Final Performance Evaluation

Combatting Exploitative Rural Child Labor in Peru "Semilla Project"
(Phases II and III)

United States Department of Labor

Bureau of International Labor Affairs

Office of Child Labor, Forced Labor, and Human Trafficking

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IMPAQ INTERNATIONAL LLC

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Final Performance Evaluation of *Combatting Exploitative Rural Child Labor in Peru "Semilla Project" (Phases II and III)*
Final Evaluation Report

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ACKNOWLEDGEMENTS

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LIST OF EXHIBITS

LIST OF ACRONYMS

ADECOST	Asociación de Desarrollo de Comunidades Secundaria Tutorial (Association of Community Development Secondary Tutorial)
CMEP	Comprehensive Monitoring and Evaluation Plan
CPETI	Comité Directivo Nacional para la Prevención y Erradicación del Trabajo Infantil (National Committee for the Prevention and Eradication of Child Labor)
DEMUNA	Defensoría Municipal del Niño, Niña y Adolescente (Municipal Children's Defense Office)
DISER	Dirección de Servicios Educativos en el Ámbito Rural (Ministry of Education's Rural Education Services)
DRE	Dirección Regional de Educación (Regional Office of Education)
DyA	Desarrollo y Autogestión
ENPETI	Estrategia Nacional para la Erradicación de Trabajo Infantil (National Child Labor Eradication Strategy)
ILAB	USDOL's Bureau of International Labor Affairs
ILO	International Labor Organization
M&E	Monitoring and Evaluation
MEF	Ministerio de Economía y Finanzas (Ministry of Economy and Finance)
MIDIS	Ministerio de Desarrollo e Inclusión Social (Ministry of Development and Social Inclusion)
MINEDU	Ministerio de Educación (Ministry of Education)
MTPE	Ministerio de Trabajo y Promoción del Empleo (Ministry of Labor and Employment Promotion)
NGO	Non-Governmental Organization
OCFT	USDOL/ILAB's Office of Child Labor, Forced Labor and Human Trafficking
PRELAR	Programa de Reconversión Laboral para Adolescentes en Zonas Rurales (Teen Job Readiness Program)
ST	Secundaria Tutorial (Secondary Tutorial)
TOC	Theory of Change
TOR	Terms of Reference
TPR	Technical Progress Report
UGEL	Unidad de Gestión Educativa Local (Local Education Management Units)
USDOL	United States Department of Labor

EXECUTIVE SUMMARY

Background

The United States Department of Labor (USDOL) awarded the Centro de Desarrollo y Autogestión (DyA) a four-year, USD $13 million grant to implement the Semilla project in Peru from December 2011 to December 2015. The project's objective was to reduce exploitative child labor in agricultural and rural areas through a multi-faceted approach following the objectives outlined in Peru's National Child Labor Eradication Strategy (ENPETI, 2011-2020). In June 2016, USDOL granted the Semilla Project an additional $3 million over a two-year period to implement Semilla Phase II. This second phase focused on promoting the long-term sustainability of the project's educational interventions and strengthening the capacity of the Peruvian government, at all levels, to implement programs aimed at effectively addressing child labor. In January 2019, DyA received a 12-month extension for Phase III and an additional $250,000 to scale up Semilla's Child-Labor Free Production model into a national accreditation program of the Ministry of Labor and Employment Promotion (MTPE).

Evaluation Objectives and Approach

The scope of the final evaluation encompasses (1) an ex-post analysis of the transfer of project models that were part of Semilla Phase II (2016-2018) activities and (2) a final evaluation of Semilla Phase III (2019) activities. The data collection methodology is primarily qualitative in nature. The evaluators conducted field visits, interviews and focus groups to obtain qualitative information. Quantitative data were obtained from available M&E records and project reports and incorporated into the analysis. Quantitative and qualitative data were triangulated for many of the evaluation questions to strengthen the credibility and validity of the results.

The evaluators conducted interviews with a wide range of stakeholders in Lima and in the Pasco and Junín intervention regions. In total, 151 stakeholders were interviewed individually or in small groups. These included Semilla Project staff; local, regional and national government representatives; teachers; students and adolescents benefiting from Semilla-developed educational and job readiness programs; parents of child and adolescent beneficiaries; and agricultural producers participating in the Child Labor Free Accreditation/Seal program.

Main Findings and Conclusions

The findings address the 12 evaluation questions approved in the Terms of Reference. This report organizes them by evaluation area: project relevance, effectiveness, and sustainability.

Project Relevance

Stakeholder Needs for Transfer of Programs: The Semilla Project Phases II and III effectively identified the needs of project stakeholders—communities, participants/beneficiaries, and government—that could contribute to the sustainability and transferability of Semilla-developed programs and initiatives. To this end, the Semilla Project implemented a wide range of strategies to institutionalize and scale up programs initiated during Phase I, including the implementation of a "transition bridge" to co-execute programs and build capacities of government implementers throughout the transfer process.

Impact of Political Instability: The Semilla Project Phases II and III, June 2016 to November 2019, were executed at a time of great political instability in Peru. The Semilla Project staff successfully mitigated the effects of political instability through a combination of persistence, flexibility and political astuteness that kept project activities and the transfer processes moving forward.

Effectiveness

Programs Transferred to National Governments: The Semilla Project successfully transferred the Secondary Tutorial program to the Ministry of Education (MINEDU) and the Child Labor Free Accreditation/Seal model to the Ministry of Labor (MTPE). The successful development and approval of regulatory frameworks, i.e. Ministerial Resolutions, protect the transferred programs from the personal decisions of authorities in any given governmental administration.

Programs Partially Transferred: The Semilla Project intended to transfer the Academic Leveling program to MINEDU's Primary Education Department; however, stakeholders involved in the process remarked that MINEDU's lack of support resulted in the program's transfer to the Regional Office of Education in Junin, with little support from national education authorities. MINEDU's slow progress in adopting and scaling up the Academic Leveling program leaves a significant gap in educational services that address the needs of children who lag behind in school, due to social factors including child labor.

Programs Transferred to Local Governments: The Semilla Project successfully transferred the Teen Job Readiness (PRELAR) program, which included the Municipal Management Model, to four municipalities in the regions of Junín and Pasco. The municipal ordinances approved in each of the municipalities provide the legal framework for the continuation of both PRELAR and the Municipal Management Model; however, without national support, the funding for the PRELAR program depends on the political will of municipal authorities. The Municipal Management Model incurs no additional costs for municipalities.

Unintended Outcomes: The Municipal Management Model provided an effective tool for establishing a municipal referral system for cases of child labor detected. MTPE has adopted the Model and adapted it for ease of implementation. However, MTPE's adaptation of the Model overlooked the process of creating the necessary local conditions to implement the Model, thereby jeopardizing its effectiveness in other municipalities.

Factors Contributing to Successful Outcomes: Community participation is one of the most important factors contributing to the success of the Secondary Tutorial model. ADECOST community leaders played a critical role in the transfer of the program by serving as liaisons between community members and MINEDU officials and teachers. Another important factor contributing to successful transfer processes is the Semilla Project staff's high level of commitment, professionalism, and technical capacity. Their "persistence," rather than "insistence" helped to build effective collaborative relationships with governmental counterparts that enabled the transfer processes to move forward, despite the frequent changes to governmental counterparts.

Sustainability

Likelihood of Long-term Sustainability: There are mixed expectations regarding the long-term sustainability of the five major programs or initiatives developed by Semilla. It is fully expected that the Secondary Tutorial and Child Labor Free Accreditation/Seal programs will continue, due to enactment of the Ministerial Resolutions, but the long-term sustainability of the Academic Leveling program is uncertain given MINEDU's lack of formal commitment. In the case of PRELAR, future funding depends on the political will of the municipalities. In the case of the Municipal Management Model, MTPE has adopted and adapted the model, which has no cost for its implementation, and has promoted its replication in all municipalities throughout Peru. Nevertheless, MTPE's adaptation is missing important components of the Model, which may jeopardize the Model's effectiveness and ultimately, its long-term sustainability.

Lessons Learned and Promising Practices

The following are the key lessons learned from the Semilla evaluation:

- It is important to build effective collaborative relationships with governmental counterparts during the design phase and to work as "one team" during the transfer process. By jointly implementing the model during the transfer process, it is possible to further strengthen the capacities of government implementers in a practical "learn-by-doing" manner.
- It is important to support the adaptation of models for transfer to facilitate their implementation and ensure they are aligned with institutional objectives. At the same time, it is important to identify core components—those that are essential for guaranteeing that the program will work—and build an understanding of their importance in achieving successful outcomes.
- Generating evidence on the efficacy of programs is essential for promoting their continuity; however, it is important to support the internal validation processes carried out by government staff to collect their own evidence and form their own conclusions.
- It is important to remain "persistent" during times of political instability, but not "insistent" in moving forward. It will likely be necessary to adjust timelines and strategies to continue with the transfer process, which highlights the importance of being realistic at the design stage about the time needed to properly carry out a comprehensive transfer process.

The following are the key promising practices:

- Municipal governments should be considered as key actors in contributing to national child labor prevention and eradication policy. The Semilla Project demonstrated the potential impact that municipal governments can have in addressing the problem of child labor by implementing tangible local strategies for the prevention and eradication of child labor that can be later adopted and scaled up to a national level.
- Community participation is a fundamental component of the Secondary Tutorial program. The Semilla Project demonstrated the importance of engaging rural and indigenous organizations from the design stage and then progressively building their capacities to

actively participate as liaisons who facilitate communication between MINEDU authorities and ST communities.

- Effectively enforcing child labor laws in rural agricultural areas requires thinking "out of the box" from the common labor inspection/enforcement model. The Child Labor Free Seal model offers an effective alternative for agricultural producers to *self-regulate* the presence of child labor in rural agricultural zones that otherwise might not be regulated by the labor inspectorate.

Recommendations

The following recommendations are directed to Semilla Project staff and USDOL to strengthen the long-term sustainability of project outcomes, or to improve future programming of child labor projects.

Immediate Recommendations for Semilla Staff:

1. **Provide Follow-up Technical Assistance to ADECOST Community Leaders:** Semilla staff should provide the ADECOST community leaders with additional technical assistance to ensure they are equipped to serve as effective community liaisons. The technical assistance may be in the form of joint site visits to all 32 ST hubs to (a) identify the conditions that support the ST program; (b) meet with community members to discuss any concerns or suggestions for improvement; and (c) meet with ST teaching staff to discuss their concerns or suggestions for improvement. Semilla staff should provide follow-up technical assistance to ADECOST to systematically document findings to discuss with MINEDU DISER ST officials as they prepare to scale up the ST model in 2020.
2. **Follow up with MINEDU DISER Officials**: Semilla staff and ADECOST community leaders should immediately arrange a meeting with MINEDU DISER officials to better understand and support any further validation of the Secondary Tutorial model required by MEF before scaling up the ST program.
3. **Follow up with MINEDU Primary Education Officials:** Semilla staff should request a follow-up meeting with MINEDU Primary Education staff that participated in the final evaluation meetings to discuss (1) the process for validating the effectiveness of the Academic Leveling program, including the possible use of data collected during Semilla Phases I and II; and (2) further actions needed to promote the development and approval of a Ministerial Resolution that guarantees the sustainability of the Academic Leveling program.
4. **Follow up with MTPE Fundamental Rights Officials:** Semilla staff should follow up on previous commitments made by MTPE officials during the past two years for a national teen job readiness program for youth ages 15 to 17. Project staff should consider organizing a site visit with MTPE officials to one of the municipal PRELAR programs to discuss project effectiveness with beneficiaries, parents and municipal officials.
5. **Follow up with MTPE Officials Promoting the Municipal Management Model:** Semilla staff should follow up with MTPE officials to discuss the Model's core components that are essential for the success of the Municipal Management Model. Project staff should consider organizing a site visit with MTPE officials to observe the implementation of the

Municipal Management Model firsthand and hold discussions with municipal authorities on the conditions that are necessary for implementing the Model.

6. **Follow-up with MTPE Officials Implementing the Child Labor Free Seal:** Project staff should follow-up with MTPE officials, ideally after completing the pilot year in December 2019, to discuss how the piloting was affected by the compressed timeline and to identify any further needs for piloting during a longer timeframe in 2020.

Recommendations for USDOL to strengthen the long-term sustainability

7. **Provide Continued Support for Specific Phase IV Activities**: Considering the potential impact of both the Child Labor Free Accreditation/Seal and the Municipal Management Model for Child Labor Detection and Response, USDOL should consider extending the Semilla Project by one year with the current level of funding for an extension Phase IV to ensure the proper expansion and implementation of these models on a national level.

1. PROJECT DESCRIPTION AND CONTEXT

1.1 Project Description

On December 31, 2011, the U.S. Department of Labor's (USDOL) Bureau of International Labor Affairs (ILAB) awarded the Centro de Desarrollo y Autogestión (DyA) $13 million over a four-year period to support the project entitled "Combating Exploitative Rural Child Labor in Peru" (Semilla Project). The Semilla Project aimed to reduce exploitative child labor in agricultural and rural areas through a multi-faceted approach following the objectives outlined in Peru's National Child Labor Eradication Strategy (ENPETI) for the 2012-2020 period. Project strategies included expanding educational opportunities and technical training for children and adolescents, providing livelihood services to families, and raising awareness of child labor.

During Semilla's four years of implementation (December 2011 to December 2015), the Semilla project generated a great deal of political will within government ministries as well as the regional and local governments of Pasco, Jun n, and Huancavelica to address the problem of child labor. The Semilla Project helped these governmental bodies enhance policies, guidelines for action, and programs to combat child labor that already had demonstrated results in their regions. In January 2016, USDOL granted the Semilla Project a six-month no-cost extension to strengthen the process of transferring Semilla education initiatives, production approaches, and the Teen Job Readiness Program (PRELAR) to the respective national ministries.

