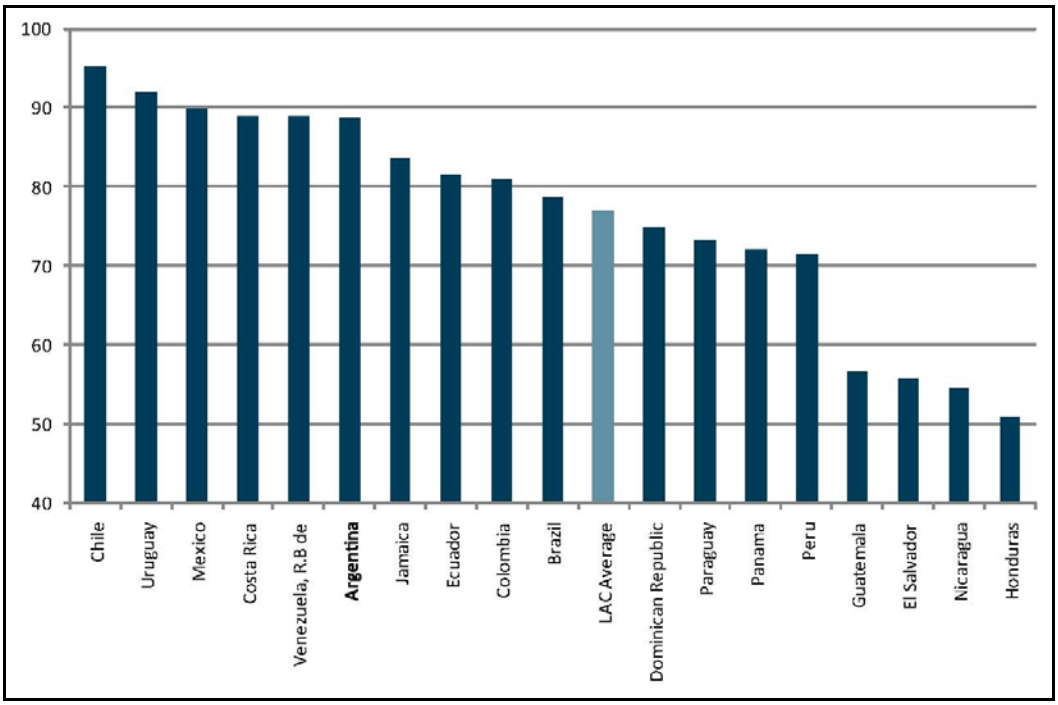
EI projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they continue their education once enrolled. The program seeks to avert at-risk children from leaving school and entering child labor. The work of the EI is premised on the notion that the elimination of exploitive child labor depends on improving access to, quality of, and the relevance of education. Without improving

educational quality and relevance, children withdrawn or prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

2.1.1 Project Context

The project confronts a challenging national context. Poor children in Peru often face tremendous difficulties. Although the Peruvian economy has shown some encouraging signs of growth, gains in GDP have not always translated into gains in equity. A recent World Bank study (2010) developed an index of "human opportunities" for children in the region; that is a measure of the access that children have to services like education, water and basic health services. As the figure below illustrates, Peru compares very unfavorably with most of its neighbors, ranking 15th out of 19 countries. Out of the countries studied, only El Salvador, Guatemala, Honduras, and Nicaragua have lower rates of access to basic services.

Figure 1: Human Opportunities Index for Latin American and the Caribbean



Source: World Bank (2010)

In Peru, children perform various kinds of labor in the informal sector. For example, many children work as street vendors and street performers, beggars, bus assistants, shoe shiners, artisans, car washers, or scavengers in garbage dumps. A disproportionate number of girls also work in domestic service in third-party homes, and are vulnerable to physical and sexual abuse. Some children, especially girls from the poorest areas of the country, are victims of trafficking for commercial sexual exploitation, forced labor, and domestic service.[4]

USDOL has provided US$6.59 million to combat exploitive child labor in Peru, as well as an additional US$14.65 million to regional efforts in South America that included Peru. ILO-IPEC

[4] USDOL, "2008 Findings on the Worst Forms of Child Labor," Peru Country Report, p. 302.

implemented three regional projects, which included Peru, to address issues such as small-scale gold mining, exploitive domestic labor, and commercial sexual exploitation of children.[5] The most recent of these projects, which ended in 2007, withdrew 2,036 children from exploitive work and prevented 3,582 children from entering such activities.[6]

The Peruvian government has ratified ILO Conventions 182 and 138, and is an ILO-IPEC participating country. The law sets the minimum age for employment at 14 years, but includes provisions for older minimum ages for certain industries, such as agriculture, fishing, and mining. Children working under age 18 are required to register their work with labor authorities and must be issued a permit from MOL, although such requirements mean little to the large number of workers and employers in the informal sector. Nevertheless, there are restrictions on the number of hours per day and per week that children can work and the law also prohibits work at night for children. The Government of Peru has published a list of hazardous work activities from which minors are prohibited, which includes selling alcohol, lifting heavy weights, and working in sexually exploitive situations, with garbage, or with animal remains. Statutes prohibit and provide penalties for trafficking of persons.[7]

MOL's Office of Labor Protection for Minors is responsible for investigating illegal child labor practices. The Office of the Ombudsman for Children and Adolescents keeps track of child labor law violations and maintains a reporting and tracking system. MOE has taken increasing measures to incorporate education about the dangers of child labor into its human rights curriculum. However, child labor awareness has yet to be integrated into the national curriculum. Such awareness-raising efforts are especially important given the prevalence of cultural norms and beliefs that legitimize child labor as a normal part of childhood.

As its name implies, the Peruvian National Police's Trafficking Investigation Unit is responsible for investigating allegations of trafficking. The Peruvian government hosts a National Committee to Prevent and Eradicate Child Labor, which brings together NGOs, labor unions, and employer organizations within the country to implement a National Plan for the Prevention and Eradication of Child Labor. The Ministries of Trade and Tourism, and Foreign Affairs have also conducted campaigns against child trafficking and sex tourism. In addition to projects funded by USDOL, the Government of Peru participated in a four-year ILO-IPEC regional project to eradicate child labor in Latin America, funded by the Government of Spain, and has cooperated with several NGOs to implement projects funded by the U.S. Department of State to combat trafficking in persons.[8]

[5] USDOL, "Project Status—Americas," http://www.dol.gov/ilab/projects/americas/project-americas.htm.
[6] USDOL, "2007 Findings on the Worst Forms of Child Labor," Peru Country Report, p. 273.
[7] USDOL, "2008 Findings," pp. 302–303.
[8] USDOL, "2008 Findings," pp. 303–304.

2.2 PROJECT DESCRIPTION

On September 30, 2006, IYF received a 4-year cooperative agreement worth US$5.09 million from USDOL to implement an EI project in Peru, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. IYF was awarded the project through a competitive bid process.

As stipulated in the cooperative agreement, the project targeted 5,250 children—ages 11 to 17 years—for withdrawal and 5,250 children for prevention from exploitive child labor. The project provides educational programs to enable progress towards completion of secondary school or vocational certification, and focuses on informal urban work in Callao, Iquitos, Lima, and Trujillo, including sectors such as street and market vending, micro-drug trafficking, and commercial sexual exploitation of children. IYF subcontracted three organizations in Peru to help attain project goals. These are CEDRO, CHSA, and *Fe y A*.

The goal of the project is to improve access to and quality of education as a means to combat child labor in Peru. Project objectives include raising awareness of the impact of exploitive labor on children; gaining access to children working in exploitive conditions, and supporting them with educational opportunities to aid their withdrawal from work; improving the quality of teaching and learning in formal schools; and building government capacity to combat child labor at the national level. The project works toward these goals through direct educational services such as accelerated education, referral centers, and *Fe y A*'s "education for work" workshops; teacher training sessions; awareness-raising workshops with parents, school directors, and other community members; continuous home visits; psychological services for beneficiaries and their parents; and help attaining documentation for undocumented children and youth.

CEDRO, CHSA, and *Fe y Alegría* all provide in-school programs for beneficiaries for an average of six hours weekly. CHSA and CEDRO also provide additional services and hours of attention through referral centers, as well as a program on life skills (*habilidades para la vida*) that focuses on personal and social development, values, and social skills. These workshops are held once weekly, usually on Saturdays. CEDRO (working only to withdraw children and youth from the worst forms of child labor [WFCL]) offers transitional programs in academic leveling in mathematics and communications (accelerated education). These programs are designed around the school curriculum and use constructivist methodologies, which encourage interaction and use of previous knowledge. Classes in each subject are held once weekly during a two-hour period in schools or reference centers and they are facilitated by a classroom teacher and at least two additional classroom facilitators. *Fe y A* (working both to prevent and withdraw children from the WFCL) offers leveling programs in math and communications and, in most schools, workshops in what is called "education for work" (*educación para el trabajo*). These are vocational workshops in areas such as woodworking, sewing, computer technologies, and baking. CHSA (working in prevention and withdrawal) in Iquitos also offers leveling and life skills programs in schools and in the reference center. The referral center in Iquitos is also a place where beneficiaries can learn basic computer skills, receive psychological services, and work with others on artistic projects.

2.2.1 Midterm Evaluation

A midterm evaluation was conducted in November and December 2008 by John F. Helwig, an independent international consultant. The evaluation consisted of document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; site visits (observation) in Callao, Iquitos, Lima, and Trujillo; and a stakeholder workshop.

The midterm evaluation found that the project had been successful in raising awareness among key stakeholders and in retaining youth in school. However, the evaluation also revealed significant problems with the management of IYF's three separate subcontractors as well as design flaws in the monitoring of the program and in the measurement of its outcomes. The evaluation also indicated that the project had originally proposed the creation of a Consultative Committee which had not been formed, hampering the project's policy and advocacy outcomes. Additionally, the evaluator noted that although the project mainly targeted out-of-school youth, over 90% of school-aged youth did attend school in the selected areas, rendering the out-of-school youth program somewhat unnecessary.

The key recommendations from the midterm evaluation were:

- The project should form and activate a Consultative Committee, comprising principle representatives from the grantee and its subcontractors; government entities, such as MOL, MOE, and MIMDES, and the National Committee for Prevention and Elimination of Child Labor.

- The project director should convene with the top-level representatives of the three subcontractors on a regular basis to discuss progress and problems, data gathering, and plans for future actions.

- The grantee should take the necessary steps to define and organize common concepts, so that they can clearly report on the enrollment, retention, and completion of the targeted youth.

- Children who are classified as "completers" should be monitored through the length of the project. Plans for tracking and recording children's progress should be developed and incorporated into the subcontractor's annual work plans.

The following sections will provide a detailed discussion of the project's relevance, effectiveness, efficiency, impact, and sustainability.

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III EVALUATION FINDINGS—RELEVANCE

3.1 FINDINGS

On the whole, the project design was based on a well-informed understanding of the social and political realities of Peru. The project clearly highlighted the importance of addressing poverty and poor educational quality as a strategy for addressing child labor, and limited its focus to child labor in urban areas. This is significant as addressing child labor in rural areas would have required different approaches and strategies for working with beneficiaries, parents and communities. The project's strategies for raising awareness, removing children from the worst forms of child labor and improving the quality of education in project sites (and beyond) were on target and were for the most part highly effective.

However, there were some problems in project design which hampered the effectiveness of the project. First, despite the claims of the IYF project documents, not all of the organizations chosen as subcontractors had "strong track records… in programs that prevent and withdraw children from working."[9] The project document also states that IYF brought the three organizations together as subcontractors because the complementarity of their experiences would comprehensively and effectively combat child labor in Peru.[10] Yet, according to various interviews, CHSA (for example) was chosen by CEDRO, not IYF, as a partner. While this could be a minor point, it suggests a lack of connection and contact between IYF and CHSA. Coordination and communication problems presented themselves in the marginalization that the evaluator observed of the CHSA team in Iquitos.[11]

Second, there is the related problem that emerged with regard to the original contracts between IYF and the three subcontractors. An audit of the project in June 2009 found that the subcontracts IYF had in place were structured more like subgrants. This raised a problem as OCFT does not have statutory authority to allow subgranting. According to Katie Cook (USDOL project manager), USDOL explained to IYF that they could either move forward with revising the subcontracts or develop an association. IYF decided to move forward with revising two subcontracts with CHSA and *Fe y A*, and they also decided to make the revised subcontracts retroactive. This caused a tremendous amount of tension between all organizations involved.

Third, the project may have set its targets too high at a total of 10,500 beneficiaries. The emphasis on reaching this number often overshadowed concerns of effectiveness, impact, and sustainability. Arguably, working with a smaller number of beneficiaries could have alleviated some of the coordination problems and may have been more conducive to the elaboration of sustainable interventions.

[9] "Project Document under USDOL and International Youth Foundation Cooperative Agreement," p. 1.
[10] "Project Document under USDOL and International Youth Foundation Cooperative Agreement," p. 1.
[11] The evaluator will expand on this observation in later sections of the report, but this marginalization of the CHSA team in Iquitos was reflected on several occasions, such as when the project director told the evaluator that Iquitos was "only a very small part of the project." It was also that the Iquitos team was not invited to the stakeholder meeting.