In June 2016, USDOL granted the Semilla Project an additional $3 million to implement Semilla Phase II, from June 2016 to December 2018, to promote the long-term sustainability of the project's educational interventions and to strengthen the capacity of the Peruvian government, at all levels, to implement programs aimed at effectively addressing child labor.

Finally, in January 2019, DyA received a 12-month extension for Phase III and an additional $250,000 to scale up Semilla's Child-Labor Free Production model into a national accreditation program of the Ministry of Labor and Employment Promotion (MTPE). Exhibit 1 lists the Semilla Projects' objectives and activities conducted during each phase of implementation.

Exhibit 1. Semilla Project Objectives and Activities by Extension Phase

PHASE I (Original Project): December 2011 to June 2016
Objective 1: Reduce exploitative child labor by providing services to promote education and sustainable livelihoods
Educational Strategy ▪ Academic Leveling program ▪ After-school program for children and adolescents ▪ Technical secondary tutoring ▪ Multi-grade strategy ▪ Teacher training program ▪ Technical training for adolescents Productive Strategy ▪ Teen entrepreneurship and employment ▪ Productive enterprises with families and mothers of working children Awareness-Raising Strategy ▪ Parents, authorities, teachers, and students

Objective 2: Strengthen institutional capacity and policies on child labor, education, sustainable livelihoods, and social protection
National
• Capacity-building programs with ministries
• Incorporating a child labor focus in national anti-poverty policies and programs
• Strengthening human capital of public sector officials through training and certification
Local
• Capacity-building activities
• Establishing public/private networks to set up the local protection system
• Documentation and replication of all systems created under the project
• Regional mutual learning and exchange program

Objective 3: Raise awareness of exploitative child labor, its root causes, and the importance of education, social protection, and decent work for children/youth of legal working age
• Sensitize society networks and consortia on the issue of child labor
• Change public opinion through periodical publications that reach the general public
• Include the debate on child labor within Peruvian public institutions, in areas not traditionally associated with the issue
• Transform the positive valuation of child labor at the local level, especially among the fathers and mothers of working children and adolescents, by providing information.
• Promote self-regulation at the community level, among indigenous organizations, so that they themselves prevent exploitative child labor

Objective 4: Support research and data collection on child labor
• Prepare research that can be used in communication, outreach, and awareness-raising efforts to make the issue of child labor more visible to the public

Objective 5: Promote long-term sustainability of efforts to combat exploitative child labor and improve livelihoods
• Build sustainability for all activities listed above throughout the life of the project

PHASE II: June 2016 – December 2018

Objective 1: Reduce exploitative child labor by providing services to promote education and sustainable livelihoods
Secondary Tutorial and 2x1 Leveling Program
• Technical assistance to MINEDU in designing regulatory instruments
• Technical assistance to MINEDU in implementing the monitoring and evaluation systems for the educational programs
• Technical assistance to MINEDU, Regional Education Departments (DREs), and Local Educations Management Units (UGELs) on implementing the models
• Systematize the educational models
• Conduct research on education programs aimed at eliminating child labor
PRELAR
• Implement a targeting strategy with the Municipality aimed at identifying 1,000 beneficiary adolescents
• Provide training in soft skills and technical skills
• Implement employability and entrepreneurship strategies for the participants with the municipalities
• Adjust program strategies, services, and activities based on the experience of implementation in Phase I
• Formalize of the municipal management system
Livelihoods
• Formalize and standardize strategies developed to promote farming that is free of child labor, to be replicated in other agricultural value chains (those not targeted during Phase I)

Objective 2: Strengthen institutional capacity and policies on child labor, education, sustainable livelihoods, and social protection
• Provide technical assistance to six ministries (MINTRA, MINEDU, MIMPV, MINAGRI, MIDIS, and Ministries of Tourism and Production) to develop inter-sectoral coordination mechanisms and sector-specific policies to eradicate child labor
• Provide technical assistance in the implementation of regional child labor eradication programs

▪ Provide technical assistance in the implementation of municipal child labor eradication plans and programs
▪ Implementation of the program to build community capacities to combat child labor
Objective 3: Raise awareness of exploitative child labor, its root causes, and the importance of education, social protection, and decent work for children/youth of legal working age
▪ Advocate for improved public policies on child labor
▪ Transfer the awareness-raising strategy to other stakeholders
Objective 4: Support research and data collection on child labor
▪ Produce continuously-updated information on the status of the transfer of the educational and youth employment models to the state and incorporate concrete monitoring mechanisms to measure key aspects of implementation of those models
Objective 5: Promote long-term sustainability of efforts to combat exploitative child labor and improve livelihoods
▪ Build sustainability activities built into the above four objectives
PHASE III: January 2019 – December 2019 Extension
Objective 1: Conditions established for implementing the accreditation
▪ Finalize the design of the model, including regulations and relevant documentation
▪ Design the management system to handle the normal functioning of the accreditation program within the Ministry of Labor
▪ Provide technical support in the preparation of the proposed ministerial resolution
▪ Hold coordination meetings with participating companies
Objective 2: Technical assistance provided to organizations participating in the accreditation
▪ Hold general informational workshops
▪ Hold training workshops on meeting accreditation standards
▪ Hold training workshops with the focal points of the participating organizations
▪ Provide technical assistance to visiting companies
▪ Provide virtual technical assistance to companies
▪ Offer training in the (child labor) referral system
Objective 3: Technical Assistance provided to the Ministry of Labor for Implementation
▪ Design the accreditation information system
▪ Jointly develop a communication/outreach strategy with the Ministry of Labor
▪ Hold technical advisory meetings with the Fundamental Labor Rights team and the Department of Labor Conflict Prevention and Corporate Social Responsibility
▪ Organize an international forum to promote learning for companies that are interested in implementing the accreditation

Source: Terms of Reference, Semilla Project Final Evaluation

1.2 Project Context

1.2.1 Social and Political Context in Peru (2016 to Present)

Peru's political landscape has been volatile and complex since the elections of 2016 when Pedro Pablo Kuczynski was elected president. Two years later, he was forced to resign because of his involvement in a corruption scandal. He was replaced by the current president, Martín Vizcarra, whose clash with the opposition-led legislative branch ended with the President dissolving the Congress in October 2019. At the time this report was written, the Peruvian Congress had no members; Congressional elections are scheduled for January 26, 2020.

Peru's political instability severely affected the Semilla Project's two main governmental counterparts—the Ministry of Education (MINEDU) and the Ministry of Labor and Employment Promotion (MTPE). From 2016 to 2019, both MINEDU and MTPE had five different ministers who appointed new officials to key positions within each of their ministries. MINEDU's Department of

Primary Education, a key project ally, experienced extraordinary turnover during this same time period with a total of 10 different directors. Further discussion on the effect of Peru's political instability on the Semilla Project can be found in Section III, Findings, in response to Question 1.

1.2.2 Child Labor in Peru

According to the most recent statistics issued by the Government of Peru (GOP) (2015), more than 1.5 million Peruvian children and adolescents are engaged in child labor, representing 24.3 percent of all children and adolescents in Peru between the ages of 5 and 17. Of these, 88.5 percent work in rural areas carrying out tasks related to subsistence farming or the care of family farm animals.[1] While the overall number of children engaged in child labor in Peru has dropped by four percent since 2010, the rate of decline has been relatively slow in comparison to other South American countries.[2]

1.2.3 International and National Child Labor Policy Framework

In 2000, Peru established the National Code on Child and Adolescents, which permits children 14 years of age or older to be legally employed for specific types of work and for a specific number of hours per day, or for 36 hours per week.[3] For agricultural tasks, the minimum age is 15. In 2002, Peru ratified International Labor Organization (ILO) Convention 182 regarding the worst forms of child labor and ILO Convention 138 regarding minimum age of employment. In 2010, additional policy was enacted when Peru's Ministry of Women and Vulnerable Populations (MIMP) established a Supreme Decree[4] that provided a list of prohibitive types of work and tasks for adolescents between the ages of 14 and 17 years. Prohibitive work includes any type of task that puts the adolescent at physical, mental, or emotional risk, and work that interferes with his or her education.

In 2012, the GOP took a significant step toward eliminating the worst forms of child labor with the approval of its first National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021). As part of this strategy, the GOP funded and/or supported three pilot programs to reduce child labor in urban and rural areas. Among these pilot programs was the Semilla Project, which focused specifically on strategies to eradicate child labor in the rural zones of Peru, particularly in agricultural areas.

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[1] Instituto Nacional de Estadística e Informática (April 2017). "Perú: Caracte sticas Sociodemográficas de niños, niñas y adolescentes que trabajan 2015". Retrieved from
https://www.inei.gob.pe/media/MenuRecursivo/publicaciones_digitales/Est/Lib1426/libro.pdf

[2] Mariella Sausa, *Peru21*, (June 9, 2018). Perú tiene la tasa más alta de trabajo infantil en Sudamérica [INFORME]. Retrieved from https://peru21.pe/peru/infantil-peru-tasa-alta-sudamerica-informe-409742-noticia/

[3] Government of Peru, *Código de los Niños y Adolescentes, Ley No. 27337,* July 2000, Lima, Peru. Retrieved from http://www.tarea.org.pe/images/Codigo_Ninos_Adolescentes.pdf

[4] Government of Peru, Ministry of Women and Vulnerable Populations, Supreme Decree Number 003-2010-MIMDES. Retrieved from http://spij.minjus.gob.pe/graficos/Peru/2010/abril/20/DS-003-2010-MIMDES.pdf

Most recently, in September 2019, Peru's Minister of Labor reinforced its commitment to prevent and eradicate child labor through its participation as a "Pathfinder Country" in Alliance 8.7.[5] This global alliance is working to achieve Target 8.7 of the United Nations 2030 Sustainable Development Goals: eradication of forced labor, modern slavery, human trafficking and child labor. Pathfinder countries are those that commit to take concrete actions in a shorter period of time to achieve Target 8.7.

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[5] ALLIANCE 8.7. (September 12, 2019.). Pathfinder Country Strategic Workshop – Peru, Retrieved from
https://www.alliance87.org/events/pathfinder-country-strategic-workshop-peru/

2. EVALUATION OBJECTIVES AND METHODOLOGY

2.1 Evaluation Objectives

The scope of the final evaluation encompassed (1) an ex-post analysis of the transfer of project models that were part of Semilla Phase II (2016-2018) activities and (2) a final evaluation of Semilla Phase III (2019) activities. More specifically, the final evaluation sought to accomplish the following:

1. Assess the extent to which the Semilla Project was able to successfully transfer ownership of the programs developed and implemented under the project to relevant government and civil society stakeholders;
2. Assess the extent to which Phase III project's interventions and activities achieved the project's objectives, and describe the factors driving the project's results;
3. Assess whether the changes recommended by the 2015 final evaluation have been made and, if not, the extent to which the concerns behind those recommendations persist; and,
4. Identify best practices and lessons learned on how USDOL-funded activities can influence and contribute to national and local public policy, and how these efforts can be sustained over time.

2.2 Evaluation Questions

The evaluation questions addressed the project's relevance, effectiveness, efficiency, perceived impact, sustainability, good practices, and lessons learned. The questions are grouped as follows:

Relevance

1. Given the country and project context at the start of Phase II, to what extent were the assumptions that informed the design of Phase II (2016-2018) and Phase III (2019) accurate?
    a. Were these assumptions impacted by political instability, changes in government authorities, or other unforeseen challenges?
    b. If so, what actions did the project take to address these challenges?
2. Were the project strategies relevant to the specific needs of its target communities, participants, and other stakeholders?

Effectiveness, Efficiency, and Perceived Impact

3. To what extent has the project achieved its objectives for activities implemented under the 2019 extension phase (Phase III)? What is the likelihood that the project will achieve its stated objective by the end of the project? *In particular, the evaluator will address the following models:*
    a. Child Labor-Free Seal Model
    b. Municipal Model for Child Labor Detection and Response
4. To what extent have the results from the 2016-2018 extension phase (Phase II) been sustained? *In particular, the evaluator will address the following models:*
    a. 2x1 Leveling Program
    b. Secondary Tutorial Program

      c. PRELAR
5. Did the project cause unintended effects on its target communities and participants? If so, what were they?
6. For the models that the project transferred to either municipal, regional, or national government organizations:
      a. How were the transfer processes initially conceived? Were these processes carried out differently in practice?
      b. Which actors/stakeholders/institutions were engaged in the transfer process? What were their roles and functions?
      c. What strategies were the most successful in the transfer process? Why? How did these strategies differ across different levels of government or sector?
7. What were the main internal and external factors that facilitated or limited the project's ability to successfully transfer ownership of the models developed by the project to national stakeholders, and what strategies or measures did the project adopt to address these factors?
8. To what extent have the recommendations from the 2015 final evaluation been addressed and, if not, to what extent do the concerns behind those recommendations persist?

Sustainability

9. What is the likelihood that the benefits of project activities will continue in the absence of USDOL or other external resources?
      a. Are there any factors that limit or facilitate sustainability of project outputs or outcomes?
      b. Would it have been possible for the project to improve their sustainability efforts? In what way(s)?
10. To what extent are local and national stakeholders able to ensure that the activities and changes implemented by the project endure?
11. What is the level of priority of child labor as reflected in institutional agendas/public sector budgets of Ministry of Labor and Ministry of Education? Does this carry implications for sustainability of project models?

Good Practices and Lessons Learned

12. What are the promising practices and lessons learned that could benefit similar USDOL funded projects?

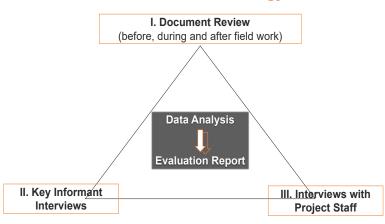## 2.3 Methodology

Evaluation Team: The evaluation team consisted of a lead evaluator and a national evaluation specialist, who were supported by IMPAQ staff. The lead evaluator was responsible for developing the methodology in consultation with IMPAQ, USDOL, and the project staff; directly conducting interviews and facilitating other data collection processes; analyzing the evaluation material

gathered; presenting feedback on
the initial results of the evalua
the national stakeholder me
and preparing the evaluation
The national evaluation spe
provided further insight
analysis of the project's fir
within the current implem
environment.

Approach. The eval
collected data that were pri
qualitative in nature. The eval
team conducted interviews
project stakeholders in Lima
the lead evaluator cond
interviews and focus groups

Exhibit 2. Evaluation Methodology

Evaluation Methodology

I. Document Review
(before, during and after field work)

Data Analysis

Evaluation Report

II. Key Informant Interviews

III. Interviews with Project Staff

evaluators followed semi-structured interview and focus group protocols, with adjustments based on interviewees' background knowledge and/or involvement in project activities.

In addition, evaluators obtained quantitative data from the project's documents and reports and incorporated them into the analysis. The evaluators triangulated quantitative and qualitative data for many of the evaluation questions to strengthen the credibility and validity of the results (see Exhibit 2).

Evaluation Schedule. The evaluation took place in October 2019. Prior to its initiation, the evaluation team reviewed project documents, developed data collection instruments, and collaborated in planning fieldwork interviews. The evaluators conducted field visits and interviews from October 7 to 17 and presented preliminary findings at a tripartite stakeholder meeting on October 18. The evaluators held a debriefing discussion with representatives from USDOL on October 29. Most of the data analysis and report writing occurred from October 21 to November 12.

Data Collection. USDOL developed the evaluation questions with input from Semilla Project staff and the IMPAQ evaluation team. These questions served as the basis for the guides and protocols used during key informant interviews and document reviews. Methods used to collect data are illustrated in Exhibit 2 and include the following:

▪ *Document Review*: The evaluator reviewed and referenced numerous project documents including the project design document, grant modifications, technical progress reports, performance monitoring plan, and other supporting materials obtained during the fieldwork component. ANNEX A: LIST OF DOCUMENTS REVIEWED contains a complete list of the documents reviewed by the team.

▪ *Key Informant Interviews:* The evaluator conducted interviews with stakeholders in Lima and in the Pasco and Junín intervention regions. In total, the team interviewed individually or in small groups 151 stakeholders. The interviewees included Semilla Project staff; local,

regional and national government representatives; teachers; students and adolescents benefiting from Semilla-developed educational and job readiness programs; parents of child and adolescent beneficiaries; and producers participating in the Child Labor Free Production program. Exhibit 3 lists the stakeholder groups interviewed and their characteristics, as well as the number of interviews conducted, and number of persons interviewed.

Exhibit 3. Stakeholders Interviewed for Final Evaluation of Semilla (Phase II and III)

Stakeholder Group	Number of Interviews Conducted	Number of Persons Interviewed	Sample Characteristics
Semilla Project Staff	2	9	Semilla staff based in Lima, and the Pasco and Junín regions
Local and Regional Government Officials	6	22	Representatives of regional or municipal governments
National Government Officials	6	13	Officials from the Ministry of Education and Ministry of Labor
Teachers and local education authorities	2	13	Teachers who taught or currently teach in educational services developed by Semilla
Student Beneficiaries (Secondary Tutorial and Academic Leveling)	2	24	Children and adolescents who benefit from Semilla's educational services
Parents of Student Beneficiaries	2	18	Parents of children enrolled in Academic Leveling and Secondary Tutorial programs
Teen Job Readiness Program (PRELAR)	3	17	Adolescents ages 14-17 enrolled in PRELAR program
Parents of PRELAR Beneficiaries	3	12	Parents of teens participating in PRELAR
Community Leader, Secondary Tutorial Program	1	1	Vice-president of the Community Development Association for Secondary Tutorial (ADECOST)
Members of Agricultural Production Associations or Cooperatives	3	12	Members of agricultural associations and cooperatives participating in the Child Labor Free Accreditation/Seal
National Committee for the Prevention and Eradication of Child Labor (CPETI)	1	6*	Members of the inter-institutional national child labor committee coordinated by MTPE's Department of Fundamental Labor Rights *Additional members were interviewed separately and counted in other categories
US Government Representatives	2	2	Political Officer, US Embassy in Lima; International Relations Officer, USDOL
Others	2	2	DyA director and consultant conducting Academic Leveling evaluation
TOTAL	**35**	**151**	

Data Analysis. The document review and stakeholder interviews generated a significant amount of raw qualitative data that the evaluators then categorized, synthesized, and summarized for an analysis driven by the evaluation questions.

Stakeholder Meeting. The evaluator conducted a debriefing in Lima with 46 project stakeholders representing government officials at the national, regional, and local levels; civil society

organizations, and past and present Semilla Project staff. The meeting provided an opportunity to present preliminary findings, solicit clarification, and gather further input on areas of opportunity or concern that could impact the project's outcomes and their sustainability and scalability.

Limitations. The findings presented in this evaluation are based on information collected from background documents, interviews with project staff and stakeholders, and site visits. The evaluators triangulated the stakeholders' responses with quantitative data, to the extent possible, to strengthen the accuracy and reliability of the interview data. However, the accuracy and usefulness of these findings relies on the integrity and relevance of the information provided to the evaluator from these sources.

3.   FINDINGS

The findings address the 11 evaluation questions approved by USODL. They are organized by evaluation area: project relevance; effectiveness, efficiency and perceived impact; and sustainability.

3.1   Project Relevance

> **Question 1:** Given the country and project context at the start of Phase II, to what extent were the assumptions that informed the design of Phase II (2016-2018) and Phase III (2019) accurate?
>
> a. Were these assumptions impacted by political instability, changes in government authorities, or other unforeseen challenges?
> b. If so, what actions did the project take to address these challenges?

3.1.1 Impact of Political Instability on Critical Assumptions

The Semilla Project Phases II and III, June 2016 to December 2019, were executed at a time of great political instability in Peru, as described in Section 1.1. The project design for Phase II outlined six critical assumptions that must hold true for project strategies to remain valid. Exhibit 4 provides a list of Semilla Phase II critical assumptions, the political or social events that affected these assumptions, and project actions taken to address opportunities or challenges.

Exhibit 4. Impact of Political Instability on Project Assumptions (2016-2019)

Critical Assumptions	Social or Political Events Impacting Critical Assumptions	Project Actions to Address Opportunities or Challenges
Sufficient political will exists to incorporate child labor issues within national public policies	- April 2016: Semilla Project was formally recognized through an MTPE Ministerial Resolution for "Strengthening Public Policies Related to the National Strategy for the Prevention and Eradication of Child Labor (ENPETI)"[6] - November 2017: MTPE commits to designing a national program for adolescent technical training based on the PRELAR model - September 2019: Peru's Minister of Labor reinforced its commitment to prevent and eradicate child labor	**Opportunity**: Two project initiatives help Peru meet its commitments under Alliance 8.7: 1) Municipal Model, and 2) Child Labor Free accreditation model. Both of these models have been transferred to the Ministry of Labor. **Opportunity**: Semilla's formal recognition for its achievements by MTPE facilitated the transfer of project models/methodologies.

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[6]Resolución Ministerial No 115-2016-TR

Critical Assumptions	Social or Political Events Impacting Critical Assumptions	Project Actions to Address Opportunities or Challenges
	through its participation as a "Pathfinder Country" in Alliance 8.7[7]	
Institutional stability of governmental counterparts with few changes in key decision-makers	▪ **July 2016**: Changeover of the national government of Peru; President Pedro Pablo Kuczynski sworn in ▪ **December 2016:** Resignation of Minister of Education ▪ **June 15 – September 4, 2017:** Prolonged teacher strike affecting all of Peru resulting in resignation of the Minister of Education ▪ **March 2018:** Changeover of the national government of Peru; President Martín Vizcarra sworn in ▪ **January – March 2019:** Resignations of Ministers of Education and Labor bringing the total to 5 Ministers of Education and 5 Ministers of Labor between 2016 and 2019. During this same time period, there were 10 different directors of Primary Education, an office responsible for implementing the Academic Leveling program (which has been renamed "2x1 Acceleration").	▪ **Challenge**: With each change of government, Semilla staff met with the new officials at the Ministry of Education and Ministry of Labor, including vice-ministers and department directors to highlight the results of Semilla educational programs, PRELAR, and child labor free production approaches. ▪ **Challenge**: The frequent changes in ministerial officials disrupted the pace and flow of activities, affecting a smooth transfer of the Academic Leveling program to MINEDU's Primary Education department. Project timelines were adjusted numerous times to accommodate the recurrent changes. ▪ **Opportunity**: With each changeover in MINEDU and MTPE, project staff oriented the new officials to the project's objectives and results. The persistence and patience of Semilla staff did not go unnoticed by ministerial staff, and by all accounts contributed to the passage of two ministerial resolutions in support of Semilla programs.
Small producers value the importance of child labor free production	▪ **2016:** Coffee growers hit by low international prices; producers have difficulty maintaining production costs	▪ **Opportunity**: Small agricultural producers viewed the Child Labor Free accreditation as an opportunity to get a larger share of the market by differentiating their products and gaining access to markets that prioritize "socially responsible" production.
Local governments have the capability to incorporate child labor regulations	▪ **September 2019:** Peru's renewed commitment to prevent and eradicate child labor through its participation as a "Pathfinder Country" in Alliance 8.7	▪ **Opportunity**: Four municipalities approved ordinances to implement the municipal management model for the prevention and eradication of hazardous child labor.
Local governments prioritize programs to address child labor and assign municipal funds for this purpose	▪ **October 2017:** Mayor of one municipality participating in PRELAR sent to prison ▪ **October 2018:** Changeover of regional governors and municipal authorities	▪ **Opportunity**: Tripartite agreements signed in June 2018 between four municipalities, the Ministry of Labor and DyA formalizing commitment to support PRELAR program. ▪ **Opportunity**: Semilla staff and municipal staff met with new municipal authorities to make them aware of the progress achieved

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[7] ALLIANCE 8.7. (September 12, 2019.) Pathfinder Country Strategic Workshop – Peru. Retrieved from https://www.alliance87.org/events/pathfinder-country-strategic-workshop-peru/

Critical Assumptions	Social or Political Events Impacting Critical Assumptions	Project Actions to Address Opportunities or Challenges
		by PRELAR, and the commitments made by the municipalities to continue supporting the program.
		▪ **Opportunity**: Semilla staff worked with each of the municipalities to identify possible funding sources, including the government incentive programs that award municipalities additional monetary resources for achieving national goals. Two of the four participating municipalities allocated these "incentive funds" to support PRELAR in their respective 2019 budgets.
Sufficient political will exists to incorporate technology that will enable follow-up of Semilla-developed programs and strategies	▪ **Aug. 2019**: MTPE Ministerial Resolution approved in support of the Child Labor Free accreditation program	▪ **Opportunity**: Agreement reached between DyA and the IT department in MTPS to develop a monitoring system for the Child Labor Free accreditation that can be integrated into the existing MTPE platform.

Source: Phase II Logic Framework, Technical Progress Reports and Interviews with Semilla Project Staff

Discussion: The assumptions established at the start of Phase II were successful in identifying the conditions required for the project's strategies to remain valid. The project's second assumption—institutional stability of governmental counterparts with few changes in key decision-makers—was particularly relevant during this period of great political uncertainty and mistrust. The Semilla staff overcame the adverse circumstances of Phase II through persistence, patience and political astuteness, and even managed to transform these challenges into opportunities, such as formalizing government commitments through ministerial resolutions. Such achievements can be attributed to a number of factors, including (1) a project design that was closely aligned with GOP objectives; (2) broad support among MTPS and MINEDU technical advisors who worked closely with project staff; (3) a resilient and determined project staff that introduced and re-introduced project initiatives to each new ministerial official; and (4) strong alliances with community/indigenous organizations that supported the Secondary Tutorial program, and with small-scale producers that advocated for the Child Labor Free Accreditation model.

> **Question 2:** Were the project strategies relevant to the specific needs of its target communities, participants, and other stakeholders?

3.1.2 Needs of Communities, Participants/Beneficiaries and Government Stakeholders

The project strategies developed for Semilla Project Phases II and III focused on strengthening the long-term sustainability and transferability of Semilla programs and initiatives to local and national governments. Within this context, Exhibit 5 identifies the needs of project stakeholders—communities, participants/beneficiaries, and government—that if met could contribute to the sustainability and transferability of Semilla-developed programs/initiatives, and the project's efforts to address these needs.