Finally, while the project had proposed a short sustainability and exit plan in the original project document, this plan was implemented unevenly and incompletely.

3.1.1 Cultural, Economic, and Political Context

Overall, the project did take into account the cultural, political, and economic contexts of the areas of intervention. One of the main cultural problems that child labor eradication efforts face is the notion that work is good for children, that it builds character and skills that teach children about life. The project addresses this well and tackles this directly by emphasizing the distinction between providing help to the family, and work, which involves more time- and labor-intensive activities. Education about the risks of child labor is transmitted through teacher training, as well as work with parents and communities through awareness-raising workshops and individual home visits, among other activities.

One socioeconomic particularity of child labor in Peru that posed an initial challenge to the project was that close to 90% of working children attend school. As the project sought to work primarily with out-of-school children, it had to modify its strategy to adapt to the reality that the overwhelming majority of working children are enrolled in-school (though they attend to varying degrees). For example, *Fe y A* originally held accelerated education courses for students participating in the project who were deemed to be at risk of entering into exploitive child labor situations. The assumption was that school attendance was in itself a sign that children were not working. Since the midterm evaluation, IYF undertook a study of students at *Fe y A* schools, and found that that close to 30% of their students work and study. The project modified their strategy, making accelerated courses available only to those students who were also working, in an effort to reduce the hours of work and/or remove children from WFCL. Additionally, the project's emphasis on education for work (especially with *Fe y A*) and other vocational/technical training efforts like those of the *Instituto Radiofónico* (IRFA) and the *Centros de Educación Técnico Productiva* (CETPROs) has been especially effective and is seen as very relevant by parents, teachers, and other stakeholders.

Politically, the project has also worked closely with MOE through the *Direccion de Tutorías*, especially (but not only) in Iquitos and Trujillo. In the regional context, project teams have invigorated the work of MOL through collaboration with regional CPETIs. This was evident in my conversations with technical secretaries in Iquitos, Lima, and Trujillo. The information provided by all three technical secretaries with whom the evaluator spoke indicated that, particularly in the past year and a half, project teams have collaborated closely with CPETIs and invigorated their work. In Iquitos, the technical secretary noted that while the committee had been formed years ago, it was only with the help of the project coordinator in Iquitos that the committee was "revived."

The relationship between the coordinators in Trujillo and Iquitos and the local authorities was also clearly one of mutual respect and close (friendly) collaboration. The project has also supported and strengthened the work of the CPETI at the national level, and it provided key support for the creation and eventual passing of a Congressional Multiparty Commission for the Eradication of the Worst Forms of Child Labor. The project also works closely with DEMUNAs (Municipal Office for the Protection of Children and Adolescents/*Defensorías Municipales del Niño y Adolescente*) and is closely connected to the work of important NGOs in the country

working on child labor issues, especially the *Marcha Global Contra el Trabajo Infantil*, the *Red por un Mundo Sin Trabajo Infantil*, and *Telefónica's ProNiño* program.

3.1.2 Relevance of Subcontractors and Partners

As mentioned above, one dimension of project design which affected the project's effectiveness was the choice of subcontractors. For example, several stakeholders interviewed noted that CEDRO's experience and strength had been in drug prevention programs, and not with child labor projects. While CEDRO has executed projects with working youth in the past, the organization did not have a strong history of working on child labor specifically, something which (in addition to other personnel-related issues) impacted their work in the first year of the project. Moreover, there are other organizations more directly involved with child labor in Peru. It is unclear why those organizations were not approached.

Additionally, while the project design presented IYF as leading a coordinated and collaborative effort with the help of the three subcontractors (CEDRO, CHSA, and *Fe y A*), the coordination of these organizations and communication between them, has been less than ideal. The relationship between CEDRO and IYF, for example, has clearly been a much closer one than that between IYF and *Fe y A* or CHSA. This created some significant challenges for the project in terms of management, monitoring, and coordination, and led to problems of efficiency and effectiveness. That said, and despite some initial challenges, the work of all the local teams in Iquitos, Lima, Callao and Trujillo was very impressive.

CEDRO works with the project in Callao, Lima, and Trujillo. Since the initial challenges, CEDRO has worked in closer collaboration with IYF, and by the time of the final evaluation (after changes in personnel and strategy), they had managed to meet their target numbers. The evaluator was impressed with the preparation and quality of work of project coordinators, promoters, facilitators, and teachers working with the project in CEDRO sites. There were also a large number of volunteers working in CEDRO sites, mostly university students in education, psychology, nursing, and social work. These volunteers have to go through a psychological evaluation, in addition to training, in order to work with project beneficiaries. They all spoke eloquently about their participation in the project, the impact they see the project having on beneficiaries and their families, and on the communities in which they work.

Although the evaluator was interested in the work done with local community leaders, she was unfortunately unable to speak with any community leaders who had worked with the project. CEDRO staff noted that they were aware of how important working with formal and informal community leaders can be in procuring buy-in from communities, the continuity of awareness about child labor, and an openness to work on these issues.

Fe y A, a large and well-known faith-based NGO, runs approximately 78 schools in Peru, and networks of schools in rural (generally isolated) areas. *Fe y A* works with the project in 18 schools located in Lima and Comas. Due in part to the renegotiation of contracts and the arduous nature of that experience, there were some tensions between the leadership of *Fe y A* and IYF. During the evaluator's time in Peru, these tensions seemed to have been mostly overcome, and there was a close relationship between IYF and *Fe y A*, especially between the coordinators of technical education and the project's education specialist. Just a few months before evaluation

fieldwork began, a former *Fe y A* teacher was hired as a consultant for IYF. Her job is to work with *Fe y A* teachers who are working with project beneficiaries, and to monitor the progress and status of beneficiaries. This position seems to have helped strengthen the relationship between the two organizations. It was clear, however, that *Fe y A* prefers working independently. *Fe y A* receives many other donor funds, and for a long time, saw the project as just that, another source of revenue. When asked about collaboration between *Fe y A*, IYF, and other organizations working with the project, the director of *Fe y A* stated that it had agreed to implement certain project activities (such as accelerated education classes), but not necessarily work collaboratively as part of a cohesive project.

Despite this distinction, *Fe y A* was in many ways an obvious choice as a subcontractor given its reputation for transforming state schools into spaces of educational quality and excellence. It is also significant that after a study conducted by IYF, which indicated that approximately 28% of children studying in *Fe y A* schools were working, *Fe y A* took these numbers seriously and decided to modify its curriculum by integrating child labor as a central theme. This is a significant contribution as this curricular change affects not only schools affiliated with the project, but all *Fe y A* schools, which are all public state schools. Teacher training workshops were also open to all teachers from these schools, not only those working with the project. Clearly *Fe y A*'s contributions to the overall goals of the project are significant. Nevertheless, in the midterm report, the evaluator noted that there was no mention of the *Prepárate* Project on *Fe y A*'s website (www.feyalegria.org/Peru). This is still the case, despite the fact that other organizations that donate funds and provide support are listed. The evaluator also looked for explicit mention of the curricular revisions and of child labor as a theme, and found nothing.

As noted above, CHSA was invited to be a subcontractor through CEDRO, in order to work in Iquitos. Iquitos is a city of over 400,000 people, located on the Amazon River with no roads leading to it. Work in this city is a significant component of the project, as the project targets youth in or at risk of entering some of the WFCL, including exploitive sex work. While CHSA had worked with many other organizations and local authorities in Iquitos before the project began, the organization had no office presence in the city, and so had to establish an office as well as a referral center and recruit and train personnel. CHSA took advantage of contacts already made with regional and local governments and leaders however, and despite some challenges of coordination with IYF, they provided crucial services to both working and at-risk youth.

While the project coordinator is not from Iquitos, she has proved to be a committed and resourceful manager. Despite the challenges of transportation in the Amazon, she travels to all the project sites regularly. In each site visited, beneficiaries, teachers, and families all welcomed her warmly. She has been a key person in energizing regional CPETIs and she has worked closely with local authorities including MOL, MOE, and authorities at the DEMUNAS. She lives in the referral center, something which makes her job all the more intense. The local team is equally impressive, and all of them are young people from Iquitos who have had some experience with child labor in their lives. Because of this, they identify with the project goals at a more personal level, and have been able to more easily establish trust with beneficiaries and their families. They are also very socially committed young people who devote almost all of their time to working with project beneficiaries.

As noted earlier, despite some of the challenges of coordination and management, the work of all three subcontractors and their project teams have made important contributions to the work of eradicating child labor in Peru.

3.1.3 Relevance of Shift in Strategy

Another important change in project design and strategy which impacted the project's relevance came with IYF's decision to shift the focus in strategy from a regional to a national level, with an emphasis on working with the GOP's *Construyendo Peru* (CP) temporary employment program.

The project had originally proposed to offer technical assistance to local government agencies and civil society organizations, focused primarily on developing education and incentive-based programs to address the needs of families faced with the option of child labor. The project expected to replicate the GOP's *Juntos* program (a program providing cash incentives to families for education and healthcare) with local resources in urban contexts. However, IYF determined that this was not feasible and in the first half of 2009 proposed to shift strategies and focus its work with the CP program at the national level. While the project was able to work at the national level to develop a more robust awareness of the problem of child labor (through work with CPETI and by supporting the creation of a Congressional Commission on the Eradication of Child Labor, which passed unanimously on June 17, 2010), the work with CP was never developed. Through the individual work of local project coordinators (particularly in Iquitos and Trujillo, and to a lesser degree in Ventanilla, Lima), the project was also able to strengthen local government agencies. However, more work could have been done at the local level had IYF not shifted strategies halfway through the project's implementation. For example, during the two weeks of the evaluation, the evaluator heard much talk about working closely with community leaders, but was unable to meet with any local leaders collaborating with the project. Rather than shifting strategies to focus on the national CP program, the project could have revised and refined their local strategy to incorporate more fully local community leaders into the project design. Working with local leaders to ensure a sense of ownership of the project could have been a more strategic avenue toward sustainability, something that was found to be a weakness in the project design.

3.1.4 Main Strategies and Activities

According to project documents, the project has met the goals of eradication and prevention of child labor (see Annex G); it has strengthened existing regional and national bodies working on the problem of child labor; and it has been effective at raising awareness about child labor, particularly at the local (community), and to some extent, regional levels. There could have been more done to raise awareness at the national level, possibly by coordinating the efforts of all three subcontractors and working collaboratively toward a national awareness campaign via different media sources. This will be addressed in more detail below. Finally, the evaluator sought to assess whether the project worked or collaborated with MANTHOC (*Movimiento de Adolescentes y Niños Trabajadores Hijos de Obreros Cristianos*), a large movement of thousands of child workers that tries to dignify labor and to improve the conditions under which children work in Peru. The evaluator was told that the project chose not to work with this movement and to focus instead on identifying children and youth who had no representation, although the project does agree with MANTHOC that children should not be working in WFCL.

In terms of research, IYF conducted a study of children in *Fe y A* schools which was quite helpful in determining that there are in fact many children who are working and attending school. This study was a crucial contribution as it helped to challenge the notion, held by most of *Fe y A*'s staff, that children either worked or attended school. *Fe y A* accepted the findings of this study and in its wake decided to incorporate the theme of child labor into their curriculum. This is significant (particularly in terms of sustainability) as the curricular change affects not only the 18 schools participating in the *Prepárate* Project, but all *Fe y A* schools in Peru. Additionally the *Prepárate* Project supported an ILO study (*Trabajo Infantil en el Peru: Magnitud y perfiles vulnerables*) that refines data on child labor in Peru, and contributed to research on child labor and strengthening local policy by paying for a full-time consultant to work directly with the CPETI for three months.

The *Prepárate* Project uses four principle strategies in order to meet the objectives in withdrawing and preventing children from the worst forms of child labor. These are: awareness-raising campaigns; a phased program for the removal of children (out-of-school and in-school) from work; improvements to educational programs; and technical assistance to local governments and agencies to develop local incentive programs. Each will be addressed below.

Awareness-raising Campaigns

The project has emphasized awareness-raising work at all levels and in all project sites. Project teams work with parents, educators, local authorities, and other stakeholders to increase their awareness and understanding of the dangers of child labor as well as the importance of a quality education. Teacher training has involved not only training in new educational methodologies, but also in dealing with particular social, emotional, and psychological issues that some of their students may be experiencing. Moreover, teacher training sessions are open to all teachers from participating schools (not only teachers working directly with the project), which also expands the level of awareness in the community. The project also works with school principals and community leaders to establish centers and spaces in schools for the accelerated education programs (these spaces are "offered" by the community), and has led to more involved participation of local leaders in project activities. Although these efforts are commendable, arguably more actions could have been taken to include community members in project decision-making and implementation to convey a greater sense of local ownership.

There is also awareness-raising work done with parents. All of the parents the evaluator spoke with said that these sessions helped them understand the goals of the project, the importance of their children attending school, and the potential consequences of children working in exploitive conditions. The home visits that promoters and other project staff conduct on a regular basis are also an important part of the project's awareness-raising strategy. The neighbors of parents who participated in the project asked about the purpose of the visits. Consequently, awareness of the project and its goals were disseminated in an informal manner.

Phased Program for the Removal of Children (Out-of-school and In-school) from WFCL

The project originally contemplated a support strategy that targeted mostly children who were out of school. Given the fact that most (90%) working children are already enrolled in school, the project has modified this strategy to work with children who are both in school and out of school.

In both cases, the strategy includes (1) finding and accessing children who are either at their workplaces or in schools; (2) providing transitional support for the child and his/her family; (3) offering educational immersion through leveling classes or vocational programs; and (4) removing the children from exploitive labor conditions. This work includes helping youth attain their Peruvian national identification documents, providing mentoring support, and offering them psychological services.

Improvements to Educational Programs

IYF's principle strategy has been to improve the quality of education in public schools while reducing the number of youth working in the WFCL. The project has tackled this by (1) focusing on teacher training to improve teaching methodologies and learning skills; (2) developing an accelerated education program focused on math and communication, working closely with *Fe y A* through its "education for work" curriculum; (3) working with out-of-school children through referral centers; and (4) working with at-risk and working youth on a life skills program. Moreover, the project includes a component of awareness-raising activities among teachers, school directors, parents, and students regarding the risks and consequences of child labor and its impact on education.

Technical Assistance to Government Agencies (Local and National Level)

The project provides assistance to local and national government agencies and civil society organizations working on child labor issues. Support is provided in the form of consultants and other resources to strengthen the work of raising awareness about child labor at local and national levels. In some cases, project coordinators work closely with local authorities to revitalize entities that have been inactive for some time.

3.1.5 Perceptions of the Project

The project was perceived positively by almost all of the stakeholders with whom the evaluator spoke. Parents, teachers, and other community members all noted the relevance and importance of the project. Teachers also expressed much satisfaction with the project, both with their own training and support, as with the progress of students. Many teachers made a point of saying that they were initially skeptical about using new methodologies, and also about the idea that child labor was somehow problematic. They discussed the different strategies used in teacher training sessions that helped them understand their perspectives about child labor and explore this issue from different angles. They also said that they see evidence of teaching methodologies that are working with their students. Again, they mentioned that not only are the students learning, but they are coming out of their shells, becoming more engaged with school, and they are more respectful toward teachers.

School directors, local authorities, and others were very happy with the work of the project. In Trujillo, one of the educational authorities interviewed made a point of distinguishing the work of this project from that of others, which do not involve consulting or collaborating with school staff. She was very grateful and happy to work with the project (with CEDRO, specifically) and had nothing but praise for the team, especially the coordinator of that region. Other local authorities in different regions expressed similar sentiments.

3.1.6 Project Response to Midterm Evaluation Recommendations

The midterm evaluation conducted in late 2009 seems to have had a powerful impact on project staff. IYF staff has worked hard to implement some of the recommendations. Most notably, the monitoring and evaluation (M&E) specialist focused on systematizing the different monitoring instruments used by each subcontractor to track children. According to the various program coordinators, the M&E specialist worked closely with them to revise their instruments, clarify terminology and concepts, and require timely reports on the numbers of children participating in educational services, including those who could be classified as "completers."

Since the midterm evaluation, the project also seems to be working more closely and consistently with the CPETI and ILO-IPEC. They have worked specifically to strengthen the CPETI by working collaboratively (with CPETI and ILO) to develop materials for awareness-raising campaigns, and by providing the CPETI with a full-time consultant for three months, paid by the project, who would be focused on developing CPETIs at the regional level.

The midterm evaluation had two related recommendations:

1. The project should establish a Consultative Committee (proposed in the project document) comprising principle representatives from the IYF, its subcontractors, and government entities, such as MOL, MOE, MIMDES, and the National Committee for Prevention and Elimination of Child Labor.

2. The project director should convene with the top-level representatives of the three subcontractors on a regular basis to discuss progress and problems, data gathering, and plans for future actions. The project director should also make site visits as often as possible. IYF should reestablish its authority in overseeing the contract, providing technical guidance, and requiring results.

IYF addressed these recommendations in several ways. It hired a former teacher from *Fe y A* to work as a consultant and monitor the work of incorporating child labor issues in the "education for work" workshops. This consultant has regular contact with IYF's education specialist, and thus helps to coordinate activities between *Fe y A* and IYF. As noted above, through the M&E specialist, there was more work in systematizing the monitoring and evaluation of all three subcontractors.

Instead of the Consultative Committee described in the program document and highlighted by the midterm evaluator, there were two committees created: the Directors' Committee (*comité directivo*) and the Technical Committee (*comité técnico*). The evaluator was told that the comité técnico includes only IYF and CEDRO and meets twice each month. The comité directivo includes the directors of all three subcontractors as well as IYF's staff, but met only when needed. The evaluator was told by the directors of CEDRO and the *Prepárate* Project that the project tried to convene this Consultative Committee. Both directors insisted, however, that the different ideologies and strategies utilized by each organization made it difficult for all organizations to come together regularly, so the project chose instead to organize the two committees. The evaluator was unclear as to why differences in ideologies and strategies would necessarily make coordination between these organizations and other national stakeholders

impossible, but no other explanations were offered. Strong, centralized leadership by the project could have been helpful in overcoming these challenges.

The evaluator found that the project could have benefitted from the creation of a Consultative Committee, particularly given the problems with management and coordination cited by the midterm evaluation. While distance and cost were cited as the principle reasons why there could not be more frequent meetings of all teams, this illustrated a deeper problem of oversight and coordination. In many ways, all organizations are accustomed to working independently, and this is not necessarily negative. CEDRO and *Fe y A* seemed most comfortable with this arrangement, but from conversations with CHSA team members, the evaluator gathered that this organization would have welcomed more support and communication from the project.

Moreover, this lack of project cohesion has led to a lack of project representation. In most of the project sites visited, beneficiaries, teachers, and others talked less about the project as a whole, and more about the organization working with them. This is not necessarily problematic, but a more unified front may have provided more opportunities for collaboration, connection, and identification with project goals. Some members of teams noted that more guidance from the project would have been useful. They all cited teacher training workshops and other similar spaces as important, but would have appreciated more opportunities to come together with others in situations similar to their own. Having "encounters" where teachers, team members, and even parents could come together to share experiences would have been a useful exercise and an important way of highlighting the relevance of the project goals.

In all of its locations, the project could have benefitted from occasional visits from the project director. Having a more visible presence at all project sites (but especially Iquitos and Trujillo) would have been an important morale boost to project teams in these areas. Also, the visits would have been useful to the project director as a way of learning more about project activities, and the various teams' concerns and experiences.

3.2 LESSONS LEARNED/GOOD PRACTICES

Though there were some missteps and problems of coordination between the grantee and subcontractors, there are some important lessons that can be discovered.

1. The criteria for the selection of subcontractors should include significant experience in the area of child labor. Having more in-depth knowledge in this work could have resulted in prior understanding that most working children in Peru attend school in addition to working. This knowledge could have been anticipated and taken into account in the project's design and strategies.

2. The channels of communication should be clearer and used more effectively between USDOL, grantees, and subcontractors. Many interviewees sought to explain miscommunication by identifying only one party as the cause of challenges. This miscommunication resulted in moments of tension, like the revision of contracts after the audit, which have long-lasting effects. The project could have sought out more positive avenues for addressing the challenges associated with implementation and resolving audit findings.

3. The relationship between grantees and subcontractors should be one with a clear division of labor but also one of close collaboration. This project could have been more than the sum of its parts had the constituent teams and beneficiaries seen themselves as one consolidated and coordinated project, rather than having disjointed (though often effective) efforts.

Additionally, hiring local and young personnel, like those recruited by the Iquitos team, should be considered a good practice in taking advantage of local knowledge and finding staff that identify with young people.

Another good practice is working closely with community leaders and local authorities in a collaborative and horizontal spirit. The project's ability to work with local leaders in identifying and securing sites and spaces for project services is invaluable.

IV EVALUATION FINDINGS—EFFECTIVENESS

4.1 FINDINGS

This section provides an analysis of the effectiveness of the direct educational services aimed at the withdrawal of children from the WFCL and/or the prevention of child labor, as well as efforts to raise awareness and coordinate with state authorities in developing and implementing long term strategies. On the whole, the project was able to meet most of its objectives, although the progress in each region varied.

The project has accurately identified and targeted children engaged in or at risk of working in the project target sectors. In Iquitos, the project works with sexually exploited children, as well as children at risk of sexual exploitation. For example, the evaluator visited one beneficiary and her family who were living in a "clandestine hotel," a location known for sexual encounters between men and young children. In Callao, Lima, and Trujillo, the project works closely with youth who have been working in (or are at risk of entering) drug trafficking networks, as well as street and market vendors.

The project's introduction of a prevention program in a school network has been particularly effective in the schools of *Fe y A*. While not all project services are offered in all *Fe y A* schools (18 schools are currently sites of prevention and withdrawal services), the organization has been able to implement a system-wide program of prevention and awareness-raising through the integration of child labor themes in their curriculum. This systematic approach bodes well for the projection and amplification of project goals—crucial dimensions of sustainability.

4.1.1 Effectiveness of Direct Action Interventions

For a large majority of beneficiaries, the project has demonstrated effectiveness in withdrawing and preventing children from situations of exploitive child labor. According to internal project documents, the project has met their goal of withdrawing 5,250 children from the WFCL, and preventing another 5,250 from entering exploitive labor situations. This success is due largely to the effectiveness of the education services and awareness-raising provided by the *Prepárate* Project. Briefly, this section will discuss the strengths and weaknesses (if any) of each service.

4.1.2 Accelerated Education

This educational model has been a particularly effective strategy in removing children from exploitive labor contexts and preventing many from entering those situations. Given the lack of educational opportunities in Peru, and the severe problem of children falling several grades behind in school, accelerated education has been embraced by communities at all four project sites. Parents talked proudly about seeing clear results in their children's learning capacities, and their motivation to return to school. Teachers also noted a clear impact on children, and on their own teaching styles, which they proudly acknowledged were enhanced through teacher training workshops. An important achievement of the project has been to work with school directors and ask them to provide spaces in their schools for accelerated education courses, thus increasing awareness not only of the problem, but also of possibilities for change and development of

educational models that work. Teachers and team members working with accelerated education evaluate each child's advancement regularly, and are in close communication with families of the children in an effort to keep parents involved in their children's education.

While this component takes different shapes (for example, whether courses are taught in schools, referral centers for children who are out-of-school and waiting to be "re-inserted" into school, or through a technical education program), these services have clearly developed children's self-esteem. Specifically, the evaluator witnessed the development of what some have called the "capacity to aspire," a crucial component of these services. One of the children spoken with at a referral center, a 14-year-old boy, said that he used to work long hours using heavy machinery while helping a carpenter. Thanks to the project, he now realizes that he is very good at math, and wants to finish school so he study engineering at a university. The children in the various accelerated education courses were all deeply engaged with class materials; they were laughing as they practiced how to divide fractions, or how to create sentences; and they responded happily and eagerly to the evaluator's questions and comments. These children also demonstrated the capacity to aspire, and said that now they dream of being doctors, reporters, computer analysts, teachers, and chefs.

Finally, this education model has clearly demonstrated the link between children who work and children who are behind in school. Parents and teachers have become aware of the impact of working on children's educational and future professional opportunities. They are now more willing to examine the impact of work on their own professional lives (a strategy often used by project teams), and are more open to challenging the prevailing notion in Peru that working has a positive influence on children.

4.1.3 Referral Centers

Like accelerated education, these centers, and the programs offered for children and youth in them, have had visible success. Almost all the centers visited were brightly decorated and had artistic and other works created by students pasted on walls and ceilings. There were usually between 10 and 20 children and adolescents at these centers, most of whom were considered out-of-school youth. Both CEDRO and CHSA work with referral centers. In the case of CEDRO, teams of three young adults work closely with youth on different activities including: (1) a version of accelerated education, (2) help with homework, and (3) preparation for technical/vocational schools (CETPROs). Youth in these centers, like those in accelerated education courses, seem happy and engaged. They also talked about being motivated to finish school, work less, and for those who continue to work, be exposed to better working conditions.

Many of the students at these centers were also participating in *Fe y A* IRFA classes. During several visits, these students were taking their IRFA exams with the assistance of the team members at these centers. Part of the effectiveness of the work done through the referral centers is also connected to the project teams' collaboration with communities. In the case of CEDRO, all of the referral centers are spaces that the community helps CEDRO identify and acquire temporarily. In one case, a mother of two beneficiaries offered her house as a center. This is especially important in terms of community buy-in and for raising awareness about child labor and the work of the project. The centers also provide space for mothers (and other relatives like

aunts and grandmothers) to meet and discuss common problems or concerns. Moreover, parents and relatives can verify that their children are participating and engaged in their studies.