Exhibit 5. Stakeholder Needs Addressed by Semilla Project

Program/ Initiative	Needs Identified to Strengthen Sustainability and Transferability	Project Strategies Implemented to Address Needs
Secondary Tutorial (ST) Program	▪ **National Government:** 　o Evidence needed to ensure ST meets secondary education requirements to justify its legal approval by MINEDU's Rural Education Department (DISER) 　o Additional technical assistance on pedagogical issues for MINEDU DISER and ST hubs ▪ **Communities**: 　o Capacity building of leaders, families and local promoters to oversee the proper functioning of the ST program 　o Direct channels of communication with MINEDU to voice concerns and suggestions or to work collaboratively in improving the ST program ▪ **Educators**: Follow-up of teachers and administrators implementing the ST program to ensure proper integration of required subject areas and a uniform level of quality among the 32 ST hubs ▪ **Students**: ▪ Textbooks, supplies, and materials to meet the basic needs of secondary education ▪ Nutritious meals during the 8-hour school days	▪ Develop monitoring instruments for MINEDU to evaluate effectiveness of the ST program ▪ Commission an independent evaluation of the ST program to validate effectiveness ▪ Provide technical assistance to ST hubs experiencing difficulties including advising teachers on pedagogical and administrative issues ▪ Strengthen the capacity of community leaders that are part of the Association of Community Development Secondary Tutorial (ADECOST) to facilitate community meetings to discuss issues regarding the ST program and develop community improvement plans ▪ Develop the ST technical regulations manual, in conjunction with DISER, to standardize the operation of the ST program and facilitate its continuity over time ▪ Promote the legal recognition of the ST program through a Ministerial Resolution that would allocate public education funding to ST programs ▪ Promote the legal recognition of the ST program through a Vice-Ministerial Resolution that would allocate resources from the government school nutrition program (*Qali Warma* program)
Academic Leveling Program	▪ **National Government**: Formulation and approval of legal/regulatory framework; evidence needed on the effectiveness of the Academic Leveling program to justify its legal approval by MINEDU's Primary Education Department ▪ **Regional Government**: Support program with a "transition bridge" until conditions are in place for the Regional Office of Education in Junín and Local Education Management Units (UGELs) to fully take over the implementation of the Academic Leveling program ▪ **Teachers**: Support and feedback of administrators, or teacher mentors, throughout the scholastic year to discuss progress and challenges in program implementation	▪ Assist in the development of data collection instruments in conjunction with MINEDU's Primary Education Department to validate effectiveness of Academic Leveling program ▪ Commission an independent evaluation to validate the effectiveness of the Academic Leveling program ▪ Support/co-execute the Academic Leveling program with the UGELs ▪ Provide training, periodic classroom technical assistance, and ongoing communication with Academic Leveling teachers and school administrators

Program/ Initiative	Needs Identified to Strengthen Sustainability and Transferability	Project Strategies Implemented to Address Needs
Teen Job Readiness Program (PRELAR)	▪ **National Government**: Validation of PRELAR program to facilitate the transfer to municipal governments ▪ **Local Government:** ○ "Transition bridge" until conditions are in place for the municipal governments to fully take over the implementation of PRELAR ○ Adolescent protection guidelines to improve the attention given to cases of hazardous child labor ○ Identify municipal funding sources so that the PRELAR program can be implemented and sustained by municipalities ▪ **Participants**: Greater follow-up and support of PRELAR participants during the process of launching entrepreneurship	▪ Co-execute PRELAR program with participating municipalities during the first year of transition (2017) ▪ Develop and implement an Adolescent Protection Plan for new PRELAR beneficiaries in collaboration with DEMUNA social workers ▪ Develop a municipal management model in conjunction with DEMUNA for the prevention and eradication of child labor, including the roles and responsibilities of municipal authorities for withdrawing adolescents from hazardous child labor ▪ Advise municipal governments in formulating regulations, local plans, and budgets to convert PRELAR into a municipally funded and operated initiative ▪ Advise the municipal PRELAR Committees on implementing the technical and entrepreneurship courses in the PRELAR program and providing follow-up support to participants establishing entrepreneurships
Child Labor Free Accreditation	▪ **National Government:** ○ Feasibility analysis of a specific accreditation to recognize the non-use of child labor in agricultural production ○ Comprehensive plan for the Child Labor Free accreditation, including regulations and guidelines to verify compliance ▪ **Producers**: ○ Characterize the production chains, including identifying all agricultural activities that normally involve child labor ○ Understanding the added value, monetary or otherwise, in achieving the Child Labor Free accreditation	▪ Examine models in other countries that recognize child labor free production practices ▪ Develop a child labor free agricultural production model in conjunction with MTPE that includes guidelines and standards ▪ Identify low-cost options for independent third-party verification of compliance with standards ▪ Provide training for producers on the implementation and eligibility of the Child Labor Free accreditation ▪ Provide technical training for producers to monitor child labor free production chains ▪ Examine marketability models that encourage responsible consumption by supporting child labor free agricultural products

Source: Technical Progress Reports (2016-2019); Interviews with Project Stakeholders

Discussion: The Semilla Project effectively implemented a wide range of strategies in response to needs identified by the project's stakeholders to strengthen the long-term sustainability and transferability of Semilla programs/initiatives. Further details are provided below.

▪ **Ministry of Education**: MINEDU's primary concern before moving forward in transferring the ST and Academic Leveling educational programs was to collect sufficient evidence to validate the models' effectiveness. The project addressed this need by assisting MINEDU in developing monitoring tools and commissioning two independent assessments to determine effectiveness. During the first year of implementation of both education models,

it became apparent that both MINEDU and the regional UGELs would need a "transition bridge" in which Semilla staff would provide pedagogical support to teachers and technical assistance to administrators implementing the ST and Academic Leveling programs.

- **Ministry of Labor**: With regard to the Child Labor Free accreditation model, MTPE had several urgent needs, including guidelines to verify compliance with child labor free production standards. Semilla Project staff maintained that an independent third-party verification of compliance that would incur no cost to participating agricultural companies and cooperatives was needed.

- **Municipalities**: One clear need that emerged was to identify sustainable municipal funding sources to continue supporting the PRELAR program. Semilla Project staff led an in-depth analysis of all possible sources of funding including the municipal "incentive budget" that is awarded to municipalities that achieve local development goals. The incentive budgets may be used for priorities identified by the municipal council.

- Another need identified by municipalities was to have clear referral guidelines for municipal authorities that detected cases of hazardous child labor. This led to the development of the "Municipal Management Model for the Prevention and Eradication of Child Labor" in conjunction with DEMUNA. This model aims to incorporate child labor oversight into the enforcement function of municipal governments, including specific actions, corrective measures, and possible sanctions when identifying cases of child labor. Unlike the PRELAR program, the Municipal Management Model incurs no additional costs, as the child labor prevention/detection tasks are folded into the daily operations of municipal authorities (see Section 3.2.2 for more details).

- **Communities**: Community participation is an essential element of the Secondary Tutorial (ST) Program, yet there were no direct channels of communication between communities (parents and community leaders) and MINEDU. The Semilla Project helped establish an advisory committee composed of one community "liaison" from each of the 32 ST hubs and a leadership council made up largely of indigenous leaders. The leadership council evolved into ADECOST (Association of Community Development Secondary Tutorial), which played an essential role in facilitating communication between MINEDU teachers and the ST communities.

- **Teachers**: Teachers needed textbooks, materials, and computers, as well as additional classroom guidance and resources to effectively implement the ST and Academic Leveling methodology. While the ST program had been transferred successfully at the end of Semilla Phase I (2015), it was apparent that a longer transition period was needed to reinforce the ST methodology and implementation. Semilla staff responded by working with the ST community liaisons and leadership group to identify the basic conditions needed for the operation of each Secondary Tutorial hub and actions that could be taken to improve conditions. Academic Leveling teachers also expressed a need for communication and feedback from pedagogical experts. Semilla staff responded by advising classroom teachers and providing additional training to strengthen the Academic Leveling program.

- **Students**: The ST students' needs were similar to those of teachers—sufficient textbooks, materials and computers—but students also expressed a need for food during the long school day. To address these needs, Semilla staff took action to promote the legal recognition of the ST program through a Ministerial Resolution, which would release public education funding for textbooks and supplies. In addition, Semilla took action to promote a Vice-Ministerial Resolution to obtain the services of the government's *Qali Warma* school nutrition program.

- **Producers**: Agricultural producers needed to understand the benefits of participating in the Child Labor Free accreditation program and the possibility of finding buyers willing to pay for this added value. In response, Semilla staff worked in conjunction with coffee producers to explore niche markets with better prices and to participate in expositions to encourage responsible consumption.

3.2   Project Effectiveness, Efficiency, and Perceived Impact

Question 3: To what extent has the project achieved its objectives for activities implemented under the 2019 extension phase (Phase III)? What is the likelihood that the project will achieve its stated objective by the end of the project? *In particular, the evaluator will address the following models:*

      a. Child Labor-Free Seal Model
      b. Municipal Model for Child Labor Detection and Response

3.2.1 Child Labor Free Accreditation/Seal Model

Semilla Project Phase III aimed to validate and implement a national public accreditation for companies and cooperatives producing child labor free agricultural products in Peru. The pilot phase of this accreditation specifically targeted export agriculture companies and cooperatives. Phase III strategies focused on providing technical assistance to (1) MTPE Department of Fundamental Labor Rights to launch and implement the Child Labor Free Accreditation model, and (2) companies and cooperatives participating in the accreditation process.

The extensive delays in achieving a Ministerial Resolution that provided the legal framework for the accreditation of child labor free agricultural products resulted in a compressed timeline for the pilot phase—from eight months to three months. Even so, expectations remain high that the 11 participating agricultural producers will fulfill all requirements of the Child Labor Free Accreditation/Seal by December 2019.

Exhibit 6 assesses the extent to which Semilla Phase III has achieved its objectives, all of which are related to the Child Labor Free Accreditation model. Evidence of achievement is based on the Phase III performance monitoring plan found in Project Modification No. 5 (Nov. 2018) and the data collected during the final evaluation.

Exhibit 6. Assessment of Achievement - Phase III Objectives

Objective 1: Conditions established for implementing the accreditation	Indicator/Target	Assessment of Achievement
Act. 1.1 Finalize the design of the model, including regulations and relevant documentation	Accreditation Operations Manual designed	The Child Labor Free Accreditation Operations Manual completed. Contents include program standards, participation requirements and application.
Act. 1.2 Design the management system to handle the normal functioning of the accreditation program within MTPE	Management System Manual designed	The Management System Manual for the Child Labor Free Accreditation completed in conjunction with MTPE. Contents include annual operating plan, roles and functions of the technical team, and budgeting requirements.
Act. 1.3 Provide technical support in the preparation of the proposed ministerial resolution.	Ministerial Resolution approved	Semilla helped produce the draft Ministerial Resolution for the Child Labor Free Accreditation program, which was approved by the Minister of Labor on August 16, 2019 (Ministerial Resolution N° 204-2019-TR).
Act. 1.4 Hold coordination meetings with participating companies	Ten agreements signed by each participating agricultural company	Twelve agricultural companies and cooperatives signed agreements with MTPE committing to participate in the Child Labor Free accreditation process; one company withdrew due to compressed timeframe.
Objective 2: Technical assistance provided to organizations participating in the accreditation	**Indicator/Target**	**Assessment of Achievement**
Act. 2.1 Hold general informational workshops	One workshop	Two informational workshops held before and after the Ministerial Resolution on the child labor free accreditation standards and application process.
Act. 2.2 Hold training workshops on meeting accreditation standards	Three workshops conducted with 100% of participating companies	Technical assistance/training provided to participating agricultural companies and cooperatives in preparation for the accreditation process. A total of 11 companies /cooperatives are applying for the 2019 Child Labor Free accreditation.
Act. 2.3 Hold training workshops with the focal points of the participating organizations	Three workshops conducted with 100% of participating company representatives	Workshops provided to designated representatives of agricultural companies and cooperatives to launch the accreditation process.
Act. 2.4 Provide technical assistance to visiting companies	Three technical assistance visits for each participating company	At least three technical assistance visits provided to each participating company or cooperative to ensure compliance with accreditation standards.
Act. 2.5 Provide virtual technical assistance to companies	Three virtual technical assistance sessions to participating companies	The planned virtual technical assistance sessions were changed to face-to-face sessions with each participating company/cooperative.
Act. 2.6 Offer training to companies and municipal	Six companies and five DEMUNAs trained	At least six agricultural companies and five DEMUNAs were trained on the municipal management model to identify the process of

DEMUNAs on the child labor referral system		referring, reporting, and attending to detected cases of child labor.
Objective 3: Technical Assistance provided to MTPE for Implementation	**Indicator/Target**	**Assessment of Achievement**
Act. 3.1 Design the accreditation information system	Information System developed and in operation	Information System developed for MTPE to register, process, and consult with participating companies regarding their compliance with accreditation standards.
Act. 3.2 Jointly develop a communication/outreach strategy with the Ministry of Labor	Communication/ outreach strategy designed	Communication strategy designed in conjunction with MTPE to include child labor free production brand design and guidelines for implementing a communication strategy
Act. 3.3 Hold technical advisory meetings with the MTPE Fundamental Labor Rights team and the Department of Labor Conflict Prevention and Corporate Social Responsibility	One monthly meeting One joint visit (Semilla + MTPE) per quarter	At least one meeting per month held with MTPE technical team assigned to establish the guidelines and standards for the Child Labor Free accreditation program.
Act. 3.4 Organize an international forum to promote learning for companies that are interested in implementing the accreditation	One international forum	One two-day international forum held July 11-12, 2019 entitled "Child Labor Free Production Chains: Public Policy and Social Responsibility."

Sources: Phase III Performance Monitoring Plan and Evaluation Interviews

Discussion: The Semilla Project Phase III successfully achieved all three objectives and outputs related to establishing and implementing MTPE's Child Labor Free Accreditation model. At the time of the final evaluation, it was fully expected that the 11 participating agricultural companies and cooperatives would complete all accreditation requirements in time for the third-party verification in early December 2019. This accreditation model emphasized small-scale producers, where child labor is most prevalent, yet labor inspections are non-existent. The no-cost Child Labor Free Accreditation model provides an opportunity for small-scale producers/family farms to participate and benefit from this distinction. In return, MTPE is able to monitor child labor in hard-to-reach rural agricultural zones and family farms and verify child labor free production throughout the supply chain.

3.2.2 Municipal Management Model for Child Labor Detection and Response

The Municipal Management Model for Child Labor Detection and Response emerged during the implementation of the PRELAR program, to establish an effective municipal referral system when cases of child labor are detected. In Phase III, the Municipal Management Model was integrated into Activity 2.6, which provided additional opportunities to promote the model. Now, the Ministry of Labor has assumed responsibility for scaling-up the Municipal Management Model to a national level as part of its commitment as a "Pathfinder Country" in Alliance 8.7 (see Section 1.2.3 International and National Child Labor Policy Framework).

Municipal Jurisdiction: By law, municipalities are responsible for regulating public spaces, for example granting operating permits, making inspections of commercial businesses to verify compliance with regulations and standards, and issuing permits to vendors. Municipal enforcement is done as a regular procedure in each municipality, but it does not include any

monitoring of child labor. At the same time, municipal governments, according to the Code of Children and Adolescents, have an obligation to keep a record of all adolescents who work within their jurisdiction. In effect, the Model incorporates child labor oversight into the existing enforcement function of municipal governments with regard to regulating public spaces; therefore, no additional costs are incurred by the municipalities implementing the model.

Definition: A Municipal Management Model for Child Labor Detection and Response enables municipalities to:

1. **Identify** child labor and its worst forms in commercial establishments, street vending, transportation, and tourism services.
2. **Prevent** child labor through an outreach strategy that raises awareness and disseminates information on regulations regarding child labor and protected teen employment.
3. **Promote** local governments as child labor free zones, through informational campaigns and a communications strategy.
4. **Impose sanctions**, depending on the seriousness of the offense, including closing down establishments engaging in the worst forms of child labor.
5. **Refer** cases to operators of the child protection system (police, DEMUNA, prosecutor's office, schools, and others).
6. **Activate** the municipal adolescent worker registry and implement teen employment permits, as required by law.
7. **Showcase the commitment of local businesspeople** (shop owners, transportation companies, tourism operators) through window stickers posted in inspected establishments that confirm compliance with the law, which also serves as free advertising for the businesses (see Exhibit 7).

Qualitative Findings: The Municipal Management Model contributed to Phase III objectives by providing a concrete tool for establishing a municipal referral system for cases of child labor detected by municipal governments. To assess the effectiveness of the model, the evaluator conducted focus groups in the three municipalities that have implemented the Municipal Management Model. Participants included DEMUNA officials, legal advisors, and police officers from the municipalities of Villa Rica, Pichanaki and Concepción. Highlights from the interviews follow:

▪ **Municipal ordinances**: Participants interviewed discussed the importance of first passing a municipal ordinance as the legal foundation to implement the Municipal Management Model. The ordinance defines hazardous work for adolescents and the legal actions, corrective measures, fines, and sanctions that may be applied if employers do not comply.

- **Carrot-before-stick approach**: Police officers described the importance of raising employers' awareness of permissible tasks for adolescents and orienting employers to local child labor regulations. Officers described these awareness-raising activities as part of their community policing efforts that promote positive practices rather than immediately sanctioning offenders.
- **Routine and targeted inspections**: Officials described several different approaches to implementing the Municipal Management Model, but all approaches involved targeted inspections to detect children and adolescents working in hazardous jobs. Officials from one municipality described the importance of integrating child labor detection into their daily routines, rather than waiting for a targeted inspection. In this manner, officers may detect child labor and immediately trigger the established referral system.
- **Scalability**: At least three neighboring municipal and provincial governments have implemented their own Municipal Management Models based on the models that have been successfully implemented by the four municipalities participating in Phase II and Phase III activities. Now MTPE is actively promoting the Municipal Management Model on a national level.

Pros and Cons of the Municipal Management Model: During the final evaluation, municipal officials participating in the implementation of the Municipal Management Model were asked to describe its advantages and disadvantages. Exhibit 8 summarizes their responses.

Exhibit 8. Municipal Management Model: Perceptions of Advantages and Disadvantages

Advantages	Disadvantages
- Municipal ordinance formalizes commitment and clarifies roles of municipal authorities - No additional cost to implement - No additional or specialized personnel needed - Easy to implement - Immediate action for withdrawing children and adolescents from hazardous child labor - Promotes community policing to raise awareness in non-threatening manner - Increases the authority of municipal actors to enforce child labor laws - Provides authority to sanction offenders - Promotes closer interaction between municipal police and DEMUNA	- No recognition (monetary or otherwise) of police officers or municipal officials for implementing the model - Few referral options for children who lag behind in their education due to working

Discussion: Municipal officials described the Municipal Management Model in largely positive terms. Municipal police recounted stories of "rescuing" adolescents from hazardous work and following the protocol established for referring to the municipal DEMUNA. Many stated that they were not "sensitized" to hazardous child labor until participating in the program. They added that working collaboratively with the municipal DEMUNA has given them a sense of "teamwork" to protect "our" children and teens from exploitation. Police officers mentioned that while they did not expect additional pay for implementing the model, they did expect full support from municipal authorities, including the provision of any necessary printed materials and supplies. Perhaps the

most notable disadvantage mentioned was the sense that there are few referral options for children who lag behind in school due to working. One police officer asked, *"What do I tell these children and parents if there are no options for children who have not been to school in years?"*

Response from MTPE: In September 2019, Peru reinforced its commitment to prevent and eradicate child labor through its participation as a "Pathfinder Country" in Alliance 8.7. As one of its concrete actions to eradicate child labor, the Ministry of Labor adopted the Municipal Management Model for Child Labor Detection and Response as a national initiative.[8] To this end, MTPE developed and disseminated promotional material to explain the purpose of and process for establishing the model (see Exhibit 9).

Programs and initiatives transferred to or adopted by government entities often lose some of their unique characteristics. In the case of the Municipal Management Model, however, MTPE simplified the process to the extent that it did not include the important step of developing and passing a municipal ordinance as the legal foundation to implement the Municipal Management Model.

Question 4: To what extent have the results from the 2016-2018 extension phase (Phase II) been sustained? *In particular, the evaluator will address the following models:*

     a. 2x1 Leveling Program
     b. Secondary Tutorial Program
     c. PRELAR

3.2.3 Sustainability of Academic Leveling Program

Public Policy: The Semilla Project established the Academic Leveling program as part of its Phase I project education strategies to reduce child labor. The program assists students who are lagging behind by two or more academic years to complete two years of primary education in just one year. At the start of Phase II, Semilla staff began the process of transferring the Academic Leveling program to MINEDU's Primary Education Department. During this same period, the department experienced turnover among key decision-makers with whom the project had been working during Phase I. Additional personnel changes occurred throughout Phases II and III, requiring a reintroduction of the Academic Leveling program to 10 different directors of Primary

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[8] MTPE, (September 12, 2019). Peru's Commitments as Pathfinder Country under Alliance 8.7. Retrieved from http://www.iniciativa2025alc.org/sites/default/files/compromisos-peru-pais-pionero-alianza-8-7.pdf

Education from 2016 to 2019, resulting in intermittent and uneven support for the Program. The Semilla Education Specialist described this period as "two steps forward, and one step backwards" with regard to transferring the Academic Leveling program at the national level.

During the final evaluation interview, the current director of Primary Education emphasized the importance of passing a regulation to secure the future of the Academic Leveling program, which MINEDU has appropriately renamed the "2x1 Acceleration" program.

Implementation of Academic Leveling Program at the Regional Level: In the absence of national support, the Regional Office of Education (DRE) in Junín, with which the project had worked during Phase I, committed to implementing the Academic Leveling program jointly with the Semilla Project from 2016 to 2018. The DRE in Junín agreed to pay for the Academic Leveling teachers from its "surplus pool" of teachers, while the Semilla Project committed to providing technical assistance in program implementation, teacher training, and classroom support in five UGELs in the Junín region. In this manner, the joint implementation served as a pilot "transition bridge" until conditions were in place for the UGELs to fully assume the implementation of the Academic Leveling program.

An independent external evaluation was conducted at the end of 2018 to assess the effectiveness of the joint implementation and to identify the conditions necessary for the program's sustainability and transferability at the national level. The evaluation concluded that the Academic Leveling program had ensured learning outcomes, excellent curriculum, and methodological adaptation, a personalized and dynamic methodology, appropriate educational resources, and a comprehensive evaluation system.[9] It was also noted that many of these achievements resulted from the initiative, participation, and contributions made by the Semilla Project in the areas of teaching support, resources, administration, and coordination among national, regional and local educational authorities. The evaluation found little action and investment on the part of institutional actors, which was partially attributed to the lack of understanding and commitment among the different levels of bureaucracy within the educational system.[10]

Sustainability within DRE Junín: Despite insufficient political will to scale up the program to a national level, the DRE in Junín committed to funding the Academic Leveling program in 2019, without the support of the Semilla Project and essentially with little support from MINEDU. Final evaluation interviews conducted in October 2019 with Academic Leveling teachers, school administrators, students and parents showed some decline in the quality of the program since the end of Semilla project support. This was largely attributed to reduced investment in teacher training and classroom support for teachers as compared to during the joint implementation of the program. Teachers interviewed described this training and support as vital, stating, *"I was not trained to handle all of the 'difficult' kids in one classroom."* This teacher expressed an urgent need for greater support from school psychologists and teacher mentors.

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[9] Saenz, Alvaro and Verónica Villarán, "Análisis para la sostenibilidad del programa Nivelación del Rezago Escolar," December 2018.
[10] Ibid

Prospects for Sustainability: Despite the commitments made at the regional level, the pace of progress at the national level has not been as fast as expected. The frequent changes at MINEDU has made it difficult to gain enough support to approve a Ministerial Resolution. The delays are due to the need to formally "validate" the Academic Leveling program to assure that two years of learning takes place in one year. During the final evaluation in October 2019, the Director of Primary Education and supporting staff demonstrated a renewed commitment to enact a national policy that would guarantee the sustainability of the Academic Leveling program. Primary Education Department officials interviewed in October 2019 stated that efforts are underway to have funding approved for the program by January 2021.

3.2.4 Sustainability of Secondary Tutorial Program

Public Policy: In February 2019, MINEDU issued a Ministerial Resolution creating the Secondary Tutorial Educational Service as an official model of public education in Peru.[11] This major milestone has the following implications:

- The model can be scaled up and replicated in other regions of the country.
- The field personnel of the model can have formal employment contracts just like all other public schoolteachers and staff.
- The model can now have its own budget and not depend on special allocations each year in order to function.
- The model is protected against the personal decisions of the authorities of any given governmental administration; its elimination would have to be approved by the numerous technical units and departments who approved the legal recognition of the ST program

Implementation of Secondary Tutorial Program (2016-2018): During Phase II, the Semilla Project provided a "transition bridge" during the process of transferring the Secondary Tutorial program to MINEDU's Rural Education Department (DISER). This form of assistance provided by Semilla staff focused on (1) building the capacity of DISER technical staff to successfully implement and scale up the ST program, and (2) strengthening the capacity of communities so that they could play an active role in sustaining and continually improving the ST program.

- The capacity building strategies for the DISER staff involved joint preparation of all ST technical guidelines, which contain the most important guiding principles for the operation of the program. The collaborative work with Semilla staff was viewed positively by current and former DISER officials interviewed by the evaluators. They explained that there will always be a need to restructure an externally funded project to meet public education requirements. In 2018, Semilla staff provided technical assistance to modify the ST instruction modules and student activity materials based on changes made to the national curriculum.

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[11] Government of Peru (19 February 2019), Resolución Ministerial No. 072-2019-MINEDU, "Crear el Modelo de Servicio Educativo Secundaria Tutorial en el Ámbito Rural de la Educación Básica Regular." Retrieved from https://www.gob.pe/institucion/minedu/normas-legales/262775-072-2019-minedu

- Community capacity building strategies were developed in conjunction with the Secondary Tutorial Steering Committee, comprised of community leaders that were elected by community members in each ST hub. Together, they carried out meetings to engage community members in the process of continual improvements to the ST program. This resulted in a personalized improvement plan for each of the 32 ST hubs.

Prospects for Continued Sustainability: With the achievement of the Ministerial Resolution, the Secondary Tutorial program was formally recognized as one of three rural education programs supported by MINEDU's DISER, and the only module that offers the option for students to remain in their communities to study. In 2019, MINEDU began the process of assigning each ST hub an identification code *(Código Modular)* that formally recognizes each ST hub as a public education institution. As such, each student is entitled to receive all public education textbooks and materials. Furthermore, the Vice-Ministerial Resolution ensured continuation of the services of the *Qali Warma* school nutrition program.

Even with all of these positive actions to enhance sustainability, DISER officials stated that further evidence is needed to validate the effectiveness of the ST program. One official commented, "We are planning to scale up the ST program in 2020, but we have the responsibility to ensure that all necessary conditions are in place so that we maintain the quality of the program. We are currently developing the ST program regulations to describe how the model will be implemented and scaled-up."

It should be noted that the project conducted a rigorous external evaluation at the end of 2018 for the purpose of validating the ST model. The results of the evaluation were presented and discussed with MINEDU officials and contributed to the Ministerial Resolution issued by MINEDU in February 2019 that formally recognized the Secondary Tutorial program as an official model of public education in Peru. Even so, DISER officials interviewed in October 2019 still maintained that the program must be validated through an internal process as a quality control measure.