4.1.4 Home Visits and *Tutorías*

As noted above, visits and tutoring sessions in the home are especially effective in garnering the support and buy-in of communities. The evaluator spoke with parents who noted that these activities made them feel that the project really cared about their children. Not only were children asked to attend school and classes at referral centers, but *promotores* (promoters) and project team members visited them in their homes and worked with the children to learn about their lives. The effectiveness of this strategy has also made an impact on those making the home visits. The experiences are often eye-opening and help staff better understand the socioeconomic and familial conditions that might lead a child to work and possibly hamper their education opportunities. Also, staff visit homes when children miss a session at the referral center or school, thus letting them know that they are missed and that someone is paying attention.

4.1.5 Education for Work

The Education for Work workshops, which are part of *Fe y A*'s curricular offerings throughout schools in Peru, are perceived by parents and community members as one of the most effective components of the project. Youth are excited to learn different technical skills that will be useful once they complete school. The workshops keep them in school longer than usual, which is another way of preventing children's exposure to potentially exploitive labor conditions. During a visit to a *Fe y A* school that held several workshops, one teacher suggested that the message of working against child labor seemed somewhat contradictory in workshops that are expressly focused on helping students prepare for work. The project coordinator at that school responded immediately that the workshops are designed, in part, to help children understand the *difference* between exploitive labor and "work with dignity." Teachers in each workshop are asked to work collaboratively and creatively to integrate the problem of child labor into their work. This was done most effectively in workshops on computer technology, where children learn how to create their own web pages, develop PowerPoint presentations, and learn about global forums on child labor at the same time. Students showed the evaluator their PowerPoints on the WFCL, and talked about their thoughts regarding web discussion groups that focused on children and work in Peru.

4.1.6 Technical High Schools and Professional Schools (IRFA/CETPROs)

Fe y A's IRFA program has been an effective way of keeping youth engaged in their education and committed to finishing school. Many of the beneficiaries have participated in the IRFA program and then received help in completing the program at CEDRO's referral centers. CEDRO has worked closely with *Fe y A* in this effort. CEDRO staff also work with beneficiaries to prepare them for entry in CETPROs. Youth find this very worthwhile, so they attend sessions at the center regularly.

4.1.7 Psychological Services

Psychological services are offered to beneficiaries and their parents by CHSA in Iquitos and CEDRO in Callao, Lima, and Trujillo. These services are woven into CHSA's program and CEDRO's program in Trujillo, and they are especially effective in addressing the needs of beneficiaries and parents, particularly mothers. However, these services could have been integrated more fully into the project design and strategies. There was always greater need for these services, even where they already existed.

4.1.8 Additional Support for Families

This service is important and has been effective in returning students to schools, and ensuring that they remain in school. In cases of extreme poverty, helping families with school uniforms or with food for school lunches, for example, can make the difference between whether or not children attend school. Helping undocumented students obtain Peruvian national identification has also been an important strategy for removing children from the WFCL and enrolling them in school.

4.1.9 Teacher-training Workshops

While not a direct educational service, teacher-training workshops play an important role in the development and refinement of educational services. The frequency of teacher training has been particularly effective in (1) keeping teachers up to date on innovative pedagogical techniques, (2) serving as a tool to evaluate their progress, and (3) receiving feedback from other teachers about what is working and what is not. Teachers also participate in discussions and workshops about the connections between child labor and educational problems for children, something which they take into account during their work with children. What has been particularly effective is that all teachers in schools where accelerated education classes take place are welcome to participate in teacher training, thus expanding the reach of these new methodologies and ideologies.

4.1.10 Quality of Educational Materials

The educational materials used in all four project sites are of excellent quality. All textbooks were revised after initial use and in response to feedback from teachers and other stakeholders. The evaluator reviewed several of these books and other materials and found them to be culturally appropriate. The materials used for teacher training and for work with parents (raising awareness about child labor) were also well developed.

All of these services and the materials developed have in various ways increased educational opportunities for children and adolescents and increased awareness of the dangers of child labor among teachers, parents, community leaders, and other stakeholders.

4.1.11 Relationship with Government of Peru and Civil Society

Through the project director's connections with government officials, the project has managed to develop important relationships with certain government entities. Specifically, the project supports the creation of a Congressional Multiparty Commission on the Eradication of the Worst Forms of Child Labor, a commission that was consolidated with the unanimous support of the Peruvian Congress on June 17, 2010. Also, the project effectively strengthened the work related to child labor in MOL through its efforts with CPETI, especially in terms of solidifying alliances between CPETI and other organizations working on child labor, such as ILO-IPEC. Similarly, the project's work with MOE via local branches of the *Dirección de Tutoría* supported the actions of local authorities, especially in Trujillo and Iquitos. However, the project did not seem to have many ties to MIMDES. Additionally, while the work with MOE through the *Dirección de Tutorías* is important, the project could have done more to further develop the relationship with MOE. One of the midterm evaluation recommendations was that a formal agreement should be signed between USDOL and the MOE in support of the USDOL educational interventions. The project could have done more to facilitate this, especially given the project director's personal ties to different personnel at MOE and elsewhere.

As mentioned earlier, the project has important ties to key organizations in civil society, at national and international levels that are working on child labor issues. These organizations include the *Red*, the *Marcha*, and *Telefónica's ProNiño* project. The evaluator met with representatives from all three organizations, who confirmed that they consider the project part of a growing network of organizations concerned with raising awareness about child labor issues in the country. Also, the project also has a close working relationship with ILO-IPEC.

Finally, as noted in the relevance section, the close work done with community leaders, especially in the initial phases of identifying children and communities, is crucial in terms of promoting community buy-in. Although the evaluator was unable to speak with community leaders, project teams, teachers, parents, and beneficiaries all said integral community involvement was an important component of the work. More could have been done to further integrate community leaders into the design of the project and implementation of project goals.

4.1.12 Effectiveness of Monitoring Systems

As noted earlier, the midterm evaluation raised some concerns about the project's monitoring capacity. The evaluator also noted that there was quite a bit of diversity in terms of the monitoring instruments used by different subcontractors, as well as some confusion about definitions of terms and tracking systems. Since the midterm evaluation there has been clear progress in systematizing monitoring systems. The M&E specialist has worked closely with coordinators on each team to develop monitoring instruments that work best in each zone. The specialist refined instruments and made them much more detailed than previously. This task was challenging given that it required staff on each team to be re-trained to use these different instruments, and change their approach to tracking and working with families and beneficiaries more than half-way through the project.

Coordinators and team members in each of the four zones talked about their frustrations with this aspect of the project. The director of one of the organizations told the evaluator that this change (along with the renegotiation of contracts half-way through the program) meant that they were working on a project that they had not committed to originally. Many also noted that this impacted the effectiveness of their work with communities. Adding a variety of detailed questions (perceived as invasive by many beneficiaries and families) to monitoring instruments made it more difficult to build on the trust that had already developed. Moreover, the project asked that teams go back to beneficiaries who had already completed educational services to re-track them in order to count the children as withdrawn and/or prevented. This task was perceived as a significant waste of time and resources, and one that took away from the project's effectiveness and efficiency.

While teams on the ground understood the logistical challenges faced by IYF, they were resentful about the lack of clarity from the beginning of the project. Additionally, several promoters in the field raised doubts about how well numbers (and monitoring forms signed by parents to verify that their children were no longer working) translated to reality. Many noted that had IYF worked more closely with each team to develop monitoring instruments, and had they been clearer from the start of the project about monitoring expectations, these interruptions and changes would have been unnecessary.

Despite these challenges, the instruments most recently revised to monitor the project's progress are well-designed and have been used effectively by the four teams since the midterm evaluation. These instruments have been able to monitor key indicators such as the hours worked and number of children withdrawn or prevented from the worst forms of child labor. These instruments have also been able to provide regular opportunities to gauge the effectiveness of training for teachers and awareness-raising for parents.

4.1.13 Effectiveness of Management

As noted earlier, the project director should have been more present in the field. Even if cost and time did not allow for travel to a majority of the schools and referral centers, having a more refined awareness of what is happening in the field would have helped him with decisions about implementation and management. This also would have boosted the morale of promoters and others working in the field that often felt isolated and inadequately supported. Along the same lines, the lack of project cohesion, seen as organizational autonomy by some and a lack of coordination by others, led to some missed opportunities:

- The Consultative Committee was never created. This would have been an important space for coordination and support for work done by other governmental and nongovernmental organizations.

- With more effective management and better coordination, CEDRO, CHSA, IYF, and *Fe y A* could have worked together to organize a wide-ranging national awareness campaign on the theme of child labor. One of the organization's directors emphasized this as particularly frustrating. She said that she tried to create a more expansive campaign, but when it became clear that coordination between organizations would not happen, she devoted her energy toward an awareness campaign at the regional level.

- Lack of coordination also led to a lack of space for encounters between teams. While there were a few moments staff were together as part of training and awareness-raising workshops, many team members said that it would have been useful to have more informal spaces for sharing their different experiences, and for meeting one another. Such a simple exercise could have also promoted a sense of community and common goals among the different teams.

4.2 LESSONS LEARNED/GOOD PRACTICES

There are a number of important lessons that emerged from these experiences.

- The highly effective strategies of home visits and referral centers highlighted the importance of finding multiple points of contact between education systems, children, and their families. Working with children, as all the local teams know, means working with adults (such as fathers, mothers, and grandmothers).

- Parents in general and mothers in particular become increasingly involved and spend considerable time at referral centers. Therefore, strategies should be designed to integrate parents more fully into educational activities, which can benefit them and their children.

- The local success of the teams contrasts with the lack of coordination in putting together a national-level awareness campaign and policy network. While the most important work of the project occurs in the engagement with beneficiaries, the lack of coordination among the leadership of the various organizations resulted in some missed opportunities to be more effective.

- Allowing non-project teachers in participating schools to take part in teacher training sessions is a good practice. This expands the reach of new methodologies, and works toward raising awareness of child labor issues.

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V EVALUATION FINDINGS—EFFICIENCY

5.1 FINDINGS

5.1.1 Cost-efficiency

Examining the budgetary expenditures as a whole, it seems that overall resources have been distributed efficiently among subcontractors, with priority given to direct actions and salaries. While there was some initial confusion about budgetary distribution, since the midterm evaluation, there has been an effort to consolidate control over budgets with IYF. In reviewing budgets and speaking with various project staff, several concerns did emerge in terms of cost-efficiency.

- In the case of CHSA in Iquitos, the team could have used more resources given the high cost of living and the increased difficulty in finding qualified personnel. Additionally, providing funds for the referral center in Iquitos (funds to support buying a space, rather than renting) would have gone a long way toward project sustainability in that zone.

- The shift in strategy from a regional to a national focus also directed funds toward work with CP, which remains unused. These funds could have been better utilized in regional and local contexts, or used toward a national awareness-raising campaign.

- Some of the funds allocated to IYF Baltimore could have been used for project activities in Peru instead.

5.1.2 Efficiency of Project Strategies

The evaluator was extremely impressed with what each of the project teams were able to accomplish with modest amounts of funds and few resources. All teams worked creatively to use resources efficiently. The level of engagement and commitment on the part of members of all teams was also remarkable. The project managed to attract highly-skilled young people not only as hired staff, but also as volunteers and interns who supported the work of the project without using project funds. In Iquitos and Trujillo, project coordinators utilized their connections to local universities to find ways of incorporating colleagues and students into project activities. They opened up training and awareness-raising workshops to teachers and parents not directly involved with the project, thus expanding the reach of the project while making good use of project resources. In several cases (especially in Iquitos and Trujillo), project coordinators were able to leverage resources from other projects, institutions, and entities to be used toward project activities.

5.1.3 Monitoring

As described in the last section, the monitoring system was one of the project's weaknesses. The lack of efficiency of the monitoring system stemmed in part from the project's lack of cohesion and coordination. Each subcontractor used their own monitoring instruments and had different

definitions and approaches for tracking beneficiaries. There was also a lack of clarity from IYF from the beginning in terms of monitoring and recording numbers.

However, since the midterm evaluation and audit, the new M&E specialist spent much time refining monitoring instruments, clarifying USDOL requirements, and going over tracking systems with subcontractors. All subcontractors are now expected to monitor each beneficiary and complete the appropriate paperwork once every six months. According to interviews with project teams, many check in on beneficiaries more often than required. The M&E specialist worked especially close with CHSA to combine the instruments that she developed based on USDOL requirements, with those that her team in Iquitos and the project coordinator had initially developed.

These changes were perceived as disruptions by subcontractors, and led to much frustration, especially about having to re-track beneficiaries and modify instruments half-way through the project, instead of spending time providing direct educational services to youth and support to families. Despite these initial challenges, the system for monitoring beneficiaries now seems much more streamlined and efficient in terms of reporting accurate numbers. The CEDRO team meets with all its members once each week to record details for each beneficiary; the education specialist works closely with the consultant hired to monitor beneficiaries participating in *Fe y A* schools, and CHSA meets weekly to record tracking information for all beneficiaries.