3.2.5 Sustainability of PRELAR

Public Policy: While the previous two Semilla-developed programs sought to transfer the program at the national level, the PRELAR program has always been intended for transfer at the local level. Semilla public policy efforts focused on (1) developing PRELAR guidelines with participating municipalities so that the program can be adopted by any municipality, and (2) identifying sustainable sources of municipal funding. Unexpectedly, however, in the context of a global conference on the Sustained Eradication of Child Labor held in November 2017, MTPE committed to designing a "national adolescent employment protection program" based on the PRELAR model. The Ministry of Labor reaffirmed this commitment in the Minister's annual report to Congress in May 2018.

Implementation during Phase II: In 2016, the project began the process of transferring the PRELAR program to local governments. As with the previous two educational models, this involved a "transition bridge" in which the Semilla Project provided practical technical assistance to four municipal governments through a process of "learn by doing." In this way, project staff not only conducted training events, but also accompanied municipal officials throughout the transfer year to ensure (1) proper implementation and monitoring of the program, and (2) the identification of stable municipal funding sources. During Phase II, the project design established a goal of

transferring the PRELAR program, including the performance monitoring program, to four municipalities: Villa Rica, Pichanaki, Concepción, and Chanchamayo. Semilla staff in conjunction with municipal authorities established the following conditions for transfer to be successful:

- Municipal ordinance in place regarding child labor
- Budget allocation gradually reaching 50 percent of total program costs
- Municipal technical staff members who will be dedicated exclusively to PRELAR
- Commitment from the municipality to assume responsibility for executing PRELAR
- Commitment from the DEMUNA to share joint responsibility for executing PRELAR

By the end of Phase II, the PRELAR program had been successfully transferred to all four participating municipal governments, providing services to 1,000 adolescents, including technical and soft skills training and non-monetary entrepreneurship kits to establish small businesses, usually in conjunction with parents.

Prospects for Sustainability: Throughout the Phase II implementation, the project worked together with municipal officials to identify stable sources of funding for the PRELAR program. One potential source comes from the Municipal Incentive Program, which was designed by the Ministry of Economy and Finance (MEF) to ensure compliance with annual local development goals. Municipalities achieving these goals are awarded "incentive budgets" that may be used for any activity selected by municipal councils. In many cases municipalities do not spend out this bonus money, which then is returned to the national government. With technical assistance provided by Semilla staff, several participating municipalities allocated the balance of this bonus funding to the acquisition of entrepreneurship kits for the PRELAR participants.

In 2017 the MTPE made a commitment to establish a "national adolescent employment protection program" similar to PRELAR. This commitment was reaffirmed by a different Minister of Labor in a May 2018 Congressional address. The Minister of Labor changed three times since 2018, making it difficult to hold MTPE accountable for political promises.

> **Question 5:** Did the project cause unintended effects on its target communities and participants? If so, what were they?

3.2.6 Unintended effects on target communities and participants

The Semilla Project had numerous "intended" effects at the community or local level, a characteristic which Semilla's implementing organization, DyA, purposefully designs into projects so that they have an important community/local component. Even so, two project initiatives went beyond the purposeful community or local impact design: (1) the Municipal Management Model for Child Labor Detection and Response and (2) the Secondary Tutorial program.

Impact of Municipal Management Model: The Municipal Management Model for Child Labor Detection and Response was developed in response to a concrete need to establish a referral system for cases of child labor detected at the municipal level (see Section 3.2.2 Municipal Management Model for Child Labor Detection and Response for a full description of this model). During its implementation in four municipalities from 2016 to 2019, municipal authorities clearly

demonstrated that they can and should play a central role in detecting, referring, and enforcing illicit child labor. According to Semilla Project staff, municipal authorities in Peru had never been considered as relevant actors in child labor issues, yet their effective participation in implementing the Municipal Management Model shows the importance of their inclusion in efforts to eradicate child labor. The unexpected positive impact of the Municipal Management Model contributed to MTPE's formal adoption and the expansion of the model on a national level.

Community Impact of Secondary Tutorial Model: A rigorous external independent evaluation of the ST model was conducted by CARE-Peru in November 2018. This evaluation found that community participation was one of the most important factors contributing to the success of the ST model. One unanticipated outcome was the level of participation of the entire community in supporting the proper operation of the program. For example, in one ST hub that the evaluators visited during the final evaluation, community leaders explained why a community "noise control" rule during school hours was implemented. The leader explained, *"Our children can't study if others in the community are making too much noise."* While this is a small example of community cooperation, it demonstrates the commitment to supporting students studying in their own communities.

Another unanticipated outcome of community participation was the creation of a regional body to represent the secondary tutorial hubs. Under ADECOST, five community-elected officials represent the 32 secondary tutorial hubs in the regions of Junin, Huancavelica, and Pasco. ADECOST assumed the responsibility for initiating the process of requesting the ST service from MINEDU, overseeing the preparation of ST sites, and ensuring community support for teachers' room and board. Furthermore, ADECOST leaders took important actions to advocate for the rights of children and adolescents to have access to a secondary education. One of the ADECOST leaders interviewed commented that all community members, not just the leaders, would strongly resist the closure of the secondary tutorial hubs without any suitable replacement.

Question 6: For the models that the project transferred to either municipal, regional, or national government organizations:

    a. How were the transfer processes initially conceived? Were these processes carried out differently in practice?
    b. Which actors/stakeholders/institutions were engaged in the transfer process? What were their roles and functions?
    c. What strategies were the most successful in the transfer process? Why? How did these strategies differ across different levels of government or sector?

3.2.7 Transfer Process Design

The original Semilla Project (Phase I) was one of three pilot projects that were part of Peru's National Strategy for the Prevention and Eradication of Child Labor (ENPETI, 2012-2021). Successful outcomes from these pilot projects were intended to become part of national public policy. The transfer of these successful outcomes/programs were the focus of Phase II and Phase III. The following discussion assesses (1) the transfer strategies that were integrated in the

project's design, (2) strategies considered most successful in the transfer process, and (3) key actors/stakeholders/institutions engaged in the transfer process and their roles.

Transfer Strategies: The Semilla Project design for Phases I, II, and III integrated a number of strategies to promote the transfer of programs or initiatives. Exhibit 10 summarizes the transfer strategies integrated into the design of (a) Secondary Tutorial and Academic Leveling, (b) PRELAR, and (c) Child Labor Free Accreditation, and the challenges encountered during implementation that required adjustments to the transfer strategy.

Exhibit 10. Transfer Strategies Integrated in Project Design and Required Adjustments

Semilla Transfer Strategies Integrated in Project Design	Adjustments Made to Transfer Strategies
Secondary Tutorial and Academic Leveling: ▪ Develop a transfer strategy in conjunction with MINEDU authorities to guarantee the sustainability of the ST and Academic Leveling models. ▪ Co-execute ST program with MINEDU DISER, and the Academic Leveling program with DRE in Junín during initial transfer process. ▪ Develop and gain approval of the regulatory framework to ensure full legal recognition of the programs. ▪ Jointly validate the effectiveness of both models, including instructional materials, teacher training, and program management. ▪ Transfer and scale up the programs such that MINEDU assumes ownership of both programs and carries out all processes for monitoring, evaluating, budgeting, planning, and progressively scaling-up the initiative. ▪ Engage rural and indigenous organizations and progressively generate capacities to monitor the performance of the programs and provide complementary services.	**Secondary Tutorial and Academic Leveling:** ▪ **Pace of transfer**: The numerous changes in MINEDU officials and internal restructuring significantly slowed down the transfer process, forcing the Semilla Project to reevaluate and adjust timelines for full transfer. ▪ **Co-execution of programs**: Once Semilla's direct implementation role ended, difficulties in executing the programs required review and increased level of participation by Semilla ▪ **Validation process:** The ST model was validated by MINEDU as evidenced by the February 2019 Ministerial Resolution. For the Academic Leveling program, MINEDU has not yet validated the model, although from the Project's perspective, all of the requirements for validation have been met. ▪ **Required curriculum adjustments**: Following the 2017 changes to the National Curriculum Framework, adjustments to the ST modules were required to ensure consistency with the new curriculum requirements. ▪ **Performance monitoring**: Greater emphasis was given to generating evidence on the efficacy of the programs to guarantee their continuity.
PRELAR ▪ Develop a transfer strategy in conjunction with municipal authorities to guarantee the sustainability of PRELAR as a municipal service. ▪ Co-execute the PRELAR program with municipal staff in target municipalities during the transfer process. ▪ Develop legal and regulatory instruments required for the approval of municipal ordinances that would establish PRELAR as a municipal service, and to adjust the municipal budgets to fund PRELAR. ▪ Define the organizational structure necessary in each municipality to autonomously operate PRELAR as a municipal service.	**PRELAR** ▪ **Pace of transfer**: The pace of transferring programs at a municipal level is considerably faster than transferring programs at a national level; the PRELAR model was transferred to participating municipalities by the end of 2018. ▪ **Transferring smaller components**: The Municipal Management Model, which emerged as a result of PRELAR activities, was adopted by MTPE in 2019 and scaled up to a national level as described in Section 3.2.2. ▪ **Sustainable funding**: Technical assistance was provided to municipal governments for converting PRELAR into a municipally funded and operated initiative, including the use of "incentive funds" that

Semilla Transfer Strategies Integrated in Project Design	Adjustments Made to Transfer Strategies
	are awarded to municipalities achieving local development goals.
Child Labor Free Accreditation ▪ Jointly develop a design and implementation strategy in conjunction with MTPE authorities to guarantee the sustainability of the Child Labor Free accreditation program. ▪ Co-execute the Child Labor Free Accreditation program with MTPE during the first year of implementation. ▪ Develop and approve the regulatory framework (Ministerial Resolution) to ensure legal recognition of the accreditation program. ▪ Develop a low-cost option for independent third-party verification of compliance of accreditation standards. ▪ Transfer the Child Labor Free accreditation program giving MTPE full ownership, and implement all processes for monitoring, evaluating, budgeting, planning, and progressively scaling-up the initiative.	**Child Labor Free Accreditation** ▪ **Transfer**: The Child Labor Free Accreditation model did not undergo the same transfer process as the other models. MTPE requested technical and financial assistance from the Semilla Project to jointly design and implement the model during the first year of operation. ▪ **Validation:** The Child Labor Free accreditation model was successfully validated during Phase II with participating producers. This was not a process conducted by MTPE. ▪ **Verification process**: As a cost-savings measure, the responsibilities for the third-party verification were divided between MTPE and the independent verification organization. MTPE assumed responsibility for advising companies in preparation for the third-party verification, which is expected to occur in December 2019.

Successful Transfer Strategies: While there is no "magic recipe" for transferring a program developed by a civil society organization to government entities, common elements/strategies were found among all of the transfer processes described. These strategies include the following:

▪ Develop the transfer strategy in conjunction with governmental counterparts early in the project's implementation phase.
▪ Jointly execute the model with governmental counterparts during the first/pilot year of operation. In this way, it is possible to further strengthen the capacities of government implementers in a practical "learn-by-doing" manner.
▪ Develop and pass a regulatory framework at the local or national level that provides legal recognition for the model.
▪ Support the government's validation process. This presents a dilemma, in the context of the Peruvian government, as programs first must be implemented to generate evidence for validation, yet only validated programs can be implemented by government institutions.
▪ Give full responsibility to governmental entities so that they can autonomously monitor, evaluate, budget, plan, and progressively scale up the initiative.

Key Actors and Roles: Exhibit 11 identifies key stakeholders contributing to the successful transfer of Semilla-developed programs and initiatives.

Exhibit 11. Key Actors and Roles

Programs Transferred	Key Actors	Roles
Secondary Tutorial	▪ MINEDU DISER (Rural Education Department)	▪ MINEDU DISER staff worked closely with Semilla staff during the transfer process. MINEDU DISER

Programs Transferred	Key Actors	Roles
	▪ ADECOST (Community Development Association Secondary Tutorial)	assumed full responsibility for implementing, monitoring, evaluating, budgeting, planning, and progressively scaling up the model. ▪ ADECOST assumed responsibility for initiating the process of requesting ST services from MINEDU, overseeing the preparation of ST sites, and ensuring community support for teachers' room and board. ADECOST leaders have also taken important actions to advocate for rural community access to secondary education.
Academic Leveling	▪ DRE (Regional Education Office) ▪ MINEDU, Primary Education Department	▪ The DRE in Junín assumed responsibility for implementing the Academic Leveling program in at-risk schools and for teacher training and program management. ▪ MINEDU's Primary Education Department is currently waiting to validate the effectiveness of the Academic Leveling program before assuming full responsibility for implementing, monitoring, evaluating, budgeting, planning, and progressively scaling up the model.
PRELAR	▪ Municipal authorities, including DEMUNA ▪ MTPE	▪ Municipal authorities were responsible for developing and approving PRELAR's legal framework, adjusting the municipal budgets to fund PRELAR, and defining the organizational structure necessary in each municipality to autonomously operate PRELAR as a municipal service. ▪ MTPE committed both in 2017 and 2018 to scale up PRELAR to a national program. Furthermore, MTPE has adopted the Municipal Management Model that was developed under PRELAR.
Child Labor Free Accreditation	▪ MTPE, Department of Fundamental Rights ▪ Agricultural companies and cooperatives participating in the model's pilot year	▪ MTPE adopted the Child Labor Free Accreditation model, scaled-up the proposal, guaranteed its sustainability, and turned the program into a national accreditation program.