5.2 LESSONS LEARNED/GOOD PRACTICES

The main lesson that emerges with regard to efficiency relates to the already stated problem of coordination; the project often seemed like several projects rather than one coordinated effort. Better communication, coordination, and planning would have helped generate a common monitoring process from the outset that could have resulted in gains in efficiency and sustainability.

A second lesson relates to the larger tension that emerges when there is more focus on effective monitoring than the educational strategies and work with beneficiaries, which the teams see as their primary goal.

VI EVALUATION FINDINGS—IMPACT

6.1 FINDINGS

6.1.1 Impact on Beneficiaries, Partner Organizations and Government

The project had an important impact on beneficiaries, teachers, local government, and many other stakeholders. The evaluator spoke to several mothers and other relatives (aunts, grandmothers, and one father) in each region, and in all cases, they expressed gratitude for the work done by project teams. All of them said that their children were improving in school resulting in better grades, more interest studying, and their homework assignments. Many also commented about the project's impact on their children's attitudes. This seemed to be especially important and relevant, as children who become more thoughtful and responsible are more likely to study and less likely to leave school and "be in the streets" or "make trouble." This change in attitude was also noted by beneficiaries, especially girls. One young girl interviewed in Trujillo said that initially she was not so sure about attending sessions at the referral center because of the crudeness of the boys' jokes and their disruptive attitudes. But she stuck with it and noticed a change in all of the students, male and female, in a few weeks. This striking example spoke well of the work performed at the referral centers.

Below are additional details on the project's impact at local, regional, and national levels.

The project's impact at the local level was most obvious when speaking with beneficiaries and their families. The home visits conducted by project staff had a particularly powerful impact on parents and their children. Parents, children, and other relatives mentioned these visits several times during conversations. By the time staff visited the homes of several mothers, these parents said that the project was real and began to see the value of it. They said that many people come by their home when they want something, but rarely return. The continuous nature of these visits demonstrated the project's commitment, and helped families begin to trust project staff. These visits also had an important impact on project staff, to learn more about the complex realities of children's lives at home.

This individualized work with youth can have a deeper impact at many levels, including the sustainability of project goals. Children who have close relationships with individual project staff are more likely to talk to those staff if they are in danger of returning to exploitive labor conditions. For example, many beneficiaries had cell phone numbers for project staff and could reach them at any moment. Similarly, tutoring sessions that took place in the home had a large impact. If a beneficiary was unable to make it to a session at the referral center or to class, project staff met with them in their homes to go over the material they missed by not attending class. Families also appreciated this service; many family members said that this made it clear to them that their children matter to the project. During visits to schools and referral centers, the evaluator observed children who were engaged, alert, and clearly enjoying their work in the class with their peers. In Iquitos, beneficiaries had a clear sense of ownership of the space that is the center. In conversations with individual youth, it became clear that many of them are much more aware of the different educational options that might be available to them if they are able to finish school.

One 14-year-old girl told the evaluator that she used to work in a chicken factory but now she is studying and wants to go to college. Another young girl said that she used to work peeling chili peppers, but she is now studying and wants to become a chef. There were many stories like these, which speaks to the impact the project has had on the lives of thousands of young people. Many mothers said that their children's enthusiasm and newfound desire to attend school was contagious. They wanted to help their children with homework, and to utilize the time they spent at the centers more efficiently. Taking advantage of these spaces to work with mothers would be a recommendation for future projects. Finally, judging from conversations with project teams and various stakeholders, the work the project has conducted in terms of raising awareness among parents, parent associations, school directors, teachers, and others has clearly had an impact on these and other stakeholders.

At the regional level, the project has had an impact in strengthening the regional CPETIs. Conversations with local authorities and CPETI technical secretaries in Iquitos and Trujillo made it clear that the project coordinators had contributed toward the consolidation of regional CPETIs. Help with the coordination of gatherings and support with awareness-raising and materials were sometimes what was needed to reenergize committees. The project has also signed agreements with Local Planning Education Units (*Unidades de Gestion Educativa Local* or UGELs) in all of the zones in which it works. Additionally, the project has worked closely with DEMUNAs and local education and labor offices on raising awareness of child labor at local levels. In Iquitos the project worked closely with the local police and even taxi drivers to raise awareness about the risks children face in contexts where trafficking and sexual exploitation of children is common. Finally, the project worked closely with universities, and trained many students who chose to work as volunteers in methodologies useful for working with children withdrawn from or at risk of entering WFCL.

At the national level, the project made a clear impact by meeting their goals of withdrawing 5,250 children from WFCL, and preventing another 5,250 from entering exploitive labor contexts. Also, the project's contributions toward the creation and approval of the Congressional Commission; the support provided to CPETI; and the collaborative work with ILO-IPEC and other civil society organizations involved in working against child labor, have left a mark on the national stage.

6.1.2 Impact on Educational Quality

Interviews with project teachers reveal that the educational offerings of the project are significant. Many teachers noted that in an education system as resource-scarce as the Peruvian one, the opportunities for continuous training in new and innovative methodologies are few and far between. Teachers noted that they had become better and more resourceful in the classroom thanks to the methodologies introduced by the project. Even *Fe y A*, already known for their emphasis on high quality education, noted the impact of new methodologies on their teachers and administrators. *Fe y A* signaled its support for these methodologies by indicating a commitment to continue teacher training and awareness campaigns with parents and communities through work with ILO, especially using SCREAM methodology (Supporting Children's Rights Through Education, the Arts and the Media). Additionally, parents were particularly pleased with the improvement in the quality of education their children have received. All parents with whom the evaluator met, in addition to teachers, school directors, and

local education authorities, spoke highly about the development of quality education through project programs.

6.2 LESSONS LEARNED/GOOD PRACTICES

There is no doubt that this project has had a profound and positive impact on beneficiaries as well as educators. Accordingly, two lessons became clear.

- Education and educators should expand the horizons and hopes of children. As development practitioners think more in terms of fostering capacities, the capacity to aspire for a better life should continue to be nurtured.

- This project has contributed greatly to the development of a significant number of teachers and *promotores*. Strategies for recognizing such talent and making it available for future state or international efforts to improve the educational system are vastly needed.

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VII EVALUATION FINDINGS—SUSTAINABILITY

7.1 FINDINGS

All three subcontractors worked independently toward the sustainability of project goals, and these efforts are detailed below. Despite the fact that internal documents demonstrate that the project has met the goal of withdrawing and preventing 10,500 children from being exploited in the WFCL, many of the people the evaluator spoke with (including parents, teachers, and project team members) expressed serious doubts about these children and youth remaining out of exploitive labor conditions once the project ends. When asked about children staying in school and/or out of work, many noted the difference (in their view) between project numbers and "real" numbers. While this skepticism is not unusual, it was quite pronounced among those working in the field with children and youth, as well as among teachers and parents. This is related to the project's lack of an exit strategy.

The evaluator was surprised to hear from the project director that there was no well defined exit plan. This lack of a clear exit strategy was evident in the reactions of beneficiaries, parents, teachers, school directors, and others who were usually surprised and/or dismayed by questions related to the end of the project. Parents and teachers in particular were concerned about what would happen to children once the project ended. This raised many doubts about the sustainability of these and other project goals.

Nevertheless, as noted earlier, there have been specific efforts made toward sustainability, which are worth emphasizing.

Fe y A has integrated the theme of child labor into their curriculum. This is an important achievement and one that insures a significant level of sustainability, especially since this curricular change will affect children and teachers at all *Fe y A* schools throughout Peru, not only those participating in the project directly. Additionally, the *Fe y A* team made clear their commitment to continuing to work on raising awareness about this issue, and incorporating the methodologies they have acquired into future teacher training sessions. They plan to continue working on this with ILO, and using the SCREAM methodology.

CHSA has managed to find funds that will help them keep the referral center in Iquitos open, something that all the parents and beneficiaries seemed very happy about. This is particularly important given the sense of ownership that beneficiaries feel when it comes to the center. They explain that this is "their space" and students would feel a sense of betrayal if it were to close. The CHSA team has been very sensitive to this, and has worked hard to present the end of the project more as a transition toward different kinds of work with beneficiaries, teachers, and families. CHSA has also developed ties with other organizations and plans to continue some of the work started with the project through two new projects beginning in September and October of this year. The first is a web design and work re-entry project that will focus on training former and new beneficiaries in web-related work. Another project will focus on working with children suffering from sexual abuse and exploitation, which in many ways overlaps with the work they have been doing over the past four years. Finally, the possibility of support from *Telefónica*

through their *ProNiño* program still remains. IYF should use their influence to help coordinate that support if possible.

CEDRO plans to continue working on project goals with a school in Santa Anita (Lima) with support from PROTISA (a paper company) and MOE via the Dirección de Tutorías. The fact that this company has pledged that they will not use child labor, and that they will ask their providers to refrain from using child labor, is significant. This could provide interesting possibilities for sustainability and also for establishing networks with different actors not yet involved in child labor in Peru. Additionally, CEDRO plans to continue working with ILO on teacher training.

At the national level, the work done to support and strengthen the CPETI and the creation of the Congressional Commission are both important steps toward sustainability. The creation of spaces for future deliberation and planning is a notable achievement. However, these spaces could have played a key role in an exit strategy that may have helped transfer to others some of the knowledge, practices, and policies that the project has used and promoted.

At the regional level, the project's work with local CPETIs and education bureaus (UGELs) has generated experiences which may inform future efforts in this area. The work of the Iquitos team with regional networks, including local authorities, taxi driver associations, and other organizations, generated considerable goodwill and should have a lasting impact in the region. Finally, there is no doubt that the services provided to project beneficiaries resulted in the development of important life skills that will hopefully be the foundation for improved livelihoods.

7.2 LESSONS LEARNED/GOOD PRACTICES

The great success of reaching 10,500 children and adolescents cannot be underestimated. The creation of new curricula and the dedication of the various members of CEDRO, CHSA, and *Fe y A* teams will continue to improve the lives of many young people. However, the concern about what will happen to these children and others in Peru casts a shadow over even the most laudable achievements of the project.

Much more energy and planning should have been given to thinking about an exit plan for the project. Additionally, greater planning should have been devoted to strategies for transferring some of the pedagogical and other human resources that have been generated by this project.

VIII CONCLUSIONS AND RECOMMENDATIONS

8.1 CONCLUSIONS

As the project comes to its conclusion, it is clear that it has made an important contribution to the lives of thousands of children and provided a needed revitalized energy into the national conversation about child labor. The professionalism and commitment of all project teams are admirable and worthy of recognition. Nevertheless, there are some inescapable conclusions about the limits of the *Prepárate* Project.

- The construction of the project could have benefitted from the inclusion of subcontractors with more experience working in the field of child labor. Although all projects encounter moments of readjustment and recalibration, this project seems to have had more than its share, perhaps due to the relative lack of experience in this area and some difficulties in coordination.

- There was clear room for improvement in communication on various levels between Baltimore, Lima, Washington, and the multiple field sites. Although all parties, from the funder, to the grantee and subcontractors, assume a certain amount of responsibility for communicating effectively, perhaps a greater responsibility lies with the grantee, which is positioned at that critical juncture between many parties. The project director in particular has a certain responsibility for articulating a common vision and structure for the project. That beneficiaries identified the project with the particular subcontractor in their particular zone (the *Fe y A* Project, the CHSA Project, and the CEDRO Project) is one clear sign that this project missed an opportunity to become more than the sum of its parts.

Finally, the lack of an exit plan is perhaps the most lamentable missed opportunity. Although the subcontractors, the new Congressional Commission and the various CPETIs each provide the hope of a renewed effort to eradicate the worst forms of child labor in Peru, it is unfortunate that such little planning went into sowing the seeds of sustainability for the project goals.

There are important steps that can and should be taken to make sure that the work done by IYF and its subcontractors can enrich future efforts. Thus, this report concludes with some recommendations for the short term and beyond.

8.2 RECOMMENDATIONS

The following recommendations are offered in the hope of building on much of the good work performed by project personnel with beneficiaries and other stakeholders.

1. **Take advantage of the human and social capital generated by the program.** As the project has contributed to the training of teachers and others who can do much to raise awareness about child labor and also provide alternatives to it, there are elements in place for the formation of a network of educators that can be part of future efforts. A measure as simple as elaborating a list of trained teachers, which can be provided to MOE and disseminated widely to others can have important multiplier effects. Teachers that have

participated in this project can play a role in future efforts to train new generations of teachers. Additionally, the family members and community leaders who saw their children benefit from these programs can also help to continue to spread the message and work with other programs. Finally, a network of much-needed psychologists that focus on child labor can be developed by creating a list of those who worked with this project.

2. **Move from community participation to community ownership.** Although community members were part of project activities to varying degrees, there is an important difference between including community members and creating a sense of community ownership of the project. To the extent that community leaders occupy positions within the project that are important to decision-making and implementation, the project will be seen less as an intervention from outside and more as an organic collaboration that remains close to community concerns and priorities. This is crucial to the sustainability of project goals.

3. **Improve Project Coordination and Cohesion.** Projects that work with various subcontractors and in multiple sites invariably face coordination challenges. Although there were certain areas in which effective communication did take place, many interviews suggest that there were also missed opportunities to coordinate awareness-raising work and enhance community involvement. Greater efforts to synchronize activities and share experiences among project staff and community leaders would have enhanced project impact, effectiveness, and sustainability.

4. **Use of Remaining funds.** As many of the national-level projects were never completed, there are resources that could be used for one last set of events or meetings that might bring together some of the teachers, children, and families from the various zones.

5. ***Telefónica* Project.** As *Telefónica* is currently searching for community partners to work in Iquitos, the project should do what it can to help position CHSA to take advantage of this opportunity.

6. **Increase work with families.** As parents, and mothers in particular, are often very involved in new educational programs, activities should be designed for them and with them in mind.

7. **Coordinate USDOL calendars with Peruvian academic ones.** Although congressional mandates make this a difficult suggestion to implement, the lack of synchronicity between USDOL calendars and the various educational calendars of the Latin America represent a serious logistical problem. Perhaps projects could be expanded to 4.5 years, allowing some flexibility in initiating and concluding program activities.

8. **Work with smaller numbers of beneficiaries.** While reaching 10,500 children is a tremendous achievement for the project, working with smaller numbers of beneficiaries may help alleviate the tensions that emerge between focusing on meeting numerical goals, rather than focusing on the quality and intensity of service to each individual beneficiary.

9. **Psychological services should be more fully integrated into project design.** Given the nature of the work conducted with beneficiaries and families, psychological and counseling services are in constant demand by parents, teachers, and others. Projects should include psychological services and training as a key project strategy for removing and preventing children from entering the WFCL.

10. **Work with teachers, but not only as teachers.** Teacher training is a crucial component of EI projects. However, projects might also conduct awareness-raising work with teachers that recognize them as parents and local leaders, not just in their capacity as teachers.

11. **Raising awareness at the national level.** It is important to raise awareness at the national level, particularly by coordinating the efforts of all members of the project, and by working collaboratively to develop and implement a national awareness campaign via different media sources.

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ANNEXES

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ANNEX A: TERMS OF REFERENCE

Terms of Reference for the Independent Final Evaluation of the *Prepárate para la Vida* Project in Peru

Cooperative Agreement Number:	E-9-K-6-0113
Financing Agency: Grantee Organization: Dates of Project Implementation:	U.S. Department of Labor International Youth Foundation September 30, 2006–September 29, 2010
Type of Evaluation:	Independent Final Evaluation
Evaluation Field Work Dates:	July 5–19, 2010
Preparation Date of TOR:	May 21, 2010
Total Project Funds from USDOL Based on Cooperative Agreement:	US $5,090,000
Vendor for Evaluation Contract:	ICF Macro, Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

I BACKGROUND AND JUSTIFICATION

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

Since 1995, the U.S. Congress has appropriated over $780 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 80 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate the worst forms of child labor as defined by ILO Convention 182. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

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

2. Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school.

3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures.

4. Supporting research and the collection of reliable data on child labor.

5. Ensure the long-term sustainability of these efforts.

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

USDOL reports annually to Congress on the performance of its program. As these programs have developed, an increasing emphasis has been placed on ensuring that the data collected by grantees are accurate, relevant, complete, reliable, timely, valid and verifiable.

In the appropriations to USDOL for international child labor technical cooperation, the U.S. Congress directed the majority of the funds to support the two following programs.[12]

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

Since 1995, the US Congress has appropriated some $450 million to support the International Labor Organization's International Program on the Elimination of Child Labor (ILO-IPEC), making the U.S. Government the leading donor to the program. USDOL-funded ILO-IPEC projects to combat child labor generally fall into one of several categories: comprehensive, national Timebound Programs (TBP) to eliminate the worst forms of child labor in a set time frame; less comprehensive Country Programs; sector-specific projects; data collection and research projects; and international awareness raising projects. In general, most projects include "direct action" components that are interventions to remove or prevent children from involvement in exploitative and hazardous work. One of the major strategies used by IPEC projects is to increase children's access to and participation in formal and non-formal education. Most IPEC projects also have a capacity-building component to assists in building a strong enabling environment for the long-term elimination of exploitive child labor.

Child Labor Education Initiative

Since 2001, the US Congress has provided some $269 million to USDOL to support the Child Labor Education Initiative (EI), which focuses on the elimination of the worst forms of child labor through the provision of education opportunities. These projects are being implemented by a wide range of international and non-governmental organizations as well as for-profit firms. USDOL typically awards EI cooperative agreements through a competitive bid process.

[12] In 2007, the US Congress did not direct USDOL's appropriations for child labor elimination projects to either of these two programs. That year, USDOL allocated $60 million for child labor elimination projects through a competitive process.

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 exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work. EI projects may focus on providing educational services to children removed from specific sectors of work and/or a specific region(s) or support a national Timebound Program that aims to eliminate the worst forms of child labor in multiple sectors of work specific to a given country.

Other Initiatives

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

Project Context

In Peru, children in the informal sector work as street vendors and street performers, beggars, bus assistants, shoe shiners, artisans, car washers, or scavengers in garbage dumps. Children, mainly girls, also work in domestic service in third-party homes, and are vulnerable to physical and sexual abuse. Some children, especially girls from the poorest areas of the country, are victims of trafficking for commercial sexual exploitation, forced labor and domestic service.[13]

USDOL has provided US$6.59 million to combat exploitive child labor in Peru, as well as an additional US$14.65 million to regional efforts in South America that included Peru. Three regional projects which included Peru were implemented by ILO-IPEC to address issues such as small-scale gold mining, exploitive domestic labor, and commercial sexual exploitation of children.[14] The most recent of these projects, which ended in 2007, withdrew 2,036 children from exploitive work and prevented 3,582 children from entering such activities.[15]

[13] USDOL, "2008 Findings on the Worst Forms of Child Labor," Peru Country Report, p. 302.
[14] USDOL, "Project Status—Americas," http://www.dol.gov/ilab/projects/americas/project-americas.htm.
[15] USDOL, "2007 Findings on the Worst Forms of Child Labor," Peru Country Report, p. 273.

USDOL-funded Projects in Peru

Years	Grantee	Project	Amount
2002–2006	World Learning	Combating Child Labor Through Education in Peru	$1,500,000
2006–2010	International Youth Foundation	*Prepárate para la Vida* (Get Ready For Life)	$5,090,000
2000–2005	ILO-IPEC	Program to Prevent and Progressively Eliminate Child Labor in Small-Scale Traditional Gold Mining in South America, Phases 1 & 2	$4,480,000
2001–2005	ILO-IPEC	The Prevention and Elimination of Child Labor Domestic Labor in South America	$4,670,000
2004–2007	ILO-IPEC	Prevention and Elimination of Child Domestic Labor (CDL) and Commercial Sexual Exploitation of Children (CSEC) in Chile, Colombia, Paraguay and Peru	$5,500,000
Total Peru and Regional			**$21,240,000**
Peru Only Total			**$6,590,000**
***Regional Total**			**$14,650,000**

The Government of Peru has ratified ILO Conventions 182 and 138, and is an ILO-IPEC participating country. The law sets the minimum age for employment at 14 years, but includes provisions for older minimum ages for certain industries, such as agriculture, mining and fishing. Children working under age 18 are required to register their work with labor authorities and must be issued a permit from the Ministry of Labor. There are also restrictions on the number of hours per day and per week that children can work; the law also prohibits work at night for children. The Government of Peru has published a list of hazardous work activities from which minors are prohibited, including selling alcohol, in sexually exploitive situations, with garbage, with animal remains, or lifting heavy weights. Statutes prohibit and provide penalties for trafficking of persons.[16]

The Ministry of Labor's Office of Labor Protection for Minors is responsible for investigating illegal child labor practices and the Office of the Ombudsman for Children and Adolescents keeps track of child labor law violations and maintains a reporting and tracking system. The Peruvian National Police's Trafficking Investigation Unit investigates trafficking cases. The Government of Peru hosts a National Committee to Prevent and Eradicate Child Labor, which brings together NGOs, labor unions, and employer organizations within the country to implement a National Plan for the Prevention and Eradication of Child Labor. The Ministries of Trade and Tourism and Foreign Affairs have also conducted campaigns against child trafficking and sex tourism. In addition to projects funded by USDOL, the Government of Peru participated in a four-year ILO-IPEC regional project to eradicate child labor in Latin America, funded by the Government of Spain, and has cooperated with several NGOs to implement projects funded by the US Department of State to combat trafficking in persons.[17]

[16] USDOL, "2008 Findings," p. 302–303.
[17] USDOL, "2008 Findings," p. 303–304.

Prepárate para la Vida (Prepa) Project in Peru

On September 30, 2006, International Youth Foundation (IYF) received a 4-year Cooperative Agreement worth $5.09 million from USDOL to implement an EI project in Peru, aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the five goals of the USDOL project as outlined above. IYF was awarded the project through a competitive bid process.

As stipulated in the Cooperative Agreement, the project targets 5,250 children ages 11 to 15 years for withdrawal and 5,250 children for prevention from exploitive child labor. The project provides educational programs to enable progress towards completion of secondary school or vocational certification, and focuses on informal urban work in Lima, Callao, Trujillo, and Iquitos, including sectors such as street and market vending, micro-drug trafficking, and commercial sexual exploitation of children. The goal of the project is to improve access to and quality of education as a means to combat child labor in Peru, with objectives of raising awareness of the impact of exploitive labor on children; gaining access to children working in exploitive conditions, and supporting them with educational opportunities to withdraw them; improving the quality of teaching and learning in formal schools; and building government capacity to combat child labor at the national level.

The specific approaches and strategies utilized by the project include:

- Conducting targeted awareness raising with parents, community members, children/youth, and other key stakeholders, as well as widespread media campaigns and data dissemination.

- Hosting seminars with employers associations and chambers of commerce to develop ethical codes of conduct regarding children's legal work practices.

- Offering educational programs which includes life skills curricula, registration of children into shelters if needed, radio-catch-up programs, mentoring and support leading to full withdrawal.

- Improving quality in non-project supported public schools, and reducing absenteeism and improving educational quality in project-supported schools.

- Creating an information system to monitor children's working and educational status.

Midterm Evaluation

A midterm evaluation was conducted in November-December 2008 by John F. Helwig, an independent international consultant. The evaluation consisted of document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; site visits (observation) in Callao, Iquitos, Trujillo, and Lima and a stakeholder workshop.

The midterm evaluation found that the project had been quite successful in raising awareness among key stakeholders and in retaining youth in school. However, the evaluation also revealed

significant problems with the management of IYF's three separate subcontractors as well as design flaws in the monitoring of the program and the measurement of its outcomes. The project also originally proposed the creation of a Consultative Committee, which had not yet been formed, hampering the project's policy and advocacy outcomes. The evaluation also found that although the project mainly targeted out-of-school youth, over 90% of school-aged youth did attend school in the selected areas, rendering the out-of-school youth program somewhat unnecessary.

The key recommendations from the midterm evaluation were:

- The project should form and activate a Consultative Committee, comprising principle representatives from the grantee and its subcontractors; government entities, such as the Ministry of Labor, the Ministry of Education (MOE), and the Ministry of Women and Social Development (MIMDES) and the National Committee for Prevention and Elimination of Child Labor.

- The project director should convene with the top-level representatives of the three subcontractors on a regular basis to discuss progress and problems, data gathering, and plans for future actions.

- The grantee should take the necessary steps to define and organize common concepts, so that they can clearly report on the enrollment, retention, and completion of the targeted youth.

- Children who are classified as "completers" should be monitored through the length of the project. Plans for tracking and recording children's progress should be developed and incorporated into subcontractor annual work plans.

II PURPOSE AND SCOPE OF EVALUATION

OCFT-funded projects are subject to midterm and final evaluations. The field work for final evaluations is generally scheduled three months before the end of the project. The *Prepárate* Para la Vida project in Peru went into implementation in September 2006 and is due for final evaluation in 2010.

Scope of Evaluation

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

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

Final Evaluation Purpose

The purpose of the final evaluation is to:

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so.

2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.

3. Assess the intended and unintended outcomes and impacts of the project.

4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors, including the positive innovations which the project introduced.

5. Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations.

The evaluation should also provide documented lessons learned, good practices, and models of intervention that will serve to inform future child labor projects and policies in Peru and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and IYF. Recommendations should focus around lessons learned and good practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

Intended Users

This final evaluation should provide USDOL, IYF, other project specific stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation and its impact on project beneficiaries. Lessons learned and good practices should be used by stakeholders in the design and implementation of subsequent phases or future child labor projects in the country and elsewhere as appropriate. The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

Evaluation Questions

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

Relevance

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

1. Does the project design seem to be adequately supporting the five USDOL goals, as specified above? If not, which ones are not being supported and why not?

2. Have the project assumptions been accurate?

3. What are the main project strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? What is the rationale behind using these strategies? How relevant were these strategies given the implementing environment?

4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e., poverty, lack of educational infrastructure, lack of demand for education, etc.) Has the project been successful in addressing these obstacles?