Discussion: The Semilla Project worked closely with national and municipal governmental entities to develop and implement a transfer strategy that would lead to full ownership of Semilla-developed programs. MINEDU DISER played a key role in the complete transfer of the Secondary Tutorial program. MINEDU's Primary Education Department, on the other hand, did not assume the same transfer commitment with the Academic Leveling program, requiring the DRE in Junín to take on the responsibility for implementing the program in at-risk schools. The active role of municipal authorities contributed to the successes of both PRELAR and the Municipal Management Model, demonstrating the importance of including municipal governments in future public policy efforts. Finally, ADECOST community leaders played an important role in the transfer of the Secondary Tutorial program by serving as liaisons between community members and MINEDU officials and teachers.

> **Question 7:** What were the main internal and external factors that facilitated or limited the project's ability to successfully transfer ownership of the models developed by the project to national stakeholders, and what strategies or measures did the project adopt to address these factors?

3.2.8 Factors Facilitating or Limiting Transfer Processes

Stakeholders identified a number of factors that facilitated or inhibited the transfer during the final evaluation interviews. These factors are listed in Exhibit 12.

Exhibit 12. Factors Facilitating or Limiting Transfer Processes

Factors Facilitating Transfer	Factors Limiting Transfer
Political will: The model contributed to achievement of governmental priorities and commitments and focused on issues that had not yet been addressed by governmental institutions **Project staff**: Semilla staff's high level of commitment, professionalism and technical capacity **Effective collaboration**: Project staff and governmental counterparts worked as "one team" **Adaptation of models**: Models were adapted to facilitate transfer and implementation	**Frequent changes** in leadership in governmental offices **Governmental mistrust** of civil society organizations **The pace of transfer**: The government's timeline to transfer the program was not necessarily in sync with the project's timeline **Insufficient evidence of effectiveness**: Governmental institutions must have "robust" evidence demonstrating effectiveness before proceeding to validate a program or model. **Sustainable governmental funding**: The programs transferred do not necessarily have a sustainable source of funding.

Discussion on factors facilitating program transfer: Political will was the one factor in facilitating program transfer that was mentioned by all governmental stakeholders. There is a higher likelihood of gaining support to transfer the program if the project can effectively demonstrate how the model supports existing governmental priorities and commitments. This was the case for the Secondary Tutorial model that contributed to MINEDU's goals of increasing access to secondary education and providing the only option for students studying in their respective communities. Another example is the Municipal Management Model that contributed to MTPE commitments under Alliance 8.7. For the Child Labor Free Accreditation model, project staff had to reframe the discussion with the Ministry of Labor from solely the issue of child labor to fulfilling **trade agreements** that stipulate no child labor.

Apart from political will, governmental stakeholders mentioned the high level of commitment, professionalism, and technical capacity of Semilla staff as a key factor facilitating the transfer process. The MINEDU DISER team spoke of the transfer working group, made up of Semilla staff and DISER officials, as "one team" indicating effective collaboration. The MTPE staff working on the Child Labor Accreditation program noted the technical capacity and experience of the Semilla team in promoting child labor free production throughout the value chain. An additional strength noted was the "persistence" or "resilience" of Semilla staff to keep the transfer process moving forward during a time of great political uncertainty.

Finally, governmental officials mentioned the importance of adapting and flexing the models for transfer to ease implementation. One MTPE official commented, *"You have to be realistic. If we had tried to do everything ideally, we might not have succeeded."*

Discussion on factors limiting program transfer: Government officials from MINEDU frequently mentioned the need for "validation" before being able to support the transfer of programs. As mentioned in Section 3.2.7   Transfer Process Design, this presents a "*Catch 22* situation" due to the mutually conflicting or dependent conditions. This was especially apparent in the Academic Leveling program, in which case MINEDU officials are still seeking validation. Validation requires the collection of evidence to determine effectiveness, yet programs cannot be implemented unless they are validated. Semilla's education specialist stated that there is six years of evidence from Phases I and II that could be used to validate effectiveness. Still, according to ministry officials, MINEDU must conduct its own validation process. The frequent changes in governmental leadership during Phase II and III also inhibited the transfer process. This especially impacted the transfer of the Academic Leveling program, which had 10 different directors of Primary Education from 2016 to 2019.

To address the delays in transfer, project timelines were adjusted numerous times. Too often it was impossible to realize the project's timelines within governmental timelines. A former MTPE official explained, *"If you push too hard, you may risk losing all."* At the same time, Semilla staff met with ministry officials to reiterate the limitations of a grant-funded project with a defined timeline, and the possible missed opportunity should the transfer process not move forward.

> **Question 8:** To what extent have the recommendations from the 2015 final evaluation been addressed and, if not, to what extent do the concerns behind those recommendations persist?

3.2.9 Follow-up to Recommendations from Phase I Final Evaluation (Dec. 2015)

The final evaluation of Semilla Phase I took place in December 2015. The evaluation report contained nine recommendations, six of which were directed to Semilla staff should they be awarded a Phase II, and three more general recommendations that may be applied to future child labor projects within similar contexts. Exhibit 13 summarizes the six recommendations made in anticipation of Semilla Phase II and actions taken during Phases II and III to address those recommendations.

Exhibit 13. Actions Taken to Address Phase I Final Evaluation Recommendations

Phase I Final Evaluation Recommendations (December 2015)	Actions Taken during Phases II and III, and Challenges Encountered
Rec. 1. Provide Follow-up Support to MINEDU: USDOL should enable Semilla education specialists to provide technical support to MINEDU's Rural Education Services staff during the first two years of program implementation. This support is especially critical in light of the national political elections in mid-2016 that will surely result in changes in key MINEDU personnel. The continued support from the Semilla project will help ensure continuity of	**Action**: During Phase II, the Semilla Project provided a "transition bridge" during the transfer of the Secondary Tutorial program to MINEDU's Rural Education Department (DISER). This focused on (1) building the capacity of DISER technical staff to successfully implement and scale up the ST program, and (2) strengthening the capacity of communities so that they could play an active role in sustaining and continually improving the ST program.

Phase I Final Evaluation Recommendations (December 2015)	Actions Taken during Phases II and III, and Challenges Encountered
program services and support efforts to expand program services in other rural areas of Peru.	**Challenge**: The political instability during this time period resulted in numerous changes in MINEDU's leadership and numerous delays during the transfer process.
Rec. 2. Develop a Strategic Plan to Expand the Marketing of the "Responsible Production" Label: Semilla production specialists should undergo efforts to promote and expand the "Responsible Production" marketing strategy to expand consumer awareness of and support for products cultivated with child labor free practices.	**Action**: Phase III focused specifically on expanding the "Responsible Production" initiative begun in Phase I, into what now has become MTPE's Child Labor Free Accreditation/Seal program. **Challenge**: In order for the Child Labor Free Seal program to move forward, it was first necessary to develop the program's legal framework. Because of delays in obtaining a Ministerial Resolution, Semilla nearly missed the opportunity to pilot the program as part of Semilla Phase III.
Rec. 3. Provide the Necessary Follow-up Support to PRELAR Students: Semilla should consider expanding its current staff to provide the intensive follow-up that will be needed to support the PRELAR students during the first year after graduating.	**Action**: During Phase II, the Semilla Project provided a "transition bridge," co-implementing the PRELAR program with officials from four municipalities (Villa Rica, Pichanaki, Chanchamayo, and Concepción). During this time, Semilla staff and municipal officials provided additional follow-up support to PRELAR program graduates in establishing micro enterprises. **Challenge**: No challenges encountered with this particular recommendation.
Rec. 4. Disseminate Results of the PRELAR Program: Semilla staff should carefully document the PRELAR program's methodology, preliminary outcomes, and lessons learned so that the program can be scaled up to a regional and national levels. Semilla staff should build the capacity of Regional Labor Offices and the national Ministry of Labor to assume long-term administrative and financial responsibility for the PRELAR program.	**Action**: During Phase II, each participating municipality was responsible for documenting the PRELAR experience and disseminating its achievements at the local and national level. **Challenge**: PRELAR has not yet been scaled up as a national program, despite initial plans to do so.
Rec. 5. Document and Disseminate the Strategies and Outcomes of the Semilla Project: Semilla project staff should develop a summary of the Semilla project experience and develop a plan for disseminating results at the local, regional, and national levels. Semilla staff should be made available to provide technical assistance to municipalities, offices of labor, national labor administration offices, and other stakeholders to implement Semilla strategies nationwide.	**Action:** ▪ Throughout Phase II, the Semilla director reported on project progress and achievements in the monthly CPETI meetings comprised of governmental officials and civil society members ▪ Universidad del Centro in Huancayo designed and published a photographic book to document the "Semilla experience" throughout the six years of the project's implementation ▪ Semilla educational programs and Child Labor Free Accreditation/Seal received national media coverage ▪ Informational videos created and uploaded to the project website and Facebook to describe Semilla educational programs and achievements ▪ Training materials developed as part of the transfer package to local and national governmental institutions **Challenge**: No challenges encountered with this particular recommendation.

Phase I Final Evaluation Recommendations (December 2015)	Actions Taken during Phases II and III, and Challenges Encountered
Rec. 6. Scale up Public Policy Strategies at the Municipal and Regional Levels: The Semilla public policy staff should complete its facilitation of the policy development and strategic planning process being carried out by Regional Committees for the Prevention and Eradication of Child Labor (CRDEPTI).	**Action**: Semilla Phase II project was designed to promote municipal officials' central role in the area of child labor detection, referral, and enforcement. This included the development and passage of four municipal ordinances on the prevention and eradication of child labor as the legal foundation to implement the Municipal Management Model. The unexpected success of the Municipal Management Model contributed to MTPE's formal adoption and expansion of the model on a national level. **Challenge**: The MTPE adaptation of the Municipal Management Model excludes one of the model's fundamental components: the development and approval of a Municipal Ordinance that provides the legal framework for implementing the model.

Sources: Semilla (Phase I) Final Evaluation, December 2015; Project TPRs April 2016 through April 2019; interviews with Semilla project staff and stakeholders.

Discussion: The Semilla Project II design successfully integrated strategies to incorporate all six recommendations made in the Phase I final evaluation. The challenges identified in implementing actions related to Recommendations 1 and 2 were attributable to external factors including frequent changes in ministry officials and delays in approving required legal frameworks. Recommendation 3 required an adjustment to the PRELAR design, which resulted in additional follow-up support to PRELAR program graduates. Recommendation 4, to disseminate PRELAR results, had the desired effect of gaining national support. Nevertheless, despite the commitment of MTPE in 2017 to both adopt and expand the PRELAR program to a national level, the PRELAR program is still a local initiative. Recommendation 5 promoted a thorough documentation of the entire Semilla experience. This was completed during Phase II and now needs to be updated to include the experiences of the Child Labor Free Accreditation/Seal program and Municipal Management Model. Finally, Recommendation 6 advised expanding public policy actions at the local level to the national level. The potential for success of this is best exemplified by the Municipal Management Model. Nevertheless, during the Model's adoption by MTPE, a fundamental component was excluded from the national model—developing and approving a legal framework to implement the model.

3.3   Sustainability

Question 9: What is the likelihood that the benefits of project activities will continue in the absence of USDOL or other external resources?

a.   Are there any factors that limit or facilitate sustainability of project outputs or outcomes?
b.   Would it have been possible for the project to improve their sustainability efforts? In what way(s)?

3.3.1 Factors limiting or facilitating sustainability of project outputs or outcomes

The long-term sustainability of each of the five major programs or initiatives developed by Semilla largely depends on the level of commitment of municipal and national governmental stakeholders. Exhibit 14 outlines the primary factors facilitating or limiting the long-term sustainability of each of the five key project outputs and outcomes.

Exhibit 14. Factors Facilitating or Limiting Sustainability of Project Outputs and Outcomes

Key Semilla Project Outputs and Outcomes	Factors Facilitating Sustainability	Factors Limiting Sustainability
Secondary Tutorial program transferred to MINEDU DISER	- Ministerial Resolution, Feb. 2019 - Full ownership by MINEDU DISER with staff exclusively dedicated to the ST program - Dedicated budget - Community participation and sense of ownership	Additional validation of the ST program is required by the Ministry of Economy and Finance (MEF) to assess the conditions for expanding the program.
Academic Leveling program partially transferred to local UGELs	- Commitment of UGEL in Junín to continue executing the program in high-risk primary schools - Renewed verbal commitment of Primary Education Department to enact a national policy that would guarantee the sustainability of the Academic Leveling program.	Formal validation of Academic Leveling program required by MINEDU Primary Education officials before issuing a Ministerial Resolution.
Teen Job Readiness program (PRELAR) transferred to municipalities	- Municipal ordinances to support PRELAR in 4 municipalities - Verbal commitment by MTPE to scale up PRELAR model to national level - Use of general municipal "incentive funds" to continue supporting PRELAR	There is no national incentive program for municipalities to address child labor; therefore, the use of municipal incentive funds to support PRELAR comes from general municipal incentive funds. The continued use of these general funds requires the political will of municipal officials.
Municipal Management Model adopted by MTPE and scaled up to national level	- Municipal ordinances established to provide legal framework for the model - Ease of implementation; no additional costs - Commitment of participating municipal officials - Model adopted by MTPE and expanded to national level	- MTPE's adaptations of the Municipal Management Model simplified the process to the degree that it bypassed the preliminary actions necessary to support the model, which are to establish the legal framework and to work closely with municipal officials on the proper implementation of the model. - MTPE does not have staff dedicated to assisting municipalities with the preliminary actions necessary to support the model.
Child Labor Free Accreditation/Seal program developed and implemented	- Ministerial Resolution in support of the program - MTPE has full ownership of the Child Labor Free Accreditation/Seal program and intends to expand in subsequent years	The pilot program timeline was cut short, which limited the time to analyze the process and make the necessary adjustments before implementing the 2020 edition of the Child Labor Free Seal.