5. Is the project design appropriate for the cultural, economic, and political context in which it works?

6. What perceptions of the project do parents, teachers and other community members have? Is the project seen as relevant by these stakeholders?

7. How has the project fit within existing programs to combat child labor and trafficking, especially government initiatives?

8. Does the project work/engage with children from MANTHOC (*Movimiento de Adolescentes y Niños Trabajadores Hijos de Obreros Cristianos*)? If yes, what strategies does the project use in its work with these children? If not, why not?

9. Did the project adjust implementation and/or strategy based on the findings and recommendations of the midterm evaluation?

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

11. How successful was the project in reaching its intended target population of children engaged in or at risk of entering exploitive child labor?

Effectiveness

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

1. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?

2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (i.e., leveling curriculum, life skills curriculum, vocational training and apprenticeship program, psychological services, and formal education). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?

3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking, specifically with regard to the diverse population from which the children come.

4. Assess the effectiveness of the specific models (i.e., the *Fe y Alegría*, CHSA, and CEDRO educational models) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.

5. Address the effectiveness of the introduction of a prevention program in a school network.

6. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (street and market vendors, micro-drug traffickers, other dangerous informal sector work, and sexually exploited children in prostitution)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?

7. Are there any sector specific lessons learned regarding the types and effectiveness of the services provided?

8. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not?

9. What are the management strengths, including technical and financial, of this project?

Efficiency

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

1. Is the project cost-efficient?

2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?

3. Was the monitoring system designed efficiently to meet the needs and requirements of the project?

Impact

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

1. What appears to be the project's impact, if any, on individual beneficiaries (children, parents, teachers, etc.)?

2. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?

3. What appears to be the project's impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?

4. What appears to be the project's impact, if any, on government and policy structures in terms of system-wide change on education and child labor issues? Specifically, assess the impact of the project's "output 4" strategy to build capacity of regional governments, incorporate child labor into the Construyendo Peru program, and to create a Congressional Committee to Combat Child Labor.

Sustainability

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

1. Were the exit strategy and sustainability plan integrated into the project design? Will it likely be effective?

2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?

3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?

4. What have been the major challenges and opportunities, if any, of maintaining coordination with the host country government, particularly the Ministry of Education, Ministry of Women and Social Development, and Ministry of Labor, as well as other government agencies active in addressing related children's issues?

5. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO-IPEC?

6. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?

7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?

8. Will the *Fe y Alegría*, CHSA, and CEDRO educational services, monitoring systems, and other committees/groups and systems created by the project be sustainable?

9. What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions?

III EVALUATION METHODOLOGY AND TIMEFRAME

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

A Approach

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

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.

2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (http://www.ilo.org/ipecinfo/product/viewProduct.do?productId=3026) and

UNICEF Principles for Ethical Reporting on Children (http://www.unicef.org/media/media_tools_guidelines.html).

3. Gender and cultural sensitivity will be integrated in the evaluation approach.

4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, whilst ensuring that key information requirements are met.

5. As far as possible, a consistent approach will be followed in each project site, with adjustments to the made for the different actors involved and activities conducted and the progress of implementation in each locality.

B Final Evaluation Team

The evaluation team will consist solely of the international evaluator. One member of the project staff may travel with the team to make introductions. This person is not involved in the evaluation process.

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

C Data Collection Methodology

1. Document Review

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

- Project files (including school records) as appropriate

2 Question Matrix

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

3 Interviews with Stakeholders

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

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

4 Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers.

D Ethical Considerations and Confidentiality

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

E Stakeholder Meeting

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

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

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

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

F Limitations

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

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

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

G Timetable and Workplan

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

Activity	Responsible Party	Proposed Date(s)
Phone interview with USDOL and Grantee Staff/Headquarters	ICF Macro, USDOL, Grantee, Evaluator	June 2010
Desk Review	Evaluator	June 2010
Question Matrix and Instruments due to ICF Macro/USDOL	Evaluator	July 1
Finalize TOR and submit to Grantee and USDOL	USDOL/ICF Macro/Evaluator	June 25
International Travel		July 4
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	July 5
Field Site Visits	Evaluator	July 6-16
National Stakeholder Meeting		July 19
International Travel		July 20
Post-evaluation debrief call with USDOL		July 26
Draft report to ICF Macro for QC review	Evaluator	August 2
Draft report to USDOL & Grantee for 48 hour review	ICF Macro	August 6
Translation of draft report	Evaluator	August 20
Draft report released to stakeholders	ICF Macro	August 20
Comments due to ICF Macro	USDOL/Grantee & Stakeholders	September 3
Report revised and sent to ICF Macro	Evaluator	September 10
Revised report sent to USDOL	ICF Macro	September 10
Final approval of report	USDOL	September 24
Translation of final report	Evaluator	September 30
Finalization & distribution of report	ICF Macro	October 21

IV EXPECTED OUTPUTS/DELIVERABLES

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

I. Table of Contents

II. List of Acronyms

III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)

IV. Evaluation Objectives and Methodology

V. Project Description

VI. Relevance

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

VII. Effectiveness

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

VIII. Efficiency

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

IX. Impact

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

X. Sustainability

- A. Findings—answering the TOR questions
- B. Lessons Learned/Good Practices

XI. Recommendations and Conclusions

- A. Key Recommendations—critical for successfully meeting project objectives
- B. Other Recommendations—as needed
  1. Relevance
  2. Effectiveness
  3. Efficiency
  4. Impact
  5. Sustainability

XII. Annexes—including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

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

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

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

After returning from fieldwork, the first draft evaluation report is due to ICF Macro on August 2, 2010, as indicated in the above timetable. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on September 10, 2010, as indicated in the above timetable. All reports including drafts will be written in English and Spanish.

V EVALUATION MANAGEMENT AND SUPPORT

ICF Macro has contracted with María Elena Garcia to conduct this evaluation. Dr. Garcia holds a PhD in Anthropology and is an Associate Professor at the Jackson School of International Studies and the Comparative History of Ideas program at the University of Washington. In the fall of 2009, she was part of a team which evaluated the USDOL-funded EI project in Bolivia. She has written numerous books and articles on indigenous politics in Latin America. Dr. Garcia's recent research includes studies on education in indigenous populations, including field research on the impact of the PROEIB Andes, a project based in Bolivia which promotes intercultural bilingual education in Latin America. The contractor/evaluator will work with OCFT, ICF Macro, and relevant IYF staff to evaluate this project.

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

ICF Macro or its subcontractors should contact Kate Raftery (k.raftery@IYFNet.org or 410-951-1547) to initiate contact with field staff. The primary point of contact for the project in Peru is Walter Twanama (w.twanama@IYFNet.org or 511-446-9977).

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ANNEX B: TERMS OF REFERENCE—CROSS-REFERENCES

Project Name: ***Prepárate para la Vida***
Country: Peru
Final Evaluation Report
Date: July 2010

CROSS REFERENCE OF USDOL QUESTIONS IN TOR AND ANSWERS IN THE EVALUATION REPORT

Relevance

Question in TOR	Pages
1. Does the project design seem to be adequately supporting the five USDOL goals, as specified above? If not, which ones are not being supported and why not?	
2. Have the project assumptions been accurate?	
3. What are the main project strategies/activities designed toward meeting objectives in withdrawing/preventing children from WFCL? What is the rationale behind using these strategies? How relevant were these strategies given the implementing environment?	
4. What are the main obstacles or barriers that the project has identified as important to addressing child labor in this country? (i.e., poverty, lack of educational infrastructure, lack of demand for education, etc.) Has the project been successful in addressing these obstacles?	
5. Is the project design appropriate for the cultural, economic, and political context in which it works?	
6. What perceptions of the project do parents, teachers and other community members have? Is the project seen as relevant by these stakeholders?	
7. How has the project fit within existing programs to combat child labor and trafficking, especially government initiatives?	
8. Does the project work/engage with children from MANTHOC (*Movimiento de Adolescentes y Niños Trabajadores Hijos de Obreros Cristianos*)? If yes, what strategies does the project use in its work with these children? If not, why not?	
9. Did the project adjust implementation and/or strategy based on the findings and recommendations of the midterm evaluation?	
10. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?	
11. How successful was the project in reaching its intended target population of children engaged in or at risk of entering exploitive child labor?	

Effectiveness

Question in TOR	Pages
1. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?	
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (i.e., leveling curriculum, life skills curriculum, vocational training and apprenticeship program, psychological services, and formal education). Did the provision of these services result in children being withdrawn/prevented from exploitive child labor/trafficking and ensure that they were involved in relevant educational programs?	
3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor/trafficking, specifically with regard to the diverse population from which the children come.	
4. Assess the effectiveness of the specific models (i.e., the *Fe y Alegría*, CHSA, and CEDRO educational models) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.	
5. Address the effectiveness of the introduction of a prevention program in a school network.	
6. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (street and market vendors, micro-drug traffickers, other dangerous informal sector work, and sexually exploited children in prostitution)? In a larger sense, did they accurately identify the *worst* forms of child labor in the country?	
7. Are there any sector specific lessons learned regarding the types and effectiveness of the services provided?	
8. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not?	
9. What are the management strengths, including technical and financial, of this project?	

Efficiency

Question in TOR	Pages
1. Is the project cost-efficient?	
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?	
3. Was the monitoring system designed efficiently to meet the needs and requirements of the project?	

Impact

Question in TOR	Pages
1. What appears to be the project's impact, if any, on individual beneficiaries (children, parents, teachers, etc.)?	
2. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?	
3. What appears to be the project's impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?	
4. What appears to be the project's impact, if any, on government and policy structures in terms of system-wide change on education and child labor issues? Specifically, assess the impact of the project's "output 4" strategy to build capacity of regional governments, incorporate child labor into the Construyendo Peru program, and to create a Congressional Committee to Combat Child Labor.	

Sustainability

Question in TOR	Pages
1. Were the exit strategy and sustainability plan integrated into the project design? Will it likely be effective?	
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustainable funding?	
3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?	
4. What have been the major challenges and opportunities, if any, of maintaining coordination with the host country government, particularly the Ministry of Education, Ministry of Women and Social Development, and Ministry of Labor, as well as other government agencies active in addressing related children's issues?	
5. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO-IPEC?	
6. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?	
7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?	
8. Will the *Fe y Alegría*, CHSA, and CEDRO educational services, monitoring systems, and other committees/groups and systems created by the project be sustainable?	
9. What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions?	

ANNEX C: LIST OF DOCUMENTS REVIEWED

PROJECT BACKGROUND DOCUMENTS

- IYF Cooperative Agreement
- Macro Report: Children Working in Informal Sector Marketplaces Lima, Peru, January 12, 2007
- Final *Prepa* Project Document, March 28, 2007
- *Prepa* Technical Progress Reports and Responses to DOL questions/comments
  - March 2007, September 2007
  - March 2008, September 2008
  - March 2009, September 2009
  - March 2010
- Midterm Evaluation Report, December 2009
- IYF Peru Final Report (audit)
- Project revision Oct 21 (2009)
- Project revision approval-CP

INTERNAL PROJECT DOCUMENTS

- Modulo: habilidades para la vida
- Modulo: sesión educativa, El Trabajo no es Cosa de Niños
- Diseño Taller de Docentes
- Rotafolio (diseñado con CPETI and ILO-IPEC)
- Monitoring and Evaluation Forms
- Reporte Beneficiarios de CEDRO, CHSA, y *Fe y A*legria

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ANNEX D: LIST OF PERSONS CONSULTED

National Authorities, ILO-IPEC Rep, and NGO reps

No.	Name	Title
1	Katia Romero	ILO-IPEC
2	Freddy Sanchez	MOE, Dirección de Tutorías
3	Juan Navarro	Secretario Técnico, CPETI; MOL rep
4	Isaac Ruiz	Marcha Global Contra el Trabajo Infantil
5	Moisés Siguas	Coordinador, Red por un Mundo Sin Trabajo Infantil
6	Cecilia Soto Canny	Telefónica, coordinadora de Fortalecimiento Socio Institucional de Pro Niño
7	Tania Silva	Directora, Programa ProNiño, Telefónica
8	Carlos Gherzi	Director, Proyecto Tejiendo Redes de Felicidad, SwissContact

Local Authorities and School Directors

No.	Name	Title
9	Norma	Directora, Direccion Regional de Trabajo y Promocion de Empleo de Loreto (Iquitos)
10	Ruth Evelyn Mattos	responsable del CPETI Loreto, Direccion Regional de Trabajo y promocion del empleo (Iquitos)
11	Antonia Ihuaraqui Manuyama	Directora, Nuevo Punchana School, Masusa (Iquitos)
12	Evelyn Yalta	Jefa, DEMUNA, Distrito de San Juan Bautista (Iquitos)
13	Lucio Zevallos Pinto	Director, Colegio San Martin de Porres, Villa El Salvador (Lima)
15	Hno. Marco Antonio Salazar Cayuri	Director, School #43, Ventanilla (Lima)
16	Prof. Beatriz Mendez Palomino	Directora, School #11, Comas (Lima)
17	Hna. Maria Jesus Bustillo Fernandez	Directora, School #13, Comas (Lima)
18	Nora Benod	Gerencia de Educación (Trujillo)
19	Otto Vargas Barrantes	Secretario Técnico, CPETI (Trujillo)

USDOL Program Manager, IYF Project manager, director and staff

No.	Name	Title
20	Katie Cook	USDOL Program Manager
21	Kate Raftery	IYF Project Manager (Baltimore)
22	Walter Twanama	IYF Project Director (Lima)
23	Deborah Laporta	IYF Education Specialist
24	Karina Rivera	IYF M&E Specialist

CEDRO Staff

No.	Name	Title
25	Alejandro Vassilaqui	CEDRO director
26	Sonia Martinez	Project Coordinator
27	Angel Alvarez	Coordinator, Out-of-School program
28	Enrique Siguas	Awareness coordinator
29	Imelda Cruzado	Coordinator, In-school program
30	Rocio Taboada Pilco	Coordinadora del proyecto en Trujillo
31	Liliana Mercedes Polonio Chávez	Promotora, IE Virgen del Carmen (Trujillo)
32	Sheyla Tania Reyes Obeso	Facilitadora, IE Virgen del Carmen (Trujillo)
33	Erlit Adriana Ulloa Bailón	Practicante de sicología, IE Virgen del Carmen (Trujillo)
34	Luisa Martina Zapata Santisteban	Promotora, Centro de Referencia (Barrio 3, Trujillo)
35	Rosa Angélica Sánchez Huamán	Facilitadora, Centro de Referencia (Barrio 3, Trujillo)
36	Paul Alexander Santos	Practicante, Centro de Referencia (Barrio 3, Trujillo)

CHSA Staff

No.	Name	Title
37	Andrea Querol	Director, CHSAlternativo (Lima)
38	Ana Cecilia Romero	Coordinadora del Proyecto (Iquitos)
39	Alejandro	Miembro, equipo tecnico, Iquitos
40	Viviana	Miembro, equipo tecnico, Iquitos
41	Isabel	Miembro, equipo tecnico, Iquitos
42	James	Miembro, equipo tecnico, Iquitos
43	Lucho	Miembro, equipo tecnico, Iquitos
44	Julio	Miembro, equipo tecnico, Iquitos
45	Danny	Miembro, equipo tecnico, Iquitos
46	Juan	Miembro, equipo tecnico, Iquitos

***Fe y A*legria Staff**

No.	Name	Title
47	Padre Juan Cuquerella	Director of *Fe y A*, Peru
48	Lala Romero	Directora, Departamento de Formación
49	Anna M.	Responsible de Planificación
50	Jose Aguedo	Coordinador de Educación Técnica
51	Oscar Badillo	Coordinacion de proyectos
52	Carmen	Depot de proyectos
53	Gloria Costa	Educación Técnica
54	Elizabeth	Consultora de IYF, evaluación de implementación del proyecto

The evaluator also consulted with other volunteers, promotores, interns, and facilitators in schools and centros de referencia; teachers working with the project; 3 *Fe y Alegría* school child labor coordinators; beneficiaries (children in schools and in centros de referencia); families of beneficiaries (primarily mothers, aunts, grandmothers, and one father); and others whose names are not included to preserve anonymity.

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ANNEX E: STAKEHOLDER WORKSHOP AGENDA AND LIST OF PARTICIPANTS

Stakeholder Workshop Agenda Presentation of Final Evaluation of Prepárate para la Vida Project in Peru

Monday July 19, 2010

3:00-3:15: Words of Introduction, Walter Twanama, IYF project director

3:15-4:15: Presentation by María Elena García, Final evaluation preliminary findings

4:15-4:30: Break/Refreshments

4:30-6:00: Discussion of presentation and additional comments from stakeholders

List of Participants

Reunión de Stakeholders

Día: Lunes 19/07/10

Lugar: Casa Del Maestro De *Fe y Alegría* (Jirón Cahuide 852-Jesús María)

Hora: 15:00 Hrs.

Cuadro Resumen De Invitados

N°	Nombres y Apellidos	Clasificación	Institucion
1	Alberto Arenas	Subdirector	CHS A
2	Juan Navarro Pando	Secretario Tecnico CPETI	Ministerio De Trabajo
3	Milagros Ho	Consultora CPETI	IYF
4	Angela Zelada	Consultora en el Congreso de la Republica	IYF
5	Corey A Hancock	Program Officer	Usaid-Embajada Usa
6	John Gamarra	Especialista de la Direccion del Niño, Niña y Adolescentes	Ministerio de la Mujer y Desarrollo Social—Mimdes
7	Fredy Sanchez	Especialista de la Direccion de Tutoria y Orientacion Educativa	Ministerio de Educacion
8	Alejandro Vassilaqui	Director	Cedro
9	Cecilia Villegas Canashiro	Directora Nacional Pedagogica	*Fe y A*legria
10	Jose Aguedo Villacorta	Coordinador Nacional de Educacion Tecnica EPT	*Fe y A*legria
11	Carmen Takayama	Oficial de Proyectos	*Fe y A*legria
12	Oscar Badillo	Jefe de Proyectos	*Fe y A*legria
13	Kate Raftery	Vice-president	IYF

N°	Nombres y Apellidos	Clasificación	Institucion
14	Walter Twanama	Director—Field Office Peru	IYF
15	Karina Rivera	M&E Officer—Field Office Peru	IYF
16	Deborah Laporta	Education Specialist—Field Office Peru	IYF
17	Sonia Martinez	Coordinadora del Proyecto	Cedro
18	Angel Alvarez	Coordinador no Escolarizados	Cedro
19	Imelda Cruzado	Coordinadora Escolarizados	Cedro
20	Enrique Siguas	Coordinador de Sensibilizacion	Cedro
21	Jorge Terrazas	Especialista en Monitoreo	Cedro
22	Elisa Arenas	Coordinadora de Proyecto *Fe y A*-IYF	IYF
23	Lucio Zevallos Pinto	4.Director	IE San Martín de Porres
24	Lynn Toledo Páucar	4.Director	IE Francisco Bolognesi
25	Teresa Mendoza Álvarez	4.Director	IE Independencia Americana
26	Otoniel Villanca Cochachín	3.Docente	IE Francisco Bolognesi
27	Ana Ramírez	3.Docente	IE Señor De Los Milagros
28	Óscar Félix Luis Pablo	3.Docente	IE Independencia Americana
29	Leyla Mejía Loayza	3.Docente	IE Villa El Salvador
30	María Rodríguez Díaz	2.Ppff	Cr Sarita Colonia
31	Víctor Raúl Acuña Cahuana	2.Ppff	La Encantada
32	Jhordi Arcadio Gutiérrez Ramírez	1.Nna	Cr. Cristo de la Paz.
33	Jeferson Alberto Avalos Rodríguez	1.Nna	Cr Sarita Colonia
34	Rosa Neyra Alberca	1.Nna	Cr. Cristo de la Paz.
35	Noeli Marín Cervantes	1.Nna	Ie San Martín de Porres
36	Frank Acuña Alvarado	1.Nna	La Encantada
37	Gladys Barboza	6.Aut Func Gob Local	Municipalidad de Comas

ANNEX F: EVALUATION SCHEDULE

FINAL EVALUATION OF *PREPÁRATE* PARA LA VIDA PROJECT IN PERU

Sunday, July 4: Travel to Peru

Monday, July 5

- Meeting with IYF project director and team
- Meeting with CEDRO management and project team

Tuesday, July 6

- Meeting with CHSAlternativo management (Lima)
- Meeting with *Fe y A*legria management and project team

Wednesday, July 7

- Attend CPETI monthly meeting
- Meeting with ILO representative, Katia Romero
- Meeting with CPETI secretario técnico, Juan Navarro
- Fly to Iquitos

Thursday, July 8

- Meeting with regional CPETI and local education authorities
- Meeting with beneficiaries and families
- Meeting with school directors and teachers
- Visits to schools and Centro de Referencia
- Meeting with CHSA project team in Iquitos
- Fly to Lima

Friday, July 9

- Visits to *Fe y A*legria schools
- Meeting with teachers and school directors

Saturday, July 10: Visit to CEDRO centro de referencia (San Juan de Lurigancho)

Sunday, July 11: Type up notes and begin processing information from first week

Monday, July 12

- Meetings with NGOs (Marcha and Red)
- Meeting with Telefónica Reps for ProNiño project
- Meeting with Deborah Laporta to discuss materials for afterschool programs, workshops with parents, and teacher training workshops

Tuesday, July 13: Visit to CEDRO schools in Lima and Callao

Wednesday, July 14

- Visit to *Fe y Alegría* Schools
- Visit to CEDRO Schools
- Fly to Trujillo

Thursday, July 15

- Meeting with CEDRO project manager in Trujillo
- Visit to CEDRO school
- Meetings with beneficiaries, parents, and teachers
- Meeting with local education authorities and regional CPETI rep
- Visit to CEDRO Centro de Referencia

Friday, July 16

- Fly to Lima
- Meeting with Freddy Sanchez, MOE, Direccion de Tutoria
- Meeting with Karina Rivera; go over evaluation/tracking instruments
- Meeting with Kate Raftery, IYF project manager based in Baltimore

Saturday, July 17: Prepare stakeholder presentation

Sunday, July 18: Prepare stakeholder presentation

Monday, July 19

- Finalize stakeholder presentation
- 3:00: Stakeholder meeting
- 6:30: Drive to airport

Tuesday, July 20: Return to Seattle

Wednesday, July 21–Monday, August 2: Prepare first draft of final evaluation report and send to Macro for review

ANNEX G: PROJECT GOAL ACHIEVEMENT

Project Goal Achievement by Subcontractor

	2007-II			2008-I			2008-II			2009-I			2009-II			2010-I			2010-II			PROJECT LIFE			TARGET		
CEDRO	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT				TARGET	ACTUAL	
INSCRITOS NO ESC				37	77	114	139	117	256	132	95	227	101	101	202	215	156	371	45	35	80	669	581	1,250			
RETIRADOS NO ESC							88	84	172	46	35	81	200	177	377	55	36	91	165	136	301	554	468	1,022	1,000	1,022	22
INSCRITOS ESC	314	210	524	532	416	948	591	505	1096	147	119	266	816	997	1813	232	242	474	580	633	1213	3,212	3,122	6,334			
RETIRADOS ESC							231	248	479	347	270	617	705	916	1621	122	139	261	597	696	1293	2,002	2,269	4,271	4,250	4,271	21
INSCRITOS	314	210	524	569	493	1062	730	622	1352	279	214	493	917	1098	2015	447	398	845	625	668	1293	3,881	3,703	7584			
RETIRADOS	0	0	0			0	319	332	651	393	305	698	905	1093	1998	177	175	352	762	832	1594	2,556	2,737	5293	5,250	5,293	43

	2007-II			2008-I			2008-II			2009-I			2009-II			2010-I			2010-II			PROJECT LIFE			TARGET		
FYA	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT				TARGET	ACTUAL	
INSCRITOS PREVENCION	1138	1077	2215				1186	1180	2366				640	690					3537	4007	7544	6,501	6,954	12,125			
PREVENIDOS	1089	1013	2102				1186	1180	2366										1661	2019	3680	3,936	4,212	8,148	5,250	8,148	2898

	2007-II			2008-I			2008-II			2009-I			2009-II			2010-I			2010-II			PROJECT LIFE			TARGET		
CHS	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT				TARGET	ACTUAL	
INSCRITOS PREVENCION										40	65	105	101	163	264	32	153	185	166	128	294	339	509	848			
PREVENIDOS										40	65	105				32	153	185	267	291	558	339	509	848	900	848	-52
INSCRITOS RETIRO	60	25	85	8	0	8	44	65	109	29	38	67	68	79	147	66	27	93	62	40	102	337	274	611			
RETIRADOS							0	0	0	65	28	93	27	37	64	34	44	78	88	40	128	214	149	363	360	363	3

	2007-II			2008-I			2008-II			2009-I			2009-II			2010-I			2010-II			PROJECT LIFE			TARGET		
TPR	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	M	F	TOT	TARGET	ACTUAL	
INSCRITOS PREVENCION	1138	1077	2215	0	0	0	1186	1180	2366	40	65	105	741	853	1594	32	153	185	3703	4135	7838	6,840	7,463	14,303			
PREVENIDOS	1089	1013	2102	0	0	0	1186	1180	2366	40	65	105	0	0	0	32	153	185	1928	2310	4238	4,275	4,721	8,996	5,250	8,996	3,746
INSCRITOS RETIRO	374	235	609	577	493	1070	774	687	1461	308	252	560	985	1177	2162	513	425	938	687	708	1395	4218	3977	8,195			
RETIRADOS	0	0	0	0	0		319	332	651	458	333	791	932	1130	2062	211	219	430	850	872	1722	2770	2886	5,656	5250	5,656	406
INSCRITOS	1512	1312	2824	577	493	1070	1960	1867	3827	348	317	665	1726	2030	3756	545	578	1123	4390	4843	9233	11,058	11,440	22,498			

Source: IYF Internal Document