Discussion: There are mixed expectations with regard to the long-term sustainability of the five major programs or initiatives developed by Semilla. In the cases of the Secondary Tutorial and

Child Labor Free Accreditation/Seal programs, a Ministerial Resolution was approved, which guarantees the long-term sustainability of both of these programs. For the Academic Leveling program, the long-term sustainability is uncertain given MINEDU's lack of formal commitment. In the case of PRELAR, current funding depends on the political will of the municipalities to fund the program through the general "incentive funds." In the case of the Municipal Management Model for Child Labor Detection and Response, which originated as part of PRELAR, MTPE has adopted the model and has promoted its replication in all municipalities throughout Peru. Nevertheless, MTPE's adaptation is missing important components of the model to ensure its long-term sustainability in each municipality.

Further Actions by the Project to Improve Sustainability: There remains a need for MTPE to prioritize a national adolescent job readiness program to guarantee funding for this purpose. Semilla staff have made every effort to support MTPE's verbal commitment to fund a national program modeled after PRELAR. One alternative is to promote the development of a national incentive program specifically for the prevention and eradication of child labor. This could provide specific municipal incentive funding that could support the continuation of the PRELAR program.

> **Question 10:** To what extent are local and national stakeholders able to ensure that the activities and changes implemented by the project endure?

3.3.2 Endurance of Local and National Commitments

The Semilla Project made every effort to ensure the government's commitment to Semilla-developed programs and initiatives through public policy actions. For the Secondary Tutorial and Child Labor Free Accreditation programs, the ministries approved resolutions that protect the programs against the personal decisions of authorities in any given governmental administration; their elimination would have to be approved by the numerous technical units and departments that previously approved each of these ministerial resolutions. For PRELAR, the municipal ordinances ensure some level of commitment, although these commitments come without guaranteed funding. The Municipal Management Model for Child Labor Detection and Response has a greater possibility of enduring since it does not require additional funding to implement the Model. Nevertheless, the adaptations made by MTPE to simplify the Model overlooked the process of creating the necessary conditions to implement the Model, thereby jeopardizing its effectiveness.

> **Question 11:** What is the level of priority of child labor as reflected in institutional agendas/public sector budgets of Ministry of Labor and Ministry of Education? Does this carry implications for sustainability of project models?

3.3.3 Prioritization of Child Labor Issues within Institutional Agendas

The Ministry of Labor's Office of Fundamental Rights (*Dirección General de Derechos Fundamentales y Seguridad y Salud en el Trabajo*) is directly responsible for addressing child labor issues in Peru and coordinating interinstitutional efforts through the National Committee for the Prevention and Eradication of Child Labor (CPETI). The provision of and access to quality public education for all Peruvian children and adolescents is the responsibility of the Ministry of

Education. The two institutions intersect through their collaborative work in CPETI and their participation in the Semilla Project.

Exhibit 15 provides a list of institutional agenda items for both MTPE and MINEDU that demonstrates the prioritization of actions contributing to the prevention and eradication of child labor.

Exhibit 15. Current Agenda Items Addressing Child Labor – MINEDU and MTPE

Agenda Items Contributing—MINEDU	Agenda Items Contributing—MTPE
▪ Ministerial Resolution N° 300-2017-MINEDU, approving equal access to quality education in rural areas ▪ Supreme Decree N° 013-2018-MINEDU, approving national policy for providing access to education in rural areas ▪ Ministerial Resolution N° 072-2019-MINEDU, approving the Secondary Tutorial model for basic education in rural areas	▪ National Strategy for the Prevention and Eradication of Child Labor (ENPETI 2012-2021) ▪ Ministerial Resolution N° 204-2019-TR approving the Child Labor Free Accreditation/Seal program. ▪ Alliance 8.7, September 2019. MTPE committed to take concrete actions in a shorter time period to achieve Target 8.7 of the UN 2030 Sustainability Goals, which includes the eradication of child labor and forced labor

Discussion: MTPE is currently working on several items to address child labor issues. The overarching item is the National Strategy for the Prevention and Eradication of Child Labor (ENPETI, 2011-2022), in which Semilla played a key role as one of three national pilot projects. The Child Labor Free Accreditation/Seal is now MTPE's priority focus, as MTPE prepares to become the first country in the region to verify agricultural supply chains that are free of child labor.

MINEDU has several agenda items focusing on access to quality rural education, including the Secondary Tutorial program. However, absent from the MINEDU agenda is an item that addresses academic delay, demonstrating that there is further public policy work that must be done to assure that children who lag behind in school, due to a number of social factors including child labor, have the option of reintegrating into the public school system.

4.   LESSONS LEARNED AND PROMISING PRACTICES

4.1 Lessons Learned

- It is important to build effective collaborative relationships with governmental counterparts during the design phase and to work as "one team" during the transfer process. By jointly implementing the model during the transfer process, it is possible to further strengthen the capacities of government implementers in a practical "learn-by-doing" manner.

- It is important to support the adaptation of models to facilitate their transfer and implementation to governmental entities, and ensure they are aligned with institutional objectives. At the same time, it is important to identify core components—those that are essential for guaranteeing that the program will work—and build an understanding of their importance in achieving successful outcomes.

- Generating evidence on the efficacy of programs is essential for promoting their continuity; however, it is important to support the internal validation processes carried out by government staff to collect their own evidence and form their own conclusions.

- It is important to remain "persistent" during times of political instability, but not "insistent" in moving forward. It will likely be necessary to adjust timelines and strategies to continue with the transfer process, which highlights the importance of being realistic at the design stage about the time needed to properly carry out a comprehensive transfer process.

4.2 Promising Practices

- Municipal governments should be considered as key actors in contributing to national child labor prevention and eradication policy. The Semilla Project demonstrated the potential impact that municipal governments can have in addressing the problem of child labor by implementing tangible local strategies for the prevention and eradication of child labor that can be later adopted and scaled up to a national level.

- Community participation is a fundamental component of the Secondary Tutorial program. The Semilla Project demonstrated the importance of engaging rural and indigenous organizations from the design stage and then progressively building their capacities to actively participate as liaisons who facilitate communication between MINEDU authorities and ST communities.

- Effectively enforcing child labor laws in rural agricultural areas requires thinking "out of the box" from the common labor inspection/enforcement model. The Child Labor Free Seal model offers an effective alternative for agricultural producers to *self-regulate* the presence of child labor in rural agricultural zones that otherwise might not be regulated by the labor inspectorate.

5. CONCLUSIONS

The following conclusions are based on the key findings pertaining to the project's relevance, effectiveness, and sustainability.

5.1 Relevance

- **Stakeholder Needs for Transfer of Programs**: The Semilla Project Phases II and III effectively identified the needs of project stakeholders—communities, participants/beneficiaries, and government—that could contribute to the sustainability and transferability of Semilla-developed programs and initiatives. To this end, the Semilla Project implemented a wide range of strategies to institutionalize and scale up programs initiated during Phase I, including the implementation of a "transition bridge" to co-execute programs and build capacities of government implementers throughout the transfer process.
- **Impact of Political Instability**: The Semilla Project Phases II and III, June 2016 to November 2019, were executed at a time of great political instability in Peru. The Semilla Project staff successfully mitigated the effects of political instability through a combination of persistence, flexibility and political astuteness that kept project activities and the transfer processes moving forward.

5.2 Effectiveness

- **Programs Transferred to National Governments:** The Semilla Project successfully transferred the Secondary Tutorial program to the Ministry of Education (MINEDU) and the Child Labor Free Accreditation/Seal model to the Ministry of Labor (MTPE). The successful development and approval of regulatory frameworks, i.e. Ministerial Resolutions, protect the transferred programs from the personal decisions of authorities in any given governmental administration.
- **Programs Partially Transferred:** The Semilla Project intended to transfer the Academic Leveling program to MINEDU's Primary Education Department; however, MINEDU's lack of support resulted in the program's transfer to the Regional Office of Education in Junin, with little support from national education authorities. MINEDU's slow progress in adopting and scaling up the Academic Leveling program leaves a significant gap in educational services that address the needs of children who lag behind in school, due to social factors including child labor.
- **Programs Transferred to Local Governments**: The Semilla Project successfully transferred the Teen Job Readiness (PRELAR) program, which included the Municipal Management Model, to four municipalities in the regions of Junín and Pasco. The municipal ordinances approved in each of the municipalities provide the legal framework for the continuation of both PRELAR and the Municipal Management Model; however, without national support, the funding for the PRELAR program depends on the political will of municipal authorities. The Municipal Management Model incurs no additional costs for municipalities.
- **Unintended Outcomes**: The Municipal Management Model provided an effective tool for establishing a municipal referral system for cases of child labor detected. MTPE has

adopted the Model and adapted it for ease of implementation. However, MTPE's adaptation of the Model overlooked the process of creating the necessary local conditions to implement the Model, thereby jeopardizing its effectiveness in other municipalities.

- **Factors Contributing to Successful Outcomes**: Community participation is one of the most important factors contributing to the success of the Secondary Tutorial model. ADECOST community leaders played a critical role in the transfer of the program by serving as liaisons between community members and MINEDU officials and teachers. Another important factor contributing to successful transfer processes is the Semilla Project staff's high level of commitment, professionalism, and technical capacity. Their "persistence," rather than "insistence" helped to build effective collaborative relationships with governmental counterparts that enabled the transfer processes to move forward, despite the frequent changes to governmental counterparts.

5.3 Sustainability

- There are mixed expectations regarding the long-term sustainability of the five major programs or initiatives developed by Semilla. It is fully expected that the Secondary Tutorial and Child Labor Free Accreditation/Seal programs will continue, due to enactment of the Ministerial Resolutions, but the long-term sustainability of the Academic Leveling program is uncertain given MINEDU's lack of support. In the case of PRELAR, future funding depends on the political will of the municipalities. In the case of the Municipal Management Model, MTPE has adopted and adapted the model, which has no cost for its implementation, and has promoted its replication in all municipalities throughout Peru. Nevertheless, MTPE's adaptation is missing important components of the model to ensure its long-term sustainability in participating municipalities.

6.   RECOMMENDATIONS

The following recommendations are directed to Semilla Project staff and USDOL to strengthen the long-term sustainability of project outcomes, or to improve future programming of child labor projects.

6.1 Immediate Recommendations for Semilla Staff:

1. **Provide Follow-up Technical Assistance to ADECOST Community Leaders:** Semilla staff should provide the ADECOST community leaders with additional technical assistance to ensure they are equipped to serve as effective community liaisons. The technical assistance may be in the form of joint site visits to all 32 ST hubs to (a) identify the conditions that support the ST program; (b) meet with community members to discuss any concerns or suggestions for improvement; and (c) meet with ST teaching staff to discuss their concerns or suggestions for improvement. Semilla staff should provide follow-up technical assistance to ADECOST to systematically document findings to discuss with MINEDU DISER ST officials as they prepare to scale up the ST model in 2020.

2. **Follow up with MINEDU DISER Officials**: Semilla staff and ADECOST community leaders should immediately arrange a meeting with MINEDU DISER officials to better understand and support any further validation of the Secondary Tutorial model required by MEF before scaling up the ST program.

3. **Follow up with MINEDU Primary Education Officials:** Semilla staff should request a follow-up meeting with MINEDU Primary Education staff that participated in the final evaluation meetings to discuss (1) the process for validating the effectiveness of the Academic Leveling program, including the possible use of data collected during Semilla Phases I and II; and (2) further actions needed to promote the development and approval of a Ministerial Resolution that guarantees the sustainability of the Academic Leveling program.

4. **Follow up with MTPE Fundamental Rights Officials:** Semilla staff should follow up on previous commitments made by MTPE officials during the past two years for a national teen job readiness program for youth ages 15 to 17. Project staff should consider organizing a site visit with MTPE officials to one of the municipal PRELAR programs to discuss project effectiveness with beneficiaries, parents and municipal officials.

5. **Follow up with MTPE Officials Promoting the Municipal Management Model:** Semilla staff should follow up with MTPE officials to discuss the Model's core components that are essential for the success of the Municipal Management Model. Project staff should consider organizing a site visit with MTPE officials to observe the implementation of the Municipal Management Model firsthand and hold discussions with municipal authorities on the conditions that are necessary for implementing the Model.

6. **Follow-up with MTPE Officials Implementing the Child Labor Free Seal:** Project staff should follow-up with MTPE officials, ideally after completing the pilot year in December 2019, to discuss how the piloting was affected by the compressed timeline and to identify any further needs for piloting during a longer timeframe in 2020.

6.2 Recommendations for USDOL to strengthen the long-term sustainability

7. **Provide Continued Support for Specific Phase IV Activities**: Considering the potential impact of both the Child Labor Free Accreditation/Seal and the Municipal Management Model for Child Labor Detection and Response, USDOL should consider extending the Semilla Project by one year with the current level of funding for an extension Phase IV to ensure the proper expansion and implementation of these models on a national level.

ANNEX A: LIST OF DOCUMENTS REVIEWED

Project Documents

1. Modifications for Grant: IL-22633-12-75-K-
   - Modification No. 1: 08/14/2015
   - Modification No. 2: 09/18/2015
   - Modification No. 3: 06/29/2016
   - Modification No. 5: 11/21/2018
2. Technical Progress Reports (TPR)
   - April 2016
   - October 2016
   - April 2017
   - October 2017
   - April 2018
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   - April 2019

